AN ASSESSMENT OF CHALLENGES IN HUMAN RESOURCE DEVELOPMENT IMPLEMENTATION WITHIN THE CAPE WINELANDS DISTRICT MUNICIPALITY – A MANAGEMENT PERCEPTION

by

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Thesis presented in partial fulfilment of the requirements for the degree Masters in Public Administration in the faculty of Management Science at Stellenbosch University

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March 2016

Declaration

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Abstract

In the modern era of governance, both in the public and private sector, there appears to be consensus that service delivery has to meet certain standards of quality. Especially in South Africa, there is an increasing demand from the public for quality service delivery as shown in the high number of public protests against poor service delivery. Public service employees can only provide quality services if they are capable of performing their job well. The capability of employees depends on the extent to which they are developed.

The primary purpose of this study is to do an assessment of the challenges that management experience with the implementation of human resource development (HRD) initiatives within the Cape Winelands District Municipality (CWDM). As part of this study management perceptions will be examined with a view, to make recommendations to improve these human resource development initiatives that are lacking. The research study employed a qualitative and quantitative approach. The perceptions of management, comprising middle managers, line managers and supervisors are measured in the form of a semi-structured questionnaire comprising open-ended and closed-ended questions. The major findings of this research, relate to the relevant statutory frameworks, analysis, understanding and determination of training needs, challenges faced by public managers in providing appropriate training, and the evaluation of human resource development programmes, to assess the impact for both the individual and the organisation.

One of the most significant recommendations to address the problems identified, is that the management team should familiarise themselves with the relevant human resource development statutory frameworks. These frameworks provide management with the authority to make informed decisions regarding the development of human resources. Furthermore, management should understand its roles and responsibilities in the implementation of these human resource development initiatives. A major responsibility is the identification and understanding of the training needs of employees in terms of knowledge, skills and attitudes. Management should also be particularly aware of the various challenges experienced in the implementation and the evaluation of development programmes. In this regard management should provide support to employees to ensure that training is productive and cost effective to both employees and the organisation. This research concludes with a recommendation for future research.

Opsomming

Daar blyk eenstemmigheid te wees dat dienslewering in beide die openbare en privaatsektor in die moderne era aan bepaalde standaarde moet voldoen. Veral in Suid-Afrika is daar 'n toenemende vraag na gehalte dienslewering soos duidelik blyk uit die aantal openbare protes optogte gemik teen swak dienslewering. Personeel in die openbare sektor kan slegs gehalte diens lewer indien hulle bevoeg is om hul werk goed te verrig. Die bevoegdheid van personeel hang af van die mate waartoe hulle ontwikkel is.

Die primêre doel van die studie is om 'n assessering te doen van die uitdagings wat bestuur ondervind, met die implementering van menslike hulpbronne ontwikkelings inisiatiewe, binne die Kaapse Wynland Distriksmunisipaliteit. Deel van die studie sal bestuur se persepsies ondersoek word met die doel om aanbevelings te doen oor hoe om die menslike hulpbrone ontwikkelings-inisiatiewe wat tans ontbreek te verbeter. Die navorsingsstudie gebruik 'n kwalitatiewe asook kwantitatiewe metodiek. Die persepsies van die bestuurskader bestaande uit bestuurders, lynbestuurders en toesighouers word gemeet deur middel van 'n semi-struktuur vraelys bestaande uit geslote en oop vrae. Die belangrikste bevindinge van die navorsing sluit in die statutêre raamwerke, die analise, begrip en bepaling van opleidingsbehoeftes, die verskaffing van toepaslike opleiding tesame met die uitdagings wat openbare bestuursders ondervind, die motivering van personeel, en die evaluering van menslike hupbronne ontwikkelingsprogramme, om die impak vir beide die individue en die organisasie te bepaal.

Een van die mees betekenisvolle aanbevelings om die probleem aan te spreek behels dat die bestuurspan hulself op hoogte bring met die bepalings van die betrokke menslike hupbron ontwikkeling statutêre raamwerke. Hierdie raamwerke verskaf aan bestuur die gesag om ingeligte besluite te neem rakende ontwikkeling van personeel. Vervolgens moet bestuur sy rol en verantwoordelikheid rakende die implementering van opleiding en ontwikkelings inisiatiewe begryp. 'n Groot verantwoordelikheid van bestuur is die identifisering en begrip van opleidingsbehoeftes van personeel in terme van kennis, vaardighede en gesindhede. Bestuur behoort ook bewus te wees van die verskeie uitdagings wat ondervind kan word in die implementering en evaluering van opleiding en ontwikkelingsprogramme In die verband behoort bestuur die volledige ondersteuning te verleen aan amptenare om te verseker dat opleiding produktief en koste doeltreffeffend vir

beide die individue en die instelling is. Die navorsingsprojek sluit af met 'n aanbeveling vir verdere navorsing.

Acknowledgements

I would like to express my sincere gratitude and appreciation to:

The Almighty, who has given me the strength and courage to make this study a success.

My soulmate, Neil, for his patience, encouragement and support during my endeavour.

My parents, Amanda and Andrew, for never stop believing that I would reach the goals I had set.

My study supervisor, Professor F Uys, for his professional supervision and for guiding me throughout this study.

My mentor and editor, Dr SE Cronje, for his patience, motivation and special care.

The participants (managers, line managers and supervisors) of this research, who accommodated me despite their busy schedules.

Abbreviations

AET	Adult Educational Training
CWDM	Cape Winelands District Municipality
ETQA	Education and Training Quality Assurance
HRD	Human Resource Development
LGSETA	Local Government Sector Education and Training Authority
NQF	National Qualification Framework
ROI	Return On Investment
RSA	Republic of South Africa
SAQA	South African Qualification Authority
SDA	Skills Development Act
SETA's	Sector Education and Training Authorities
SGB's	Standard Generation Bodies

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CHAPTER 1: INTRODUCTION AND BACKGROUND

1.1   INTRODUCTION

With the arrival of the new millennium, development in South Africa has finally claimed its rightful place in the South African society consisting of both the public and private sector.   The South African government has budgeted a significant amount of funding for skills development of employees especially at local government level.   For a long time municipalities within the South African context have generally made good progress in their field of interest but failed to invest in their employees to equip them for the challenges of the modern, globally competitive world (Swanepoel, Erasmus, Van Wyk and Schenk, 2005:450).   It has become the responsibilities of municipalities within South Africa to ensure that they play an effective role in contributing to the development of their employees.   The knowledge-based economy of the twenty-first century does not only require equipment or technology that differentiates organisations, but employees that are able to perform well on the job.   The difference lies in the municipalities' workforce and the processes by which the workforce is established, used and maintained (Coetzee, 2007:3). The vastly expanding knowledge base and the rapid technological advancements require of individuals to remain competitive by updating their knowledge and skills constantly to be able to perform their roles and responsibilities effectively.

1.2   BACKGROUND

South Africa finds itself at a critical juncture in its political, economic, and social history after the first ever democratic elections in 1994. South Africa can be classified as one of the countries that has the highest rate of unemployment and an inefficient labour market.   This can be the result of various factors such as market failures within the economy and the distortions caused by apartheid policies of the past (Ashton, Brown and Lauder, 2003:3).   The South African government, due to historical reasons, directs considerable efforts towards encouraging municipalities on local government spheres to invest in the development of its employees.   For example, funding is provided by Sector Education and Training Authorities (Seta's)

for training and learning programmes to meet the market requirements. Within a country's history such as South Africa in terms of the technology innovations, competitive pressures, restructuring and downsizing, the low level of literacy and numeracy and the increasing diversity of the workforce are a few of the issues that force municipalities to retrain employees. Municipalities experience complex challenges to develop competent, modern, effective and knowledge based human resources. Part of the restructuring of local government, human resource development systems have faced various challenges in developing employees within the municipalities. Therefore, it has become the responsibility of municipalities to transform human resource development systems to one that is developmentally oriented, participatory and responsive to the various communities they must service. However, municipalities are plagued with serious bottlenecks, such as poor attitudes and poor leadership towards rendering of public service in an effective manner. There are various reasons for the existing of poor skills, knowledge and attitude within the municipalities. Once an organisational culture of incompetence is created, it is likely that skilled and honest officials may resign and it will become increasingly difficult to attract skilled people into municipalities (Venter, Van der Walt, Phutiagae, Khalo, Van Niekerk and Nealer, 2007:176).

Since the development of mechanisms such as competencies, skills, attitude and knowledge, these components form a core component of the reconstruction of the South African society. Development is the vehicle that helps to incorporate the various levels of competencies into a new form of democratic citizenship. As the world's economies struggle to create more and better jobs, training can be used to build capacity for development (World Bank Group, 2008:3). In the past, the economy was built on mass production. Recently, the economy has become dominated by technology and service industries that require innovations, speed, cross-functionality and strong customer relations. Municipalities demand and seek workers with specific types of skills, attitudes and knowledge, and a deliberate effort is needed to assist such employees in improving their competencies through training (Venter *et al.*, 2007:176). The growth of an organisation is closely related to the development of its human resources. When employees fail to grow and develop in their work, a stagnant organisation will most probably result. To equip people,

especially if they come from uneducated backgrounds, with the appropriate skills, knowledge and attitude, has become increasingly challenging and costly for the country at large and municipalities in particular. Therefore, organisations have a huge responsibility to contribute towards the effective development of their employees. Once an employee has been hired, professional development becomes the responsibility of the organisation. Although the employee was hired with a certain set of skills, abilities and knowledge, if the roles and responsibilities of the position change, the employer has a corporate social obligation to invest in their human capital.

The current study is undertaken within the context of the Cape Winelands District Municipality, in line with the municipal development statutory frameworks, and in terms of the current implementation of human resource development practice. Continuous development contributes to employees' personal and organisational skills, knowledge and attempts to change behaviour. The improvement of skills and knowledge also ensures a more productive workforce in the workplace. In view of the above the research problem can be formulated as below.

1.3   RESEARCH PROBLEM

Since 2005, the Cape Winelands District Municipality realised the importance of investing in the development of the workforce, as a means to remain viable and current. This initiative to create a developmental organisation, by investing in employees' education and training, was crucial to achieve the latter. Many successes were achieved with the implementation of human resource development. However, the implementation of human resource development initiatives has become a challenge/problem for management within the Cape Winelands District Municipality. Challenges like the relevant statutory frameworks, analysis, understanding and determination of training needs, the providing appropriate training and the evaluation of development programmes, to assess the impact for both the individual and the organisation. Thus, the research problem can best be investigated by looking at the research objectives stated hereunder.

1.4   RESEARCH OBJECTIVES

The primary objectives of this study includes:

- To analyse the concept human resource development.

- A literature review of the effectiveness and challenges of the human resource development function.

- To describe and explain the human resource development policies (legislation and guidelines) within the context of South Africa.

- To assess management (managers, line managers and supervisors) understanding of challenges faced with regards to human resource development initiatives.

- Conceptualise a normative approach (recommendations, motivation and priorities) for human resource development within the Cape Winelands District Municipality, gleaned from the research findings.

In view of the research objectives, research questions are posed.

1.5   RESEARCH QUESTIONS

Based on the research problem and-objectives the following questions are raised, in relating to the Cape Winelands District Municipality:

- What are the main theoretical and practical elements that can be address to improve the human resource development function?

- What are the relevant legislations and guidelines (practice) specifically relating to human resource development?

- What does management perceive as the main challenges in the implementation of human resource development initiatives within the Cape Winelands District Municipality?

- What human resource development initiatives can be implemented to improve the human resource development within Cape Winelands District Municipality?

- How can the human resource development initiatives be implemented to improve the human resource development within Cape Winelands District Municipality?

1.6   PRELIMINARY LITERATURE REVIEW

Organisations need skilled and knowledgeable workers, irrespective of economic conditions or levels of job growth. A highly knowledgeable, multi-skilled workforce is the most important competitive resource available to organisations.   The latter ensures that the premium is not only on the technological skills of workers, but also on their ability to communicate effectively, access and apply knowledge, synthesise information, solve problems, adapt to fast-moving work environments, and invest in their development.   The workforce is rewarded with improved performance and productivity.   Furthermore, organisations also increasingly recognise the continued improvement of employee work performance by means of development of skills, ensuring organisational survival and success in the new millennium. In order for organisations to remain in step with the economic, social and technological changes as well as to stay competitive in the market, development has become an essential component (Erasmus, Loedolff, Mda and Nel, 2009:45).   In the South African context, the central focus of training is the human resource development component of the human resources management process.

1.6.1   Human resource development

Human resource development has evolved rapidly over the last few years in South Africa as well as on an international level.   These changes have resulted in traditional training being under enormous threat (Coetzee, 2007:3).   Traditionally, training was seen as a tool to give employees the knowledge and skills to perform their work more effectively. Development is all the processes, systems, methods, procedures and programmes an organisation uses to equip its employees to contribute to organisation performance. Development consists of opportunities such as education, training, learning, career development and performance management, coaching and mentoring. These components can be defined as organised learning experiences provided by employers.   These components can bring about performance improvement, personal growth of employees within a specified period of time.

Development is described by Van Dyk, Nel, Loedolff and Haasbroek (2001:148) as the process of preparing personnel for higher levels of performance. The following

concepts have their own unique characteristics and serves as a distinct purpose in terms of skills, knowledge and attitude development.

1.6.1.1 Education

Education aims to develop the knowledge, social understanding, skills and capacity of the individual. Through education, learning opportunities are created for employees to further their formal academic qualifications. Education focuses on a wide range of activities rather than on just specific skills and knowledge. Education aims to create circumstances and opportunities for young people as well as adults in order for them to understand the political, economic, and social and technological environment of the society in which they live (Nel, Gerber, Van Dyk, Haasbroek, Schultz, Sono and Werner, 2004:427).

1.6.1.2 Training

Nel *et al.* (2004:427) claim that training is a learning experience and it seeks a relatively permanent change in an individual that will improve his or her ability to perform on the job. Therefore, training can be regarded as a systematic and planned process to change the knowledge, skills and behaviour of employees in such a way that the organisational objectives are achieved.

1.6.1.3 Learning

Learning forms an important part of development. Since learning is a natural process that occurs in daily life, employee development makes use of various learning methods in an organisation in order to achieve its objectives. Through learning employees acquire and develop skills, knowledge and attitude by interaction between forces within the learner and in the environment (Harris and DeSimone, 1994:54).

1.6.1.4 Career development and management

Career development is a formal approach taken by the organisation to ensure that employees with proper qualifications and experience are available when they are needed by the organisation. Career planning can be a great opportunity for the organisation but also a major threat to the organisation's well-being (Gerber, Nel and

Van Dyk, 1998:134). Career planning can be seen as a joint effort by the individual, immediate superior and the organisation. Career management is vital for organisations and forms part of the overall framework as well as the practice of performance management.

1.6.1.5 Coaching and mentoring

Coaching is a counselling process where the manager is always aware of the level of the subordinate's performance. Coaching is a face-to-face discussion between a manager and a subordinate to ensure that the subordinate accepts responsibility for his performance and to ensure that effective performance will be sustained. Mentoring is an ongoing relationship between the manager and employee to ensure it contributes to career development for employees (Blanchard and Thacker, 2003:168).

1.6.2   Training needs analysis

According to Coetzee (2007:235) training analysis needs, form one of the most important key points in the planning, design and delivery process during any training intervention. The purpose of training analysis needs is to gather and evaluate data about employees' capabilities and the organisation's current and future demands for skills.   Therefore, before any intervention design is considered within an organisation, a detailed needs analysis must be developed in order to have a systematic understanding of where training is needed.

1.6.3   Delivery of training

The effective delivery of training depends on important factors that have to be taken into consideration in the planning and designing of any training skills. These factors relate to learning outcomes, skills of the trainer, resources and facilities, management of the delivery process and the dynamics within the group of learners. The best designed training intervention can fail if training practitioners cannot deliver effectively on these factors (Coetzee, 2007:351). Effective training delivery does not only depend on the selection of an appropriate delivery method but also on the expertise, techniques and learning materials used to support the facilitation of learning.

1.6.4 Evaluation of training programmes

Evaluation of training can be defined as a significant component of training and is a continuous process. Evaluation of training can take place at different times. It can take place before a training intervention or during or after a training intervention. Evaluation's aim is to make judgements about the quality of the training interventions but also to add value to it. On the other hand, evaluation can also inform training practitioners whether changes or improvements in learners' performance in the workplace had occurred as expected or planned (Coetzee, 2013:444).

1.7 OVERVIEW OF HUMAN RESOURCE DEVELOPMENT LEGISLATIVE PRACTICE

Van Dyk *et al.* (2001:4) explain that the development of skills. Knowledge and attitude through training has become a powerful tool for organisations worldwide. This tool has been utilised in order to improve both the individual opportunity and institutional competitiveness of countries worldwide. Due to globalisation the world economy is constantly changing. This rapid changing environment is having an impact on labour markets by increasing the level of competitiveness. These changes have caused and require a need for improved labour productivity and flexibility amongst the workforce. Nel *et al.* (2004:412) assert that the modern workplace is characterised by an increased need to renew approaches to human resource development in order to address the current skills shortage in an environment with an ageing workforce.

In order for an organisation to stay abreast and competitive regardless of economic conditions or levels of job growth in their changed environment within the public sector a talented, skilled and knowledgeable workforce is needed. Erasmus *et al.* (2009:1) claim that development in South African organisations had been widely neglected over the past few decades. The training environment in the workplace should be viewed against the background of the current economic, political and social factors in the public sector. Government is compelled to take responsibility and the lead in developing policy that is supportive of the economic and social changes the environment is facing. Policies and guidelines should be in line with

human resource development statutory frameworks that provide and regulate the actions and inputs of the stakeholders involved in the training environment.

1.8   RESEARCH DESIGN AND METHODOLOGY

The research study followed a quantitative and qualitative method in the form of a semi-structured questionnaire comprising closed-ended and open-ended questions. A simple random sample has been done amongst the management team (managers, line managers and supervisors) of the Cape Winelands District Municipality. The quantitative data was analysed by means of a statistical package, by the Department of Statistics and Actuarial Sciences of the University of Stellenbosch's Professor M Kidd, while the qualitative analysis was done by means of content analysis

1.9   ETHICAL CONSIDERATIONS FOR THE STUDY

Approval to conduct the research has been acquired from the Cape Winelands District Municipality. Participants in the research project were informed that their participation in the research project is voluntary, that they can withdraw from the project at any time, that their identity will be treated in the strictest confidence, and that they will be informed of the research findings.

1.10   SIGNIFICANCE OF THE RESEARCH

It is envisaged that the research can generate information that could be used by management of the Cape Winelands District Municipality to address the problem as identified.

1.11   OUTLINE OF CHAPTERS

In terms of the outline of chapters the following layout will be presented in this thesis. A broad overview is provided here as follows:

Chapter 1

This chapter deals with the introduction, background, research problems, objectives, research questions as well as the preliminary literature review.

Chapter 2

This chapter deals with the literature in the context of this study and defines and discusses in detail the main concepts in this study. The main concepts include issues such as human resource development, training, education, coaching and mentoring. The human resource development system which include the training needs analysis, motivation amongst employees to attend training, factors that affect learning, the delivery of training and the importance to evaluate the effectiveness of the training programmes will be explain.

Chapter 3

An overview of the relevant human resource development statutory framework within the context of South Africa.

Chapter 4

This chapter contains a description of the research methodology followed in this study as well as an analysis of the data and the research results.

Chapter 5

In this chapter the researcher presents the recommendations, with motivation based on the completed research which includes a normative approach with the implementation of human resource development within the Cape Winelands District Municipality.

CHAPTER 2: LITERATURE REVIEW OF HUMAN RESOURCE DEVELOPMENT

2.1   INTRODUCTION

Training is one of the key factors of human resource development and has become vital within organisational practice that aims at improvement of organisational process. Training focuses on the improvement of competencies (knowledge, skills and attitude) of employees in the workplace. Therefore, for an organisation to develop these competencies effectively and efficiently, the basic principles are required which form the foundation of human resource development that can guide management and employees within the organisation. In addition, the human resource development also describes what needs to be done, how activities should be performed, the methodology to be followed and who should be involved. Firstly, this chapter explains concepts such as development, education, learning, career development and management, coaching and mentoring, training and motivation. Secondly, an explanation is provided of the importance of training needs analysis, the delivery of training, and the importance to improve evaluate the effectiveness of the training programmes.

2.2   THE CONCEPT HUMAN RESOURCE DEVELOPMENT

Human resource development has become significant in the public sector to ensure that organisations stay innovative and competitive to maintain quality and continuous service delivery in the modern and highly competitive environment. Human resource development is the framework and foundation to support organisations to develop employees' personal and organisational skills, knowledge, and attitude.

> *"Development is an increase over the longer term of the capacity that an individual has to live a more effective and fulfilling professional and personal life"* (Smith, 2006:10).

> Jerling (1996:3) explains that *"development must be able to enrich the individual as well as the group, organisation and the community"*.

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Van Dyk *et al.* (2001:49) assert that "*development must create possibilities for employees to develop within a job together with the individual growth and personal goals*".

According to Bell and Bell (2003:57) development forms a vital part of human resource management that specifically deals with education, training and learning of the employees in the organisation. Employees are the driving force for the success of the organisation and it has become important to employ sufficient educated and skilled employees. It has become challenging for managers to manage, implement effective development in the organisation. For example, employ sufficient educated and skilled employees, provide them with lifelong learning and keep them motivated in this on-going knowledge-based economy. Therefore, development has become significant in the public sector especially government which believes that investment in human resources is the key to the success for economic growth. In addition, it ensures that the organisation can stay innovative, competitive, and maintain quality and continuous service delivery in the modern and highly competitive environment (Bell and Bell, 2003:57).

Grobler, Wärnich, Carrell, Elbert and Hatfield (2011:340) state that the need to develop human resources on an ongoing basis has become critical within an organisation, as well as the role of development that contributes significantly to both the employer and employee. Human resource development ensures that employees benefit across the organisation that enhances their knowledge, skills and positive work attitudes. Therefore the organisation's quality programmes, systems and human resources techniques, for example, depend on its people, and function within a culture which mobilizes involvement, teamwork, commitment, learning and skills development. According to De Silva (1997:7) development signifies an investment in human resources which promotes and enhances economic growth within a country.

Human resource development aims to develop all human resources across the organisation. Development can take place through training and is applicable to employees, supervisors, line managers and head of departments. There are many reasons why organisations develop their employees. The human resource development aims to develop, amongst others:

- The capabilities of each employee as an individual which is in relation to the current job function as well as the future role;

- The performance and productivity of employees who do not meet the required standards of performance;

- The relationship between each employee and his/her supervisor;

- The team spirit and functioning in every organisational unit, department and group;

- Collaboration among different departments of the organisation; and

- The organisation's overall health and growth to increase the capabilities, knowledge and skills of individuals, managers, teams and the entire organisation.

Development should ensure and encourage employees to use and apply their innate talents in the workplace. Furthermore, Van Dyk *et al.* (2001:148) suggest that development must concentrate on future jobs in the organisation. The latter is important to realise that individuals require new skills and abilities as their career progresses.

2.2.1 The concept education

Van Dyk *et al.* (2001:147) explain that *"education is a process of purposely and persistently influencing and shaping the behaviour of employees"*.

According to Rees and French (2010) "*Education focuses more on inputs with non-specific outcomes to ensure that both education and training create circumstances where an employee can acquire and apply the skills, knowledge, and attitudes*". According to Erasmus and Van Dyk (1999:3) *"education provides knowledge, skills and moral values that individuals need in their daily life as 'education"*.

Jerling (1996:2) argues that *"Education directly and indirectly affects the development not only of knowledge and skills, but also of character and culture"*.

Van Dyk *et al.* (2001:147) view education as *"activities aimed at developing the knowledge, moral values and understanding required in all aspects of life rather than knowledge and skills related to only a limited field of activity"*.

Education has become one of the essential features in all spheres whether it is a private or public organisation. Jerling (1996:4) claims that education has become increasingly important in all spheres of the South African life.   Education is significantly broader in scope than training and can be seen as a comprehensive term within the concept development.

2.2.2 The concept learning

Harris and DeSimone (1994:54) argue that learning focuses on both the behaviour and cognitions of a learner who interacts with learning. Harrison (1988:56) explains that learning is a permanent change in the behaviour that occurs as a result of practice or experience. Learning occurs when an individual learns something and he has acquired a new or changed knowledge, skill or attitude. These competencies become part of the individual's regular behaviour or performance. Learning can be described as a circular process and involves the key stages of experience, observation, reflection on the experience and consequent planning and trying out of new or changed behaviour. Harrison (1988:56) describes that people often go through this cycle instinctively and sometimes skilfully that they produce increasingly successful behaviour in situations.   Learning provides an individual with an opportunity to seek additional development (for example negotiation skills) that will help to resolve the problem.

2.2.3 The concept career development and management

Harris and DeSimone (1994:326) explain that career development is an ongoing process coupled with individuals' progress through career planning and performance management. Career development provides a future orientation to human resource development activities.   In addition, Nel *et al.* (2004:462) claim that career development is a formal approach by the organisation to ensure that employees with proper qualifications and experience are available when needed.   Therefore it is important for the organisation to support career development and be committed to the individual employee.

Organisational objectives and the blend of knowledge, skills and attitude are needed to reach the objectives and change in response to the challenges within the

environment. As employees grow and change, the types of work they do or want to do change as well. Organisations who assist employees in making decisions about their future work, can prepare them better to do their work more effective. Since career development is an ongoing, dynamic process, employees may need encouragement and support in reviewing and re-assessing their goals and activities. Therefore, managers can contribute significantly to employee's career development by supporting career development activities within their respective department which contributes to the over-all vision and objectives of the organisation.

2.2.4 The concept coaching and mentoring

Harris and DeSimone (1994:351) define the term mentoring as a relationship between an employee and a manager who can act as an adviser or counsellor. Mentoring relationships can be seen as important from both a life and career development perspective. The mentor roles include providing career support, play a teaching role in the organisation, creating potential opportunities to demonstrate competence and to ensure that the individual grows through the challenging environment in his/her work. In return the individual provides the mentor with a meaningful, mutual relationship that demonstrates both parties' commitment and value to the organisation.

On the other side coaching is a counselling process and aims to improve the employees' performance. This includes daily guidance by the superior to develop the subordinate in his/her present position and to prepare him/her for promotion. A coach is for example, a manager that sets development objectives that must be achieved by the individual, by providing assistance in reaching these goals and giving timeous and constructive performance feedback. Coaching is a continuous process of learning based on the face-to-face relationship between the superior and subordinate (Nel *et al.*, 2004:473). Through this process the coach answers questions, lets the individual participate in making decision, stimulates the individual thinking and helps when problems occur. Coaching is an effective way to develop an individual's confidence and strong subordinate relations (Grobler *et al.*, 2011:340).

From the above discussion it can be inferred that there is a logic behind the concepts development, education, training and learning. Development looks at improving the capacity of a person in the short and long term to fulfil professional ambitions and organisational goals. Education is the purposive influencing of behaviour to bring people to a particular level of general competence. Training provides specific knowledge, skills and attitudes to perform a particular job. Both education and training take place through the learning process. Career development and management enable an organisation to ensure that the right employees with the right qualifications, knowledge, attitude and skills are available for the job. Through the mentoring and coaching process the potential of an individual can be unlocked and their performance maximised.

2.2.5 The concept training

Training forms an important feature in human resource development and of organisational development (Prasad, 2012:4). Training is a learning experience and fills the gaps, enabling the employee to perform the job effectively. Within an organisational setting learning most frequently occurs through training. Van Dyk *et al.* (2001:148) define training as *"a systematic development of knowledge, skills and attitudes required by employees to perform adequately on a given task or job"*.

According to Coetzee (2013:202) "*training is a short term and planned intervention to modify competencies, attitudes and belief, knowledge, skill or behaviour through learning experiences which can be learning and/or skills programmes*".

De Cenzo and Robbins (1996:237) state that, "*training is basically a learning experience, which seeks a relatively permanent change in an individual's skills, knowledge, attitudes or social behaviour*".

Truelove (1992: 273) explains that *"training endeavours to impart knowledge, skills and attitudes necessary to perform job-related tasks. It aims to improve job performance in a direct way".*

Training is one of the crucial principles of an organisation as well as a tool to develop effectively the most important resources, namely its people. According to Erasmus

et al. (2009:2) training can be classified as an intervention which aims to perform the following functions:

- To ensure the growth of the individual and benefit an organisation to ensure effective and efficient outcomes of objectives;
- To motivate and stimulate employees morale;
- To improve the knowledge, skills and attitude of employees;
- To increase productivity and performances of employees to ensure effective service delivery.

Training is a combination of all the planned and purposeful activities to improve the knowledge, skills, insight, attitudes, values and working and thinking habits (Cheminais, Bayat, Van der Waldt and Fox, 1998:189).

2.2.6   The importance of training

It has become an important aspect in organisations to determine the need and reason for training. Employee development is seen as a key factor in meeting the organisation's strategic and operational objectives (Grobler *et al.,* 2011:340). Pressure from the social, economic and technological advances, along with restructuring within the organisation increases the importance of training (Grobler *et al.,* 2011:340). Training is usually offered when current work standards are not maintained, and the situation can be attributed to a lack of knowledge and or skills and or poor attitudes among individual employees in an organisation (Erasmus *et al.,* 2009:12). Kempton (1995:105) provides the following reasons for training in terms of the individual and organisation.

The individual benefits by the following means:
- Value is added to the existing employees by developing them;
- Rapid changes in systems may mean that employees need to be kept up to date with internal and external factors that influence the organisation;
- A need for greater responsiveness to the delivery of services and speed of action;
- The motivation and commitment of employees are increased;
- Individual, team and organisational performance is improved;

- Individuals are empowered to make better decisions and solve problems more effectively;
- Employees are able to handle stress, tension and conflict more effectively;
- Job satisfaction is increased and knowledge, communication skills and attitudes are improved.

The organisation could benefit from training in the following ways:

- The job knowledge and skills of employees at all levels are improved;
- Improved profitability and better service;
- The morale of the workplace could be improved;
- The corporate image could be enhanced;
- Relationships could improve between superiors and subordinates;
- Improved labour and management relations;
- Contributes a positive climate to the organisation.

For example, new training technologies are being developed and introduced across all industry sectors and areas of work, boosting productivity and to create a demand for new and different skills. Technology acceleration created opportunities for the organisation and sustain the economic and employment growth in the modern-day world (Erasmus *et al.*, 2009:279). Training technology-based methods include internet, e-learning programmes and media that are used to learning material, audio and videos. For example, e-learning is a form of technology and a cost effective method for an organisation which enables learners to do training online while on the job. It enables employees to do things faster, better as well as to communicate effectively. The need for every organisation within the public sector to have well-adjusted, trained and experienced people to carry out the necessary activities (Lester and John, 1990:219). Authors, Lester and John (1990:219) stress that the trend in the twenty first century forces the organisation to ensure that the recruitment and selection process is aligned with the development of employees. In addition, the development requirements from employees and the organisation must be aligned with the departmental and overall objectives of the organisation (Ulrich and Brockbank, 1995:8).

Following from the above there are various steps that an organisation must take into consideration to determine the training needs. In the next section a description of training needs analysis will be given.

2.3   HUMAN RESOURCE DEVELOPMENT SYSTEM

The following steps can be conducted and be used as a guideline to develop skills, knowledge and attitude of human resources. In addition, these steps can be used with the identification and understanding of training needs, implementation, delivery and evaluation of training interventions.

2.3.1   Training needs analysis

Coetzee (2007:235) explains on the importance of training needs analysis in his assertion that training for the sake of training is not an economic proposition. According to Grobler *et al.* (2011:340) managers are not usually facing the question of whether there should be training; instead they face questions on how often should subordinates be trained, what outcomes should be expected and what will the cost be involved. Training needs can be described as a shortage of skills or abilities, which an organisation has to address by providing the necessary training. Training needs analysis thus serves as a mechanism through which existing problems can be addressed, tailored to the organisational objectives. Managers must ensure that they analyse information in terms of the following criteria:

- Organisation and its mission, goals and objectives;
- Jobs and related functions that need to be learned; and
- Competencies (skills, knowledge and attitude) needed to perform the job and improve the performance of the workforce (Lester and John, 1990:219; Kempton; 1995:107 and Barbazette, 2006:5).

The following questions can be posed with a view to generating information for the training needs:

- What is the deficiency?
- Where in the organisation is training needed?
- Which department should be trained first?
- Who are the parties involved in the process?

- How can training fix the deficiency?
- When will training take place?
- What will the result be if training is not undertaken?
- In which department is training most likely to succeed (Barbazette, 2006:5)

According to Coetzee (2007:235) a training needs analysis forms one of the key points in the planning, design and delivery process during any training intervention. Before a training intervention is considered within an organisation, a detailed needs analysis must be developed in order to have a systematic understanding of why and where training is needed.   The training needs analysis must, according to Barbazette (2006:5), flow from the organisation strategy in order to ensure sustainability of performance in the organisation. Coetzee (2007:264) explains that methods to gather data for training needs purposes include questionnaires, observation, skills and knowledge tests, personal development plans and performance assessment records. The importance of the training needs analysis phase of the development system, is aptly emphasized in stating that if the analysis is wrong, it can cause major harm to both the organisation and the individual (Nel *et al.,* 2004:440).

From the above it must be concluded that training needs analysis is the first step in the development of human resources and serves as the foundation of the development system. The next step to be discussed is training delivery.

2.4   DELIVERY OF TRAINING

Once there is clarity regarding the training needs, appropriate steps should be taken to administer the training. Mcardle (2007:7) expresses the view that since all training is intended to help individuals gain new knowledge and skills for specific job functions, it has become a necessity that training professionals and managers must take various factors into consideration with the design of training programmes which can include learnerships, short courses, and workshops. These factors include learning outcomes, the characteristics of learners, the interactions between learners, the skills of the trainer, resources and facilities available, the management of the delivery process and the dynamics within the group of learners (Coetzee, 2007:351).

Nel *et al.* (2004:441) assert that for many organisations, the development process is composed of either off-the-job or on-the-job training methods. A short explanation is given of each of these methods.

2.4.1 On-the-job training

Training of this nature allows the trainee to learn by doing the tasks required of the job. Nel *et al.* (2004:445) identify the following methods that are generally used for on-the-job training:

- **Coaching**

The coach - a person of superior knowledge – provides the example of what is required, answers questions and is available to offer counselling to the trainee.

- **Job rotation**

Trainees receive training and gain experience, where after they are transferred to other jobs on a systematic basis. The method enables employees to acquire practical experience quickly instead of having to wait long for opportunities in the form of transfers and promotions.

- **Junior boards**

Promising junior and middle managers are given assignments by top management to study problems and to propose solutions. Junior boards are normally not given authority to take decisions, but rather asked to investigate and analyse problems and propose solutions to top management.

- **Job instruction training**

A trainee is taught in a standard manner to do a specific job. The trainer decides what should be taught, and ensures the necessary equipment to conduct the training is available. Trainees are instructed in the sequence of preparing them, presenting the instruction, performance try-out, and follow-up.

- **Understudy**

A manager is assigned temporarily to a more senior manager in order to broaden managerial viewpoints by being exposed to various aspects of managerial practice. The method is a quick way of preparing junior management for bigger responsibility, and motivation is usually high because of the element of practical learning.

- **Mentoring**

A mentor – a person with expert knowledge and experience – shows the protégé the way of doing things and serves as a source of consultation on issues other than work. It represents a closer relationship than that of a coach.

- **Learner-controlled instruction**

Trainees decide on the method to be used as well as the pace they want to learn. The instructor acts as facilitator providing assistance.

- **Behaviour modelling**

The method refers to how people learn from the experience of others. Stone (2002) in Nel *et al.* (2004:446) prescribes the basic steps as:

- Provide trainees with suitable models by videotape or film;
- Allow trainees to rehearse and practise the behaviours observed; and
- Reinforce trainees by allowing them to see whether their behaviour resembles that of the model.

- **Learnership training**

The apprentice works under the guidance of a skilled artisan. It is a cost-effective way of training enabling the trainee to make contact with the world of work right from the start.

- **Vestibule training**

The trainee learns the job in an environment that represents the real work environment as closely as possible. This type of training is especially appropriate when the job to be learnt involves the operation of a new machine, repetitive process or is performed where there are distractions to effective learning. As soon as the employees meet the standards and are competent to do the job with confidence they are moved back to the job to perform the duties themselves. An advantage of this method of training is that there are no production requirements and pressures of the real work situation.

2.4.2   Off-the-job training

Off-the-job training is given either in a classroom, or any other place away from the place of work. Some of the common methods under this category are the following:

- **Case studies**

An organisation problem containing real-life situations is given to students to study with a view to finding a solution through interaction. The method provides students the opportunity to apply the knowledge learned in training.

- The incident method

Trainees are given outlines of a problem and assigned a particular role in terms of which they must view the problem. Groups are later formed to debate various solutions.

- **Role-play**

Trainees are given specific roles to play out as they perceive the role should be played. At the end, the trainer comments on the observed actions and provides guidance where needed.

- **In-basket training**

Trainees are given a variety of assignments typically required of the manager. The trainee must react to the information, analysing each and deciding how to carry out the tasks. The performance is later evaluated by the trainer.

- **Management games**

Trainees play various roles in an imaginary organisation situation over a period of time. The feedback session by the trainers is an important aspect of this method since it enables trainees to evaluate their performance.

- **Syndicate training**

Trainers formulate points to be considered by groups. After the group deliberations, each trainee writes a report which is then criticised and discussed by other members of the group. Group decisions are arrived at and discussed by the trainer (Nel *et al*., 2004:445).

- **Conference method**

Group discussions are conducted where all the trainees are required to participate. The advantage is in the fact that each trainee plays an active role.

- **Brainstorming**

Small groups of participants meet and submit solutions that occur to them without considering the practicality of ideas. All ideas are listed and placed where all participants can see it. Later the ideas are examined to determine how acceptable

they are. Brainstorming produces a result that is better than the members could have achieved had they been working on the project individually.

- **Sabbaticals**

Sabbaticals give managers, particularly those who have been in an organisation for a number of years, an opportunity to stretch their mind. It should be planned well in advance to give an assistant the opportunity to understudy the superior's position and gain experience in it while the superior is away.

- **Lectures**

Lectures are still regarded as the most common and efficient method for supervisory and management training, holding the advantage of flexibility and economy.

2.5   EVALUATION OF TRAINING PROGRAMMES

Coetzee (2007:248) describes that the purpose of the evaluation of training is to determine whether the goals and objectives of the training interventions have been achieved. Coetzee (2007:442) further emphasises that organisations invest much resources in various training interventions intended to improve performance, reduce costs and generally improve working conditions. Van Dyk *et al.* (2001:331) assert that evaluation of training is necessary to enable management to determine if the organisation has received a financial return on its investment in training. Organisations need to answer the question whether training has been effective, taking into account the needs of management as well as the needs of the trainees. Coetzee (2013:456) states that organisations often neglect to evaluate the training programme because they are uncertain about what should be evaluated. The purpose of training evaluation is to determine whether the goals and objectives of the training interventions have been achieved. In essence every organisation needs to ask, according to Coetzee (2013:446), the following questions:

- Have the learners achieved the learning outcomes?
- Was the skills programme effectively delivered?
- Did the skills programme achieve its overall objective?
- What could be done differently?
- What needs to be changed?
- How can the programme be improved?

The evaluation of training similar to any research process, according to Coetzee (2013:471). The steps in the research process are summarised as follows:

- Step 1: Identifying stakeholders.

- Step 2: Collecting background information.

- Step 3: Formulating research questions.

- Step 4: Identifying the evaluation dimensions and criteria.

- Step 5: Selecting and applying data collection tools.

- Step 6: Drawing up an evaluation plan.

- Step 7: Analysing and interpreting the data.

- Step 8: Making recommendations.

- Step 9: Communicating the evaluation results.

The evaluation of training programmes must be incorporated at the beginning and is an integral part of any program. For example, baseline data must be collected before training begins; otherwise, there's no basis for any meaningful comparison with training program results. A sound system of evaluating training provides valuable information for both the official and organisation. The process determines the effectiveness of the training intervention and if it was effective and appropriate for the development of employees. Any training evaluation must be planned in advance and based on the overall objective and learning outcomes. This is to ensure that pitfalls are prevented such as poor attendance, learners have fear to attend or they cannot apply the knowledge and skills in their working environment. If it is found that the objectives have not been achieved, the necessary remedial action must be implemented. Therefore, there is a wide range of evaluation methods, each with a different emphasis and focus. A multitude of models are available to evaluate training, but the deciding factor for selecting a model is that the model should benefit the organisation as well as the individual.

2.5.1 Training evaluation models

The four commonly used models used for training evaluation according to Coetzee, (2013: 465) are as follows:

- Kirkpatrick's Taxonomy of Training Evaluation

Kirkpatrick is regarded as the father of training evaluation. He identifies four levels of evaluation that build upon another, from there the term "taxonomy". The levels of evaluation are:

Level 1: Reaction

Reaction measures how much trainees liked the programme. Utility reaction, such as "this programme had value" should be asked instead of affective reactions such as "I enjoyed the programme".

Level 2: Learning

Learning level determines if there has been a change in the level of knowledge, skills, attitudes and behaviour. The main question is if the learning outcomes set by the learning programme have been attained.

Level 3: Behaviour

The major concern here is whether the knowledge, skills, attitudes and behaviour acquired through the skills programme are transferred to the workplace. The question is posed whether learners use what they have learnt on the job.

Level 4: Results

Coetzee (2013:467) stresses that this level is the most important area, but also the most difficult to evaluate. Kirkpatrick, according to Coetzee, (2013:465), stresses that evaluation of training should actually start at this level. For example this level can measure the impact of the training programme on the individuals. A cost-benefit analysis can determine the benefit derived from training in terms of costs.

- Phillips' Return on Investment Model

Phillips takes Kirkpatrick's four steps and adds a fifth namely return on investment, which attempts to determine the return on invested capital. This model determines the full cost of the intervention.

Return on investment (ROI) is expressed as a formula:

ROI = operational savings + increase in revenue

- Nadler's model of evaluation

Comprising of different steps, the model evaluates each step for effectiveness and efficiency. The model states that:

- Evaluation is a continuous process;
- Evaluation should be integrated into every part of the training and delivery process;
- Each step in the process should be evaluated before moving to the next step; and
- The emphasis is on formative evaluation where the records of the evaluation of one stage serve as a point of departure for the next stage.

- Guba and Lincoln's Fourth Generation Evaluation

In this model the claims, concerns and issues of stakeholders (individuals who are affected) serve as focus points. A 12-step model is proposed, which includes the following steps:

- Initiate contact with the client;
- Organise the evaluation through selection of team evaluators;
- Identify the stakeholders (management or supervisor or learners, representatives of labour unions) who are affected by the skills programme;
- Develop the evaluation constructs between groups of stakeholders;
- Test and validate the constraints with stakeholder groups;
- Sort out resolved concerns, claims and issues between stakeholders;
- Prioritise unresolved concerns, claims and issues;
- Collect information about unresolved concerns, claims and issues;
- Prepare an agenda for negotiation;
- Carry out the negotiation process between the stakeholders;
- Report the joint construction as a case study; and
- Repeat the process.

The above models have a wide range of focus areas. The selection of a particular model will largely depend on the nature of the organisation. Given the nature of service delivery in the public service, it appears that the model advocated by Kirkpatrick is the most appropriate one to follow in public sector organisations. The levels of measurement are practical. Where it is for instance difficult to evaluate the

results of a training intervention, one can look for evidence relating to the behaviour of trainees in order to determine if the training intervention has had some success.

2.6 THE CONCEPT MOTIVATION

It is important that managers has efficient knowledge, skills and attitude to motivate employees, for example in this study to motivate employees to participate in development opportunities. Nel *et al.* (2004:310) explain that "*employees who voluntarily do more than what is required of them, are motivated".* Condrey (2010:527) emphasizes that motivation is about voluntary activity controlled by the individual. A general description of motivation could thus be action by the individual with a view to achieve more than what is required.

Nel *et al.* (2004:310) stress that since people are not motivated by the same things, in a similar manner or at the same time, it is important that management understand the different motivational theories in human resource development.

2.6.1 Motivational theories

The motivational theories to be explained focus on the factors that motivate behaviour and those that influence the strength of such behaviour (Nel *et al.* 2004:311).

- Maslow's Needs Hierarchy

Maslow's Theory is based on the reasoning that people always want more. As soon as they have satisfied one need, another arises. People can never be fully satisfied, and in order to satisfy a particular need, they behave in a particular manner. Maslow divides needs into five main categories according to their importance to human survival. The lowest level comprises the most basic needs which must be satisfied before the higher order needs are addressed. These levels, from low to high, are physiological needs, safety needs, social needs, ego needs and self-actualisation needs. The implication of Maslow's Theory, according to Nel *et al.* (2004:313) is that self-esteem is a function of the type of work people does, for example people work to satisfy their needs and management must understand the types and strength of employee needs in terms of the development of human resources. Whenever managers require from employees to use their skills and knowledge on the job, it is

important that managers understand needs which are in line with the implementing of development programmes and facilities. The training programmes must improve their performance as well as meet the relationship and growth needs of employees.

- McClelland's Achievement Motivation Theory

According to Blanchard and Thacker (2003:450) McClelland's motivational theory is found to varying degrees in all characteristics of workers and managers. The motivational theory advocated by McClelland considers that the following three needs are not inherent, but people develop them through their culture background and life experience.

They are as follows:

- A need for affiliation;
- A need for power; and
- A need for achievement.

McClelland advocates that people should be encouraged to develop a high need for achievement as it is a need that can be learned (Nel *et al.,* 2004:313). In the organisation this theory can be intended to explain that people with different needs are motivated differently, for example achievement motivated employees want feedback. They want to know how well they are doing on their job. If a manager performs ceremonial duties it is required that he/she should be aware of social cues, communication skills and behaviour flexibility. In a situation like this a person's personal traits, likeableness and resistance to stress will be displayed by how he/she responds to a situation. Employees with a high need for achievement often turn out to be the top performers in an organisation.

- Vroom's Expectancy Motivation Theory

According to Condrey (2010:527) Vroom's Expectancy Theory is based on the following components:

MOTIVATION = Valence + Expectancy + Instrumentality

Expectancy Theory is based on an employee's beliefs:

- Valence - refers to how attractive a specific outcome is to an individual and employees, whether it is positive or negative.

-   Expectancy – refers to employees' different expectations and levels of confidence about what they are capable of doing, for example will he/she complete the learnership successfully.

-   Instrumentality – refers to the perception of employees whether they will actually receive what they desire, even if it has been promised by a manager. Performance is instrumental, for example, if he/she completes the learnership successfully will he/she get a promotion?

In essence these elements determine the individual's motivation to engage in a particular course of action or in their own development. The components valence, instrumentality, and expectancy must be strong to ensure that the outcomes of motivation will be high during the implementation of training interventions. Managers can determine if the training programme influences the behaviour of the individual, for example the person must be willing to try and know that he/she stands a reasonable chance of being successful of completing the learnership. The person must not feel he/she wasted his/her time to attend training for a certain period of time and not able to apply his/her knowledge and skills. Sometimes a negative belief is what makes people reluctant to attend training. Training should be desirable for employees and the right outcomes are attached to the successful completion of training. The implication of this theory is that if people expect that they will be successful at achieving the desired level of performance, they will put in a bigger effort into their own development.

2.6.2 Manager's understanding of motivation in training

A manager's ability to understand for example, expectancy motivation can be extremely useful in the workplace. Steers, Mowday and Shapiro (2004:379) claim that there are six distinct aspects for a manager to keep in mind to understand and practice the theory of motivation expectancy:

•   A manager should present a reasonably challenging assignment to the employee, for example unchallenging activities lead to boredom, frustration and marginal performance. Challenging work allows for self-confidence, education, ability development, training, skills and experience.

- It is critical that a manager must consider the individual ability. Individuals differ in experience, knowledge, training, skill, educational level and tasks assigned. Training interventions for skills and knowledge development need to be based on the individual's level of competence. If an individual feels they are not capable to complete the tasks assigned, the outcomes of the task will be poor.

- A competent manager needs to provide the necessary skills to the individual in order for them to be successful but it should be on the level of the individual's ability. If the training intervention is not aligned to what is expected of the individual the outcomes, effort and performance will be poor. It will affect the behaviour of the individual and the objectives of tasks cannot be accomplished.

- Managers need to determine and specify which outcomes constitute acceptable performance, and which do not. The outcomes need to be communicated clearly with precise goals that need to be accomplished. Both the individual and the manager need to reach a mutual agreement on the behaviour that represents a successful outcome for each of them.

- Managers should recognise that expenditure of effort for many employees leads to satisfaction on the job. Most individuals want to feel useful, competent, involved and productive. The workplace with training policies provides a vehicle to fulfil these needs. A manager must be aware that the training intervention outcomes must be appropriate for the employee rather than just the organisation and the supervisor.

- Managers must be aware of the following challenges that they may face in providing appropriate development interventions for employees:
    - Appropriate skills, knowledge and attitude which will increase performance and productivity on the job;
    - Fear of failure during the training interventions. For example, some employees may feel that they are too old to learn new things.
    - Resistance to new procedures and changes in the organisation can also occur among employees. Changes such as technology, development strategies and policies, and re-structuring may result in threats that their job expectation will change from their usual daily work routine.
    - Training interventions should be aligned with training needs and job function.

- Lack of commitment, cooperation and motivation to attend training interventions.

- Identify the important areas where training is needed in the organisation as well as for the individual.

- Understanding how to motivate subordinates to participate in attending training interventions.

Managers are responsible and play a vital role to manage and lead employees by providing the necessary support to make sure training is working for both the organisation and the development of the individual. It is important that managers enable themselves to understand these aspects of human perceptions, as they relate to expectancy in order to effectively understand and facilitate the linkage for each of their employees.   Managing these elements effectively allows a manager to strengthen the expectancy motivation of each of their subordinates.

2.7   CONCLUSION

Various concepts related to human resource development such as, education, learning, career development and management, coaching and mentoring, training and motivation were explained. In addition, the training needs analysis, training methods, delivery of training and the evaluation of training were discussed. It is stated that both the individual and the organisation can benefit from training. Training for the sake of training is not economically viable, therefore a needs analysis must be conducted before training is delivered. Organisations have a choice between for example, off-the-job and on-the-job training methods. After the training has been delivered, it is in the interest of the organisation to determine whether the goals and objectives of the training interventions have been achieved. Training evaluation performs the function of measuring the effectiveness of training interventions. A manager that understands motivation can be extremely useful in the workplace.   By having such an understanding the manager can determine the individual's motivational level to engage in a particular course of action. The next chapter deals with human resource development legislation on training in the South African context.

CHAPTER 3: OVERVIEW OF HUMAN RESOURCE DEVELOPMENT LEGISLATIVE PRACTICE WITHIN THE SOUTH AFRICAN CONTEXT

3.1   INTRODUCTION

South Africa is facing extreme challenges with regard to providing appropriate training in order to meet the requirements of the economy in terms of the National Development Plan, 2030 (The Presidency: National Planning Commission: 2011) (RSA, 2030). As a consequence human resource managers are facing enormous challenges with human resource development in South Africa. This is due to the fact that the country has a large shortage of skilled workers on the one hand and on the other hand a high rate of unemployment among unskilled workers (Van Dyk *et. al.*, 2001:147). South Africa has gone through several changes, and challenges have forced the country to implement certain human resource development statutory frameworks to guide government institutions.

The development legislation and regulations guide management in the workplace on how to develop employee's skills, attitude and knowledge. In this regard the human resource development statutory frameworks on training in South Africa are comprehensive, unique and play a vital role in government institutions. This chapter will firstly explain the essential factors of human resource development legislative practice within the context of South Africa. Secondly, the development legislation for the establishment and implementation of institutional structures will briefly be described. In addition, the role of the Cape Winelands District Municipality human resource development legislative practice for employees will be addressed.

3.2   HUMAN RESOURCE DEVELOPMENT LEGISLATION WITHIN THE GOVERNMENT CONTEXT

The South African government recognised human resource development as a crucial tool to enable the South African economy to change and grow in line with global trends. Van Dyk *et. al.* (2001:35) argues that the human resource development

atmosphere is not supposed to be viewed in isolation but must be linked to the current economic, technological, social and political factors. It has become important for organisations to align human resource development to national and international practices to stay in touch with various legislation and policy frameworks to avoid potential pitfalls (Meyer, Mabaso, Lancaster and Nenungwi, 2004:6). Selected human resource development statutory guidelines and regulatory framework related to government institutions regulate all forms of training interventions within the government context. Specific legislation has gradually been replaced by generic legislation which regulates all forms of human resource development within the workplace. Development legislation that regulates training within the workplace has a huge impact on the development of employees as well as on the organisation.

Erasmus and Van Dyk (1999:5) explain that human resource managers must be aware that human resource development legislation or policy framework is important and could positively or negatively influence organisational growth, political stability and social success within an organisation. Organisations should ensure that the development training programmes is in line with the implementation of statutory frameworks to meet the challenges and changes within the workplace (Nel *et al.*, 2004:413).

3.3   THE CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 1996

The Constitution of the Republic of South Africa, 1996 (formerly referred to as Act 108 of 1996, herein referred to as The Constitution) is the supreme law and cornerstone of democracy in the country. Therefore, all South African statutes must conform to the basic principles contained in the Constitution (RSA, 1996). The Constitution founded a democratic state on the values of human dignity, the achievement of equality and the advancement of human rights and freedoms as stipulated in Section 2 (RSA, 1996). In building the education and development system of South Africa, the Constitution makes provision by challenging government to give effect to the fundamental right to basic education for all South Africans as outlined in Section 29. Government is obligated to provide basic education and training to employees and its commitment to the central principles to the Constitution. It is also guided by the recognition that a new unified education and

development system must be based on equity, on redressing past imbalances and on a progressive raising of the quality of development (RSA, 1996). Irrespective of economic conditions and challenges several human resource development statutory frameworks were developed and enacted by Parliament. The following legislation to be described aims to establish a foundation in an organisation to ensure that talented, skilled and knowledgeable employees are developed (Coetzee, 2013:58).

3.4 WHITE PAPER ON PUBLIC SERVICE TRAINING AND EDUCATION, 1997

The White Paper on Public Service Training and Education, 1997 was established to ensure a policy framework which supports the implementation of new policies, procedures and development legislation. The White Paper acts as a guide for organisations to provide educational and development opportunities which should be responsive and sensitive to the diversity of learning needs. The White Paper can be classified as a policy framework that ensures that the necessary changes be made to the development of skills within organisations (RSA, 1997).

In addition, the White Paper focuses on the development of a dedicated, productive and people-centred public service. The emphasis is on public servants' performance with the focus to fully develop through appropriate and adequate training. The White Paper develops policy to guide the transforming public service development into a dynamic, learner needs-based sector. This is to ensure that the challenges and barriers in learning are addressed (RSA, 1997).

The White Paper aims to achieve the following outcomes;
- Strategically linked to the National Qualifications Framework and South Africa Qualification Authority;
- Strategically linked to broader processes of transformation, institution building and human resources development within the public service;
- Effectively organised, co-ordinated and accredited in ways which promote quality, accountability and cost-effectiveness;
- Capable of promoting access by all personnel to meaningful training and education opportunities;

- Capable of promoting the empowerment of previously disadvantaged groups;

- Capable of facilitating the development of effective career paths for all public servants;

- Demand-led, needs-based and competency-based; and

- Capable of promoting positive learning outcomes which add value to individual and organisational capacity (RSA, 1997).

The White Paper (RSA, 1997) supports vulnerable people in the labour market and enables them to acquire the skills they need to enter the market and remain successful in employment or self-employment (Coetzee, 2007:21). The core strategy of the White Paper (RSA, 1997) is to ensure that an integrated human resource development system is established. This system promotes economic and employment growth as well as social development which focuses on education, training and employment.

Despite the inroads made by the White Paper (RSA, 1997) a large portion of the population of South Africa is unskilled (Erasmus and Van Dyk, 1999:1). Fundamentals such as language, literacy and numeracy skills are needed to improve economic and social inclusion. These needed skills can address the challenges such as unemployment, poverty and the uneven distribution of skills among a population which is inappropriately and inadequately educated (Roux, 2011:171). In addition, Nel et al. (2004:413) emphasise that government is facing challenges to keep the balance between the demand for a skilled and flexible labour force to promote a competitive and productive workforce.

Economic, technological, social and political factors hamper the growth of the economy as well as the workforce. One of the important responsibilities of managers within an organisation is to ensure that employees that enter the organisation are skilled and experienced. Coetzee (2013:55) explains that human resource development is not only about training individuals for employment but it should be of creating opportunities to ensure that they can survive within the challenging economy. Skills Development Act (97 of 1998) (RSA, 1998) emphasised that it remains the responsibility of an organisation to contribute towards the effective development of their employees. Organisations should develop employees in such a

way that they have the necessary knowledge, skills and attitudes not just to do their work successfully but to become more productive and stay competitive. Training provides opportunities for the development of the skills, knowledge and attitude of educated, uneducated and semi-literate employees.

3.5   THE SKILLS DEVELOPMENT ACT (97 of 1998)

Nel *et al.* (2004:115) emphasise that the Skills Development Act (97 of 1998) (RSA, 1998) can be classified as one of the most important pieces in terms of development legislation.   Human resource development serves a dual role to support management to meet the human resources requirements.   Human resource development can be seen as a mutual interest to both workers, management and the organisation. Therefore, policy guidelines have become critical for an organisation to avoid unfair discrimination in development and employment opportunities within an organisation. Meyer *et al. (*2004:14) argue that the Act introduces a new approach to the development of work-related skills in South Africa (RSA, 1998). South Africa has a poor skills profile as a result of the poor quality of general education for the majority of South Africans. In addition, the poor relevance of publicly funded training contributes to the low level of investment in development.

The Skills Development Act (97 of 1998) (RSA, 1998) which came into effect in September 1999, provides the necessary guidance to municipalities in terms of the new approach to the development of skills of employees. The Local Government Sector Education and Training Authority (LGSETA) which was established in terms of the Skills Development Act (97 of 1998) make provision on a yearly basis for funding to the municipality. For example, the Cape Winelands District Municipality can only access funds through the compilation and submission of Workplace Skills Plans (WSPs) and the Annual Training Report in accordance with the provisions of the above Act. The WSPs represent the development strategy plan which ensures that the Cape Winelands District Municipality development objectives are achieved. In addition, it is a key source of information about the municipality in terms of its demographics, existing qualifications and training priorities for the forthcoming year. These funds are utilised for various training programmes, learnerships and short learning programmes which form part of priority areas of development for employees

within the municipality. The Skills Development Act (97 of 1998) (RSA, 1998) and the Skills Development Levies Act (9 of 1999) (RSA, 1999) demonstrate that government promotes an active labour market.

The Skills Development Act (97 of 1998) (RSA, 1998) serves a specific purpose as stipulated in terms of Section 2:

- Increase in the levels of investment in education and development in order to improve the return of investment;
- Develop the skills of the South African workforce;
- Ensure that the workplace is an active learning environment, to provide employees with the opportunities to acquire new skills;
- To provide opportunities for new applicants to the labour market to gain work experience;
- Encourage workers to participate in training programmes;
- That employers and employees are encouraged to get their buy-in into the system;
- Improvement of employment prospects of previously disadvantaged individuals by unfair discrimination and to redress those disadvantages through development; and
- To ensure the quality of education, development and training.

Furthermore, Section 2 (2) stipulates that the purpose of this Act (97 of 1998) (RSA, 1998) is to achieve the following mechanisms:

- An institutional and financial framework which comprises the National Skills Authority, Sector Education and Training Authorities (SETA's), National Skills Fund, a skills development levy-grant scheme as stipulated in the Skills Development Act as stipulated in Section 15;
- Partnership between the public and private sectors of the economy to provide education and training in and for the workplace; and
- Cooperative relationships with the South African Qualifications Authority (SAQA).

Training plays a critical role in an organisation and the Skills Development Act (97 of 1998) (RSA, 1998) is one of the human resource development legislative instruments that underpin training in the workplace. According to Nel *et al.* (2004:115) legislation should be a guideline for managers and employees to ensure the effective implementation of human resource development programmes. In addition, it is important that the human resource development strategy is aligned with the departmental and organisational strategy to achieve effectively the outcomes and objectives.

The Skills Development Act (97 of 1998) (RSA, 1998) makes provision to ensure that organisations develop employees and contribute to their growth tend to make them feel valued for their unique contributions that can lead to a more motivated and productive workforce. Despite the success these legislation has had, workplaces still experience challenges. Due to lack of skills and knowledge workplaces struggle to ensure that training interventions within an organisation be well planned, manage and implement which have an impact on the individual and organisation. The Skills Development Act (97 of 1998) (RSA, 1998) guide organisation to ensure that interventions should focus on skills, knowledge and attitudes for example literacy, numeracy, life skills, coaching and mentoring and leadership training. The effect of these training interventions should be to develop with the focus on the adult learner as well as to create a culture of lifelong learning (Erasmus and Van Dyk, 1999:5). The role of the organisation is to ensure that the human resource development system is reformed and is able to respond and meet the changing demands. To fulfil this important function it has become critical that an organisation ensures the continuous improvement of the relevance, effectiveness, efficiency, equality and sustainability of human resource development to meet new challenging requirements and demands.

The forerunner to this Act was the South African Qualifications Authority Act (SAQA) (58 of 1995) (RSA, 1995), which put in place the South African Qualifications functions.

3.6 THE SOUTH AFRICAN QUALIFICATION AUTHORITY ACT (SAQA) (58 of 1995)

The South African Qualifications Authority (SAQA) Act (58 of 1995) (RSA, 1995) was primarily introduced to address the changing needs of education and training in South Africa. The Act regulates the accreditation and alignment of qualifications for the implementation of training programmes for example learnerships, and apprenticeships. SAQA regulates two important pieces of legislation, the National Qualification Framework (NQF), (67 of 2008) (RSA, 2008) and the Skills Development Act (97 of 1998) (RSA, 1998). These Acts and certain development legislation ensure that organisations' learning and training programmes are aligned with the NQF which needs to be recognised by SAQA.

Furthermore, it is responsible for the quality and standards of qualifications and courses registered on the NQF through the Standards Generating Bodies (SGB's). The role of SAQA is to:

- Advance the objectives of the NQF;
- Oversee the further development of the NQF; and
- Co-ordinate the NQF sub-frameworks.

SAQA performs a unique role with the developing and implementation of policies and criteria which form part of the administration functions of the NQF. SAQA strengthens relationships with key stakeholders in education and training who participate in the formulation and implementation of the NQF (Gerber *et al.,* 1998:444). This is to ensure the successful implementation and achievement of SAQA principles to pursue the objectives of the NQF.

3.7 THE NATIONAL QUALIFICATIONS FRAMEWORK ACT (NQF) (67 of 2008)

The National Qualification Framework Act (67 of 2008) (RSA, 2008) is a national education framework which allows development to become more flexible, efficient and accessible. The purpose of the NQF is to ensure an integrated human resource development system and therefore, the legislation makes provision to improve the existing education and development processes in South Africa. Grobler *et al.*

(2011:378) assert that the NQF impacts the processes, structures and regulations around learning and qualifications, which are contained in the framework, which led to how education and training should happen. Coetzee (2013:31) explains that the NQF consists of registered unit standards and qualifications. These registered unit standards and qualifications enable learners to move between components of the delivery system upon successful completion of accredited fundamentals.   Therefore, the NQF structure consists of ten levels which make provision for General, Further and Higher Education and Training bands which can be labelled as a quality assurance system and are unit standard-based qualifications (Nel *et al.,* 2004:407).

The NQF aims to achieve the following objectives:
- Create an integrated national framework for learning achievement;
- Facilitate access to, and mobility and progression within, education, training and career paths;
- Enhance the quality of education and training;
- Accelerate the redress of past unfair discrimination in education, training and employment opportunities; and
- Contribute to the full personal development of each learner and the social and economic development of the nation at large.

The NQF framework provides lifelong learning for South Africans which contributes and ensures a quality and value education and training system.

3.8   SECTOR EDUCATION AND TRAINING AUTHORITIES (SETAs)

The Sector Education and Training Authority (SETA) is a body which consists of labour, employers, key government departments and professional bodies and bargaining forums. According to Coetzee (2013:63) the SETAs were established in accordance with the Skills Development Act (97 of 1998) (RSA, 1998). Twenty three SETA's are established and serve a specific sector of the economy. These SETA's aim to contribute to the development of skills of people employed in their sector.

Meyer *et al.* (2004:32) explain that the SETAs perform various roles and functions in its unique economic sector. Creating and implementing of the skills development plan is one of the important functions which ensures that:

- Skills programmes for example learnerships are implemented;
- Workplace skills plans are approved;
- Grants and funding are allocated to employers, training providers and employees;
- The quality of education and development in the sector is effectively monitored.

These SETAs perform specific important roles in promoting skills programmes in terms of the following:

- Identify workplaces for practical work experience;
- Supporting the development of learning materials;
- Improving the facilitation of learning;
- Assisting in the conclusion of agreements;
- Registering skills programme agreements;
- Receiving and paying out of skills development levies in its sector;
- Operating as education and training quality assurance (ETQA) body;
- Reporting to the Director-General on its income and expenditure; and
- Improving information about employment opportunities.

Taking the aforementioned into account, legislation has a huge positive key impact in improving participation, promoting and establishing a number of institutional structures and funding mechanisms within government structures. Despite the success these development legislation has had, its progress remains over-shadowed by the challenges the public sector and especially government sectors experience to implement it. This had often resulted in the introduction of substantial policy documents but little change on the ground. For example, many organisations are still having difficulties in aligning the development of their employees in terms of the SAQA requirements.

3.9   NATIONAL SKILLS DEVELOPMENT STRATEGY FRAMEWORK, 2010

The National Skills Development Strategy Framework (2010) was enacted by the Skills Development Act (97 of 1998) (RSA, 1998) and the Skills Development Levies Act (9 of 1999) (RSA, 1999), which form part of the Human Resource Development Strategy of South Africa in 2005 (Coetzee, 2013:41). The aim of this Strategy is to support economic and employment growth and social development through the following vision:

- Skills development

Skills development needs to empower and enable individuals to acquire skills and competencies. It is important that skills should be linked to qualifications that form part of the NQF.

- Lifelong learning

Due to the ongoing changes in the workplace it is required that individuals continuously upgrade and improve their skills.

- Promotion of equity

Skills development needs to provide opportunities for disadvantaged groups for example disabled individuals, but should ensure the encouragement of effective collaboration amongst people from diverse backgrounds.

- Demand-led

Skills and competencies are required to support productivity, competitiveness, mobility of workers, self-employment and meeting the needs of employees.

The purpose of the National Skills Development Strategy Framework is to support organisations to equip individuals with the necessary skills in order to succeed in the market. In addition, the strategy guides and supports organisations to ensure that individuals play a productive role in the organisation and society in fulfilling the following objectives (DHET, 2010):

- To develop a culture of high quality lifelong learning;
- To stimulate, foster and support skills development in the public sector;
- To promote skills development for employability and sustainable livelihoods through social initiatives; and
- To assist new applicants into employment.

Despite the progress made by the National Skills Development Strategy Framework (2010), the unemployment and under-employment rate is a huge challenge in the South African labour market, for example the youth unemployment challenge has become an important topic in policy discussion. Nel *et al.* (2004:395) express the view that to achieve sustainable growth, creating jobs and increasing productivity are the top priorities on the social and economic agendas of governments which is a high priority in the National Skills Development Strategy Framework (2010). For example, the development of artisans has become significant for the growth and sustainability of the economy in South Africa. Coetzee (2013:167) proposes that learning programmes are one of the cornerstones for development. Nel et al. (2004:395) suggest possible solutions to address the unemployment problem:

• More job opportunities should be created through the increase of productivity, producing products and services of higher quality;

• The relocation of production and labour;

• Restructuring of labour markets to meet the challenges;

• Redeployment of workers and change in job content;

• Capital investment is essential for economic growth and job creation; and

• Training can skill people with view to self-employment and for careers for which there is a specific need or demand.

3.10 DEVELOPMENT LEGISLATIVE PRACTICE WITHIN THE CAPE WINELANDS DISTRICT MUNICIPALITY

The Cape Winelands District Municipality training policy intends to be committed by meeting the legislative requirements of the Skills Development Act (97 of 1998) (RSA, 1998) and other relevant development legislation (CWDM Education, Training, and Development Policy, 2014). The Cape Winelands District Municipality training policy gives effect to decision-making and specific guidance to different stakeholders within the organisation. The organisation aims to develop and implement relevant policies and procedures which ensure fair, equitable, effective and transparent human resource management practices within the Municipality. In addition, the policy serves as a foundation and guideline for managers to develop and build capacity of employees to perform their tasks in a productive and accountable manner while they are in service of the Municipality.

3.10.1 The objectives of the training policy

The training policy aims to achieve the following objectives:

- Development of Training and Skills Development Strategy in line with the stipulations of the Skills Development Act (97 of 1998) (RSA, 1998), as amended and other relevant legislation;

- Introducing fair, reasonable and objective principles for development of employees in the employment of the Cape Winelands District Municipality;

- Providing guidelines for the development of employees in the employment of the Cape Winelands District Municipality;

- Conduct thorough skills audits and identify existing gaps and devise strategies in terms of the broader vision of Council;

- Allocate significant training resources, within the means of the Council;

- Putting up comprehensive education, development and training programmes that focus on literacy, numeracy, technical competencies, management and development programmes (CWDM Education, Training, and Development Policy, 2014).

3.10.2 Application of policy

The policy is applicable to all the employees of the Cape Winelands District Municipality (CWDM Education, Training, and Development Policy, 2014). The policy also applies to councillors, who are able to access opportunities for development but should be in line with their roles and responsibilities. In addition, this policy makes provision for the community to participate in education and training programmes at the Cape Winelands District Municipality, for example bursars or learnership trainees, or people who are involved in the CWDM community development projects. The intent of the policy is to foster development in the workplace in order to improve the skills and knowledge of all employees, to change the attitude towards their job and the organisation. The training policy also supports accredited and non-accredited training programmes for capacity-building. This includes both in-house delivery, full-time, part-time as well as on-site learning, through the following interventions:

- On-the-job training

Through this development method the organisation uses more experienced and skilled employees, for example managers or supervisors to train less-skilled and experienced employees. Job rotation is one of the learning methods that the Cape Winelands District Municipality utilises to ensure that not only transfer of learning takes place but also a mentorship between a manager and subordinate, for example the financial internship programmes ensure that the appointed interns are rotated and getting exposure to various sections within the Finance Department.

- Off-the-job-training

Training interventions such as short courses, learnerships, apprenticeships, skills programmes, seminars and conferences are also alternative methods of development. These development methods are usually offered by external service providers which provide a specific training intervention that fits the needs of the employees. There are a number of reasons that the Cape Winelands District Municipality chooses to make use of external service providers for example,

- The organisation does not have all the resources available to provide training internally.
- It is more cost effective to appoint a Service Provider for a specific time period than to provide in-house training within the organisation. For example, National Treasury requires all finance officials and those who are responsible for supply chain management within the municipal entities must comply in terms of the minimum municipal competency levels of Sections 83, 107 and 119 in the Local Government: Municipal Finance Management Act (56 of 2003) (RSA, 2003). It is expected of all the above-mentioned officials to attend the municipal minimum competency levels training programme. To ensure that the training programme is cost effective and efficient in terms of planning and implementation the Breedevalley Municipality, Stellenbosch Municipality together with Cape Winelands District Municipality utilise the same tender process. Section 32 (1) of the Municipal Supply Chain

Management Regulations, 2005 makes provision for an accounting officer to procure goods or services for the municipality under a contract secured by another organ of State as outlined in the Municipal Finance Management Act (56 of 2003) (RSA, 2003).

- Seminars, conferences and short courses are usually training that are offered externally from time to time and is less expensive especially if only a few employees need to attend. However, it is important that training is appropriate and in line with the needs of the employees. The Cape Winelands ensures that training is conducted locally, for example officials attend a human resource conference at the University of Western Cape, Cape Town instead of attending the same course in Johannesburg.

Development of employees in the organisation must ensure that it fits and supports the organisation's goals and objectives and that these employees can apply and transfer the skills and knowledge that were learned. The following legislation and policies underpin, impact and inform the Cape Winelands District Municipality Education, Training, and Development Policy..

- The Skills Development Act (97 of 1998);
- The South African Qualification Authority (SAQA) (58 of 1995);
- The National Qualifications Framework (NQF), (67 of 2008);
- National Skills Development Strategy Framework (Department of Higher Education and Training, 2010);
- Municipal Finance Management Act (56 of 2003);
- Preferential Procurement Policy Framework Act (5 of 2000).

3.10.3   Career Streaming Through Policy

In terms of the Cape Winelands District Municipality training policy promotion opportunities for employees on development programmes are subjected to the Municipality's relevant policy and procedure with regard the Recruitment and Selection process (CWDM Education, Training, and Development Policy, 2014). Nel *et al.* (2004:462) explain that career streams are vocational pathways along which an

employee can move to promote their own development and the organisation's capacity.

Most of the lower level employees employed, for example in the Roads Section, have a lot of years working experience but lack reading and writing skills. The Adult Educational Training (AET) programme is currently a key programme which empowers illiterate and semi-literate employees with the stepping stones on their path to lifelong learning and development. This learning programme enables workers in the workplace to be promoted for example, from a general worker to a supervisory position. In addition, this programme improves the capabilities of illiterate and semi-literate employees to become more productive workers in particular, and better members of society in general. It also equips these employees for the ever-changing workplace and challenges in the modern, technologically advanced workplace.

3.10.4   Training standard operating procedures in Cape Winelands District Municipality

The Municipality together with the stakeholders (Management, Skills Development Facilitator, Labour, and Training Committee) are responsible to ensure that the necessary training standard operating procedures are effectively implemented to achieve the objectives and outcomes of the training policy. This training standard operating procedures is a systematic approach which focuses on providing effective and target training within the organisation and to ensure that potential failures are avoided. The following principles are applied:

- Consultation

To give effect to Section 5(2)(f) of the Skills Development Act (97 of 1998) and to ensure a clear understanding of the development of human resources in the Municipality, consultation with various stakeholders is crucial. It is the responsibility of managers, line managers and supervisors to consult with subordinates to determine their training needs. Each department and division has a training coordinator who acts as a representative for the employees and is responsible to coordinate, communicate and consult on development matters. Union representatives are accountable to consult and communicate on development issues

with employees and management. Consultation makes it possible that discussions and negotiation can take place and consensus can be achieved between parties (CWDM Education, Training, and Development Policy, 2014).

- Prioritisation of training needs

The CWDM Education, Training, and Development Policy (2014) makes provision that after proper consultation it is expected from the Managers within the respective departments and directorates to submit their training needs in a specified time to the Training Unit within the Human Resource Directorate. Managers are responsible to ensure that training needs are prioritised and should be in line with the job content of individual, improve the performance of individual and to achieve the objectives of the Organisation. The Training Unit forms part of the Human Resource Section and is responsible to implement, evaluate and coordinate training projects. The Training Unit must work together with all the departments within the Cape Winelands District Municipality to ensure that all training needs are gathered, analysed and addressed in terms of the following key areas; the organisation, the job and the individual.

- Approval of application

The Training Unit approves the training application procedure in terms of the following key aspects, namely motivation by manager of subordinate, course name, course specifications and nomination of delegates. During this process the Training Unit selects appropriate interventions which are in line with the job, individual job performance and that the objectives can be achieved. For example, the organisation must equip and empower managers, line managers and supervisors with regular and updated knowledge, skills and attitude on how to conduct and deal with disciplinary hearings in line with the principles of fairness and equity by labour relations. Therefore, the organisation needs to appoint external accredited, experienced, qualified practitioners that can equip officials with the necessary competencies to ensure that they can fulfil their managerial obligations in the workplace. This is to ensure that the training programme enables managers, line managers and supervisors with an understanding of the disciplinary procedures of the workplace which are in line with the overall objectives of the organisation.

- Acquiring of services from supply chain management unit

In terms of Section 11 the Municipal Finance Management Act (56 of 2003), the Supply Chain Management Section is responsible for the procurement and appointment of a suitable external service provider through the tender process, for the implementation and roll-out of training interventions.

- Consultation with training provider

The Training Unit discusses with the preferred Training Provider the specific outcomes, course roll-out, logistical arrangements, special equipment requirement, and special needs arrangements to ensure effective and efficient implementation of the training interventions. The Training Unit in consultation with the manager and training provider ensures that the designing of the programmes fits the needs of employees and is in line with the organisational objectives. For example, training programmes must meet the expectations of the municipality allocated training budget, employees and resources.

- Monitoring and evaluation of training

This phase determines the effects of training on the individual, the job and the organisation. The evaluation of training interventions can be used to improve human resource development within the Cape Winelands District Municipality (Blanchard and Thacker, 2003:24). The evaluation of training programmes is the final process in the development system and serves as a form to measure quality control and can be used to correct training. In addition, the monitoring and evaluation of training intervention ensures that the impact of the training does not diminish and, through ongoing suggestions and ideas, support for the training system. This phase is a powerful tool for managers to improve the training programmes, for example it can determine whether the training objectives have been achieved. This phase can also identify problems and put corrective action in place for the next intervention. The municipality requires from service providers that after each training intervention they do a thorough evaluation after three or six months with the identified officials. This follow-up session determines whether these officials were able to apply their skills and knowledge which they have learned in the course. This also enables management to determine the effectiveness of the training programme content and

of the facilitator. For example, the Cape Winelands District Municipality appointed an experienced, external and accredited service provider to facilitate a Multi Skills Training Programme for the handyman officials. After successful completion of the following trades (electricity, painting, roofing, tiling, plumbing and bricklaying) by the officials over a period of two months they went back to the workplace to apply their skills and knowledge in the workplace. The service provider returned after six months to determine and identify their gaps, problem areas and where improvement is needed. Thereafter, each of the officials received a certificate of competence and acknowledgment that they can perform the required tasks in their working environment.

3.11   CONCLUSION

The various training legislation and statutory frameworks which support, guide and give effect to the development of human resources of an organisation within the South African context were explained. Skills development policies underpin training within the government sector as well as in the workplace. These policies are, amongst others, the Skills Development Act, National Qualifications Framework Act (NQF), Sector Education and Training Authorities (SETAs) as well as the South African Qualifications Authority Act (SAQA) which were explained. The National Skills Training Strategy was also outlined to provide the context of the development of employees. Within the Cape Winelands District Municipality context human resource development legislative practice regulate and give effect to decision-making and specific guidance to different stakeholders within the organisation. It is important that managers and relevant stakeholders must be aware of their responsibility and role they have to play in terms of the various development legislation and policies within the municipality. The next chapter discusses the research methodology followed in this research project.

CHAPTER 4: RESEARCH METHODOLOGY, DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1   INTRODUCTION

In conducting surveys, there are various reasons as to why human resource development is not effective in an organisation. The most important part of the survey process is the creation of questions that measure the opinions, experiences and behaviours of the study population. Therefore, the researcher should create effective measures that involve both writing good questions and organising them to form the questionnaire survey. This chapter firstly describes the research methodology used during the research project. It explains the data collection instrument and strategy used to address the issue of reliability and validity in view of the findings. Secondly, this research project employed a qualitative and quantitative method in the form of a semi-structured questionnaire survey consisting of closed-ended and open-ended questions.

4.2   RESEARCH APPROACH: QUANTITATIVE RESEARCH

The experimental and clinical approach of controlling variables is the main characteristic of the quantitative approach to research. It is positivist in nature and provides an epic or outsider's perspective of the phenomena under investigation. The focus in this paradigm is on variables that are quantified and measured, and control is exercised to eradicate error in the research process. This approach seeks to predict, confirm or test a hypothesis or problem developed (Babbie and Mouton, 2002:35). The reason for including a research instrument from the quantitative methodological approach is for the advantage of affording anonymity and confidentiality to respondents, as well as economy in terms of cost (Bless and Higson-Smith, 1995:107).

Neuman (2003:122) explains that researchers follow a particular sequence in conducting research. For the quantitative researcher, this sequence is a linear path, meaning a set order of steps to accomplish the objective. The directions are clear, direct and narrow (Neuman, 2003:124). The technical research procedures to be used in quantitative research are explicitly described by the researcher. For

example, information on the sample and the measuring scale to be used will be described. Quantitative research relies on objective technology in the form of precise statements, standardised techniques, statistics and replication (Neuman, 2003:126). Quantitative researchers put a high premium on designing accurate ways to measure variables. They think about all the appropriate variables, and want to develop techniques that can produce in the form of numbers (Neuman, 2003:157).

4.3   VALIDITY AND RELIABILITY OF QUANTITATIVE RESEARCH

In the quantitative research paradigm, the concern for reliability and validity is expressed in the employment of more mechanical techniques. Neuman (2003:126) states that the quantitative researcher attempts to eliminate the human factor with a view to improving objectivity. These aspects were taken into consideration in the development of the research instrument to answer the research question. In this regard open-ended questions were designed to elicit responses from the sample population on their responses to closed-ended questions.

4.4   RESEARCH APPROACH OF QUALITATIVE RESEARCH

In order to answer the research questions an insider's perspective, in terms of what are the main challenges in the implementation of human resource development initiatives within the Cape Winelands District Municipality, is needed. For this purpose open-ended questions were included in the questionnaire. Merriam (1998:6) states that a key concern is to understand what is the perspective of the participants and not only the perspective of the researcher.

4.5   VALIDITY AND RELIABILITY OF QUALITATIVE RESEARCH

Babbie and Mouton (2002:273) explain that objectivity requires of the researcher, who has central place, to be unbiased in the description and interpretations. The researcher must further get close to the respondent in order to generate legitimate and truthful insider descriptions. The researcher was mindful of these factors in conducting the research project in that participants were selected on the basis of

their knowledge and experience of the human resource development function within the Cape Winelands District Municipality.

4.6   RESEARCH DESIGN

Bless and Higson-Smith (1995:63) state that the design of a project refers to the manner in which the research question is investigated.

4.7   DATA COLLECTION METHOD

The data collection method that was used is a questionnaire containing both open-ended and closed-ended statements.

4.7.1 Questionnaire survey

In terms of the quantitative and qualitative approach that this research project followed, a semi-structured questionnaire was used to collect the data. The rationale for using the questionnaire is that the research project contains many issues with which the respondents might feel uncomfortable to discuss with an interviewer. The questionnaire provides the respondent a measure of privacy when responding to such issues. The questionnaire survey is also less expensive and provides greater autonomy to the respondent (Kumar, 2005:129, Bless and Higson-Smith 1995:122). (Kumar, 2005:129, Bless and Higson-Smith 1995:122) caution against the disadvantages of the questionnaire pertaining to matters such as:

Limited application to the literate population;

Low response rate;

Self-selection bias;

The lack of opportunity for the respondent to clarify questions;

No spontaneous responses allowed; and

The possibility that respondents might consult with other respondents.

The researcher took the necessary precautions to eliminate these disadvantages during the construction of the questionnaire. The use of the questionnaire is motivated by the advantages it offers in terms of relatively low cost to the researcher, and anonymity to the respondent.

4.7.2 Questionnaire design

Regarding the design of the questionnaire, literature shows that there is agreement that particular points should be considered (Neuman, 2003:252; Kumar, 2005:129).

These are explained briefly as follows:

- **Choose between open-ended and close-ended questions**

Open-ended questions allow the respondent to elaborate without guidance. Closed-ended questions require the respondent to choose from a range of answers. This research project employs both types of questions in view of the research question (Neuman, 2003:252; Kumar, 2005:129).

- **Take the respondent's literacy level into account**

Jargon, slang and abbreviations should be avoided, or if the use of these terms is critical to the research, an effort should be made to explain them to the respondent. Since the respondents in this research project were all in management positions, this was not a concern for the research project.

- **Be careful not to offend**

Ensure that terms that can give offence to any person in terms of status, culture, religion or political viewpoint, are avoided.

- **Be brief and focused**

Questions need to be clear, concise and unambiguous.

- **Maintain neutrality**

Questions should not be asked in a manner that suggests a preferred way of responding. In other words, respondents should not be led to respond in a specific manner.

- **Use a justified sequence**

Start with the easy questions, followed by the more complex or serious questions.

- **Be sure the question is appreciable to all respondents**

A question about married life to an unmarried person, for instance, is not an appreciable question.

- **Pay attention to layout**

The person completing the questionnaire should be able to follow all the instructions. Clarity of layout is important in obtaining valid information. The measurement of the respondents' attitude requires the use of a scale.   Brewerton and Millward

(2001:102) advise that the Likert-type scale is one of the most common scales, which is used in this research project. The above guidelines were considered and applied in the design of the questionnaire used in this research. The questionnaire consists of three sections. The first section deals with biographical data and the second section of the questionnaire is comprised of both closed-ended and open-ended statements based on the variables addressed in the literature review. Instructions are given at the top of each page, requiring the respondent to indicate the response that best reflects the respondent's situation.

The second section contains the Likert-type scale, consisting of the following fixed choice response formats to measure attitudes and opinions:

1 = Strongly disagree

2 = Disagree

3 = Agree

4 = Strongly agree

The questionnaire is enclosed as Annexure A.

4.8   RESEARCH POPULATION

The officials working at the Stellenbosch, Paarl, Worcester, Robertson and Ceres offices within the jurisdiction of the Cape Winelands District Municipality make up the research population.

4.8.1 Study Population

The research project is confined to a total of forty five (45) officials occupying management positions, comprising managers, line managers and supervisors, in the respective departments within the Cape Winelands District Municipality. The Cape Winelands District Municipality comprised of four departments namely Office of the Municipal Manager, Financial and Strategic Support Services, Community Development and Planning Services, and Technical Services. Each department consists of managers, line managers and supervisors that make up the management team of the respective departments.

4.8.2 Sampling

The literature study, points to different variables that affect and contribute to the implementation of human resources development initiatives within the Cape Winelands District Municipality, which has become a challenge for management. Development of human resources within the Cape Winelands District Municipality is primarily influenced by the decision of officials in management positions, comprising of managers, line managers and supervisors.

It is for this purpose that the research approach of using a questionnaire containing both closed-ended and open-ended questions was selected. In view of the small number of the research population the whole population was included in the survey, which implies a 100% sample. For the purpose of clarity of the questionnaire, a pilot study was conducted among five managers to test the relevance of the questions. Some suggestions made by managers were included in the final questionnaire.

4.9   Data analysis

Regarded as a core activity of the research, data analysis is described as the process where inferences are made from the data collected and a conclusion reached. Sarantakos (2000:328) states that the process of data analysis involves the following six major activities:

- Data preparation, which involves coding, categorising answers to open-ended questions as well as checking and preparing of tables.
- Counting, that deals with registering the frequency of concurrence of certain answers.
- Grouping and presentation, which involves the ordering of the same items into groups.
- Relating, which involves cross-tabulations and statistical tests explaining the occurrence of relationships.
- Predicting, which is a process of extrapolating trends into the future, identified in the study.
- Significance, which consists of testing that involves indicating the importance of certain variables in the research study.

Sarantakos (2000:328) further stresses that analysis of data provides researchers with the information to interpret results and make statements about the significance of the findings. The use of computers in the analysis of data is used in research in quantitative studies (Sarantakos, 2000:328). The quantitative data were analysed by the Department Statistics and Actuarial Sciences of the University of Stellenbosch's Professor M Kidd, while the qualitative analysis (open-ended questions) was done by means of content analysis.

4.10   DATA ANALYSIS: QUESTIONNAIRE

A pilot study was used as a point of departure among five managers to test the relevance of the questionnaire. After a positive response was received from the target group, the questionnaires were distributed to the entire target population which comprises managers, line managers and supervisors of the respective departments. Management decision-making has a huge influence in the development of human resources within the municipality. Management also plays a key role in the identification of needs, delivery and evaluation of development programmes and to motivate the individual to attend training. Therefore, meaningful data can best be collected through a combination of measuring perceptions as well as gaining an insider's perspective. The questionnaires were distributed under cover of a letter stating that participation in the survey is voluntary and that confidentiality is guaranteed (attached as Annexure A).   It serves to be mentioned that although the initial letter refer to the "employees' attendance of training programmes within the Cape Winelands District Municipality" the topic was changed to the "implementation of human resource development initiatives has become a challenge for management within the Cape Winelands District Municipality". The questionnaire survey was coordinated by the Training and Performance Officer responsible for administrative duties for training.

The following departments were surveyed: Office of the Municipal Manager, Financial and Strategic Support Services, Community Development and Planning Services, and Technical Services within the Cape Winelands District Municipality. Frequent reminders were sent via electronic mail, facsimile messages, telephone calls and personal visits, with a view to acquire a good response from the target

group. During the distribution and collection of data the Cape Winelands District Municipality went through a challenging phase which had a negative impact on the morale of the employees.

Employees received the news from the outcomes of the task evaluation process which has started in May 2014. The purpose of the new task evaluation system included the upgrading and implementing of job descriptions within the entire organisation. The outcomes of this process have not been received well by most of the employees, resulting in fear and anger. A total of forty five (45) questionnaires were distributed of which forty three (43) questionnaires were returned, representing a response rate of 96%. The first section of the questionnaire dealt with biographical data which are reported below.

4.11   SECTION A – DEPENDENT VARIABLES (BIOGRAPHICAL DATA)

The responses to the various categories are reflected in the form of a diagram.

Diagram 4.1: Age results of respondents
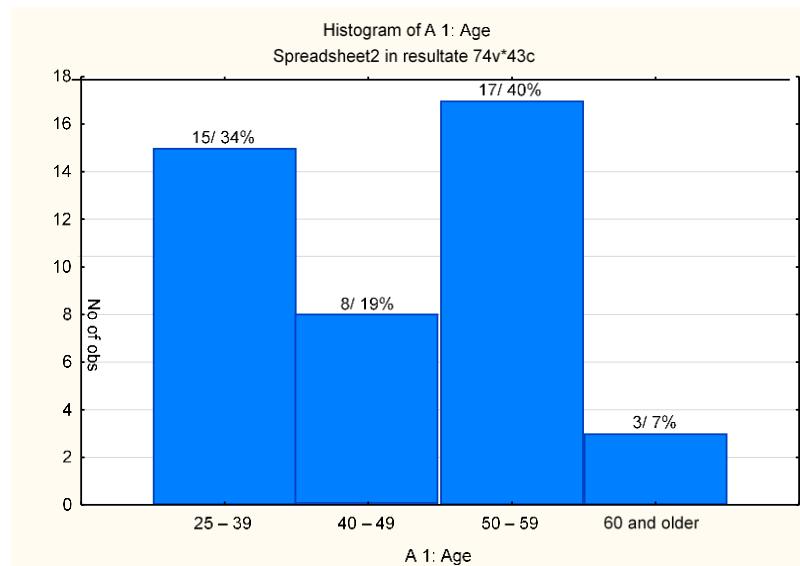
In diagram 4.1 the study revealed a highest percentage of 40% of the respondents who were between the ages of 50 – 59 , followed by 34% between the ages of 25-39 and 19% between the ages of 40 -49%.

Diagram 4.2: Gender results of respondents
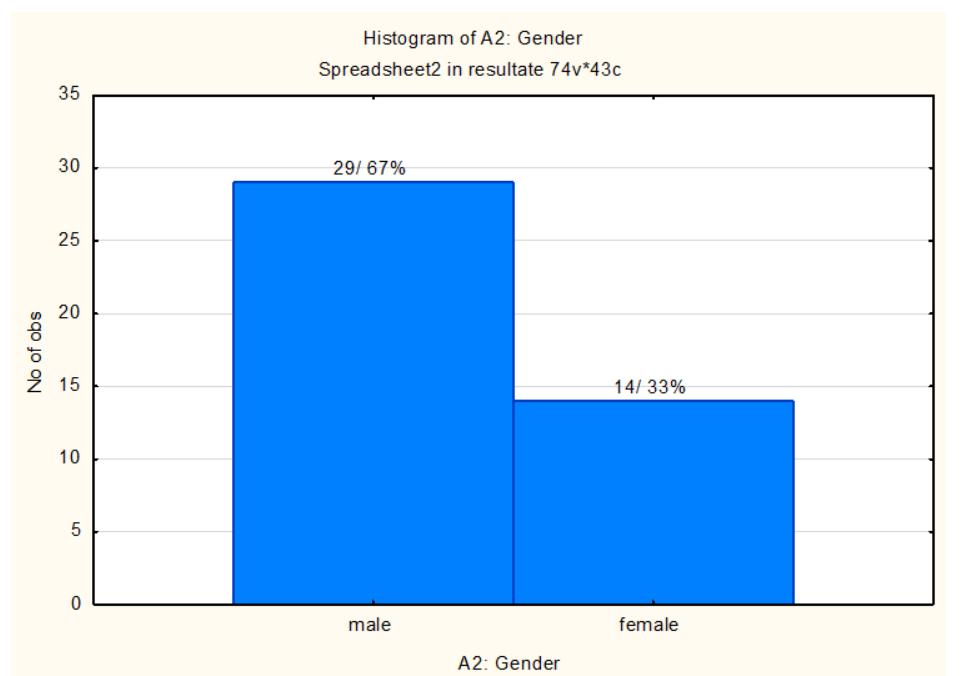
The study findings show that 67% of the respondents are male and 33% female. The study findings as a reflection of the big difference between males and females in management positions within the respective departments.

Diagram 4.3: Marital status results of respondents
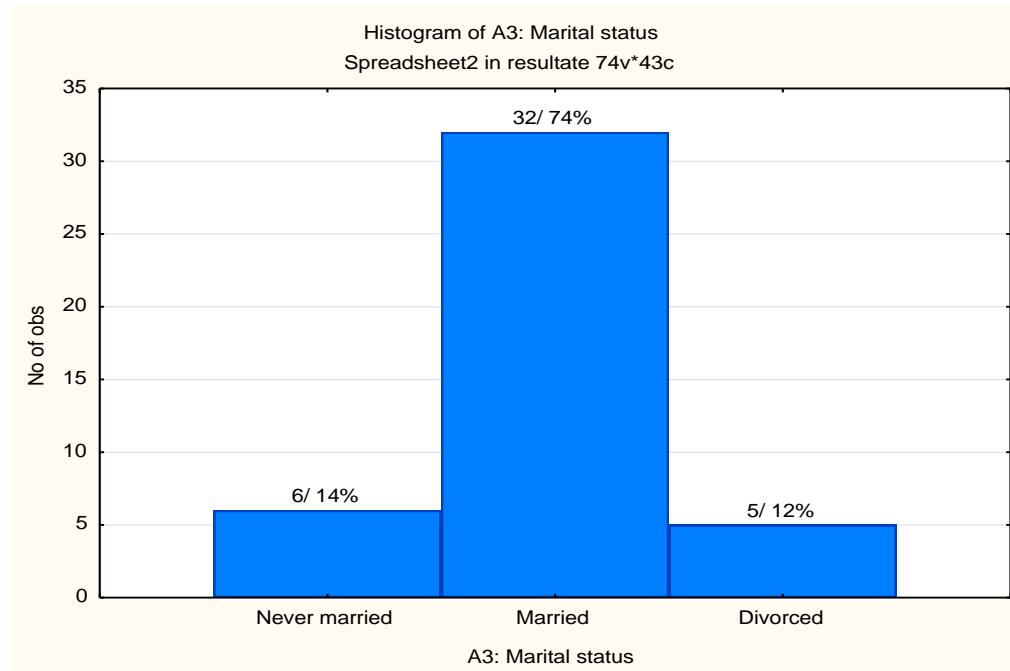
The study findings revealed that 74% of the respondents are married.

Diagram 4.4: Education results of respondents

Histogram of A4 education
Spreadsheet2 in resultate 74v*43c
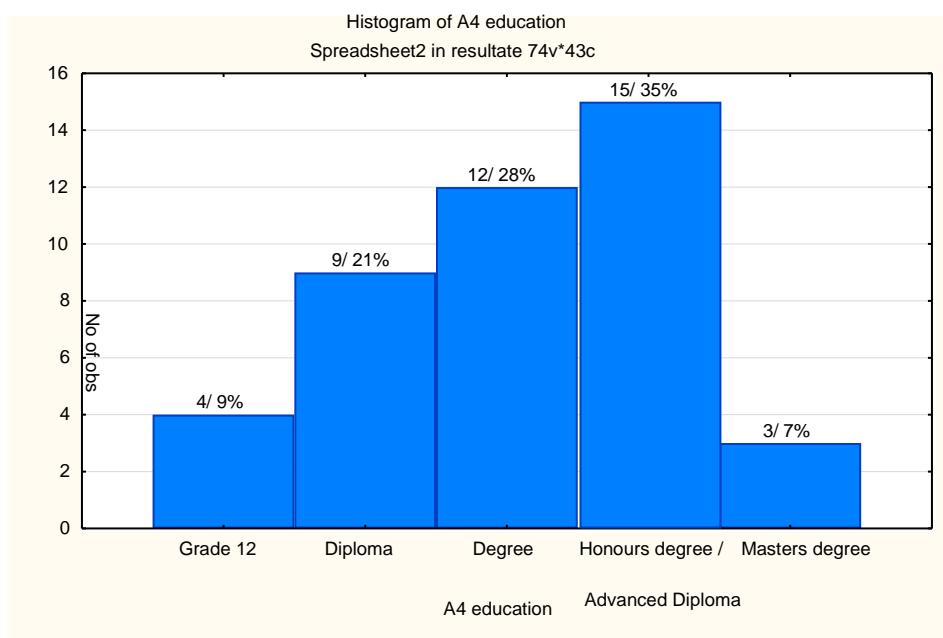
The study revealed that 91% of the respondents are in possession of a post matric qualification.

Diagram 4.5: Year of work experience results of respondents

Histogram of A5: Year of Work Experience
Spreadsheet2 in resultate 74v*43c
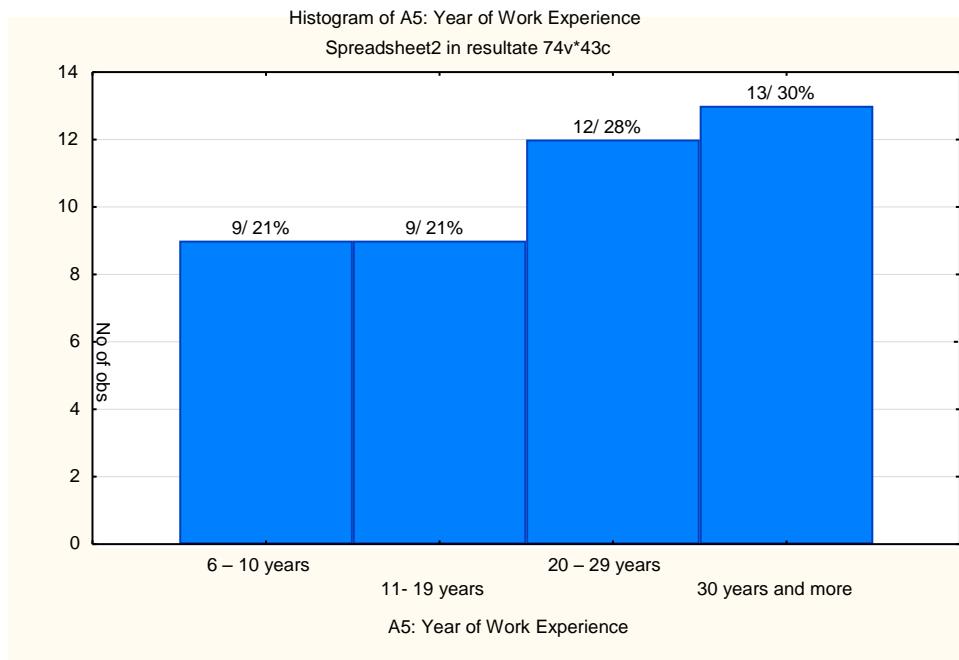
The study findings show a percentage of 30% of the respondents who have more than 30 years of work experience, followed by 28% between 20-29 years, and 21% of the research participants have between 6 -19 years' work experience.

Diagram 4.6: Work experience results within local government

Histogram of A6: Work Experience within local government
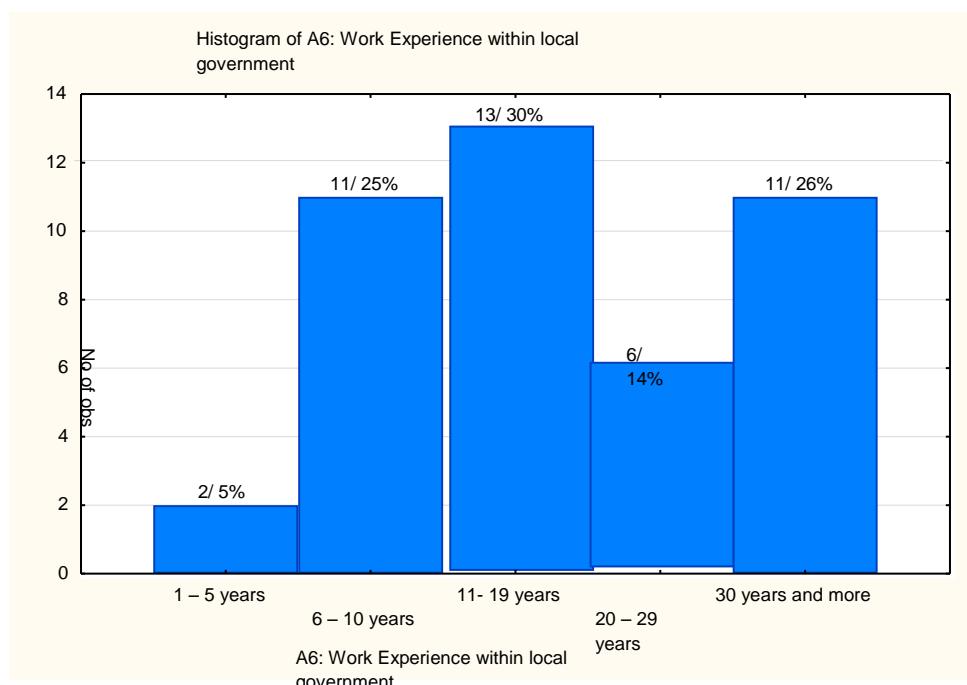
In diagram 4.6 the study revealed a highest percentage of 30% of the respondents who have between 11-19 years government experience, followed by 26% have 30 years and more, 25% between 6-10 years, 14% of participants between 20-29 years and 5 % between 1-5 years.

4.12   SECTION B: INDEPENDENT VARIABLES

The second part of the questionnaire comprises statements which respondents had to express an opinion on a scale. The following results which will be presented from number A.1 to number A.66 were obtained from the questionnaires (attached as Annexure A). It serves to be mentioned that the respondents under strongly agree and agree are presented as a combined number for agree, while those under disagree and strongly disagree as a combined number for disagree. The results that are presented from number A.1 to number A.66 are attached as diagrams as (Annexure B).

A.1   I am familiar with the provision of training legislative instructions pertaining to human resource development in the Constitution of the Republic of South Africa

The study revealed that 72% of management agreed that they are familiar with the legislative instructions pertaining to human resource development in the Constitution, followed by 28% have disagreed. This could be concern, since it is expected of management employees to be fully acquainted with training legislation procedures.

A.2   **I am familiar with the provision of training legislative instructions pertaining to human resource development in the White Paper on Public Service Training and Education**

Sixty per cent (60%) of respondents agreed that they are familiar with the legislative instructions pertaining to human resource development in the White Paper on Public Service Training and Education, followed by 40% that disagreed.

A.3   **I am familiar with the provision of training legislative instruction pertaining to human resource development in the Skills Development Act**

Forty nine per cent (49%) respondents are familiar with the provision legislative instructions pertaining to human resource development in the Skills Development Act, while 51% disagreed which is a concern.

A.4   **I am familiar with the training legislative instructions pertaining to human resource development in the Skills Development Levies Act**

Forty seven per cent (47%) are familiar with the legislative instructions pertaining to human resource development in the Skills Development Levies Act, while 53% disagreed which is a concern.

A.5   **I am familiar with the training legislative instructions pertaining to human resource development in the South African Qualification Authority Act**

Forty nine per cent (49%) are familiar with legislative instructions pertaining to human resource development in the South African Qualification Authority Act, while 51% disagreed which is a concern.

A.6   I am familiar with the training legislative instructions pertaining to human resource development in the National Qualifications Framework (NQF)

Fifty four per cent (54%) of the respondents indicated that they are familiar with the legislative instructions pertaining to human resource development in the National Qualifications Framework (NQF). Forty six per cent (46%) of respondents disagreed which is a concern.

A.7   I am familiar with the training legislative instructions pertaining to human resource development in the Cape Winelands District Municipality Training Policy

Seventy nine per cent (79%) are familiar with the legislative instructions pertaining to human resource development in the Cape Winelands District Municipality Training Policy of the organisation. Twenty one per cent (21%) of respondents disagreed which is concern.

A.8   The Cape Winelands District Municipality Training Policy develops and build the capacity of employees

Ninety three per cent (93%) of respondents understand that the Training Policy develops and build the capacity of employees, while 7% disagreed.

A.9   My understanding of the concept human resource development is training employees in the organisation

Ninety seven per cent (97%) have an understanding that human resource development train employees in the organisation, while 2% disagreed. One per cent (1%) did not respond on the matter.

A.10   My understanding of the concept human resource development is staying in touch with latest technology

Seventy nine per cent (79%) of respondents understand the concept human resource development is staying in touch with latest technology, while 21% disagreed on this matter which is a concern.

A.11 My understanding of the concept human resource development is enhancing the health and growth of the organisation

Eighty eight per cent (88%) understand that the concept human resource development is enhancing the health and growth of the organisation, while 12% disagreed.

A.12 My understanding of the concept human resource development is that training provides opportunities to learn new skills

Ninety eight per cent (98%) of the respondents agreed that they understand the concept human resource development is that training provides opportunities to learn new skills, while 2% disagreed on this matter.

A.13 My understanding of the concept human resource development is to ensure that the organisation stays innovative and competitive to deliver quality services

One hundred per cent (100%) of the respondents agreed that the concept human resource development is to ensure that the organisation stays innovative and competitive to deliver quality services.

A.14 My understanding of the concept human resource development is to improves capabilities of employees

Ninety seven per cent (97%) understand the concept human resource development is to improve capabilities of employees. Two per cent (2%) of the respondents disagreed on this matter, while 1% did not respond.

A.15 My understanding of the concept human resource development is developing a productive organisational culture

Ninety five per cent (95%) of the respondents understand the concept human resource development is developing a productive organisational culture, while 5% disagreed.

A.16 My understanding of the concept human resource development is to enhance collaboration among different departments of the organisation

Eighty five per cent (85%) understand the concept human resource development must enhance collaboration among different departments of the organisation, while 14% disagreed on this statement which is a concern. One per cent (1%) did not respond on the matter.

A.17   Development of human resources ensure that the organisation stays innovative, competitive and maintain quality services delivery standards

Ninety seven per cent (97%) of the respondent felt that development of human resources ensure that the organisation stays innovative, competitive and maintain quality services delivery standards, while 2% disagreed. One per cent (1%) did not respond on the matter.

A.18   In your opinion training is required to improve skills of each employee

One hundred percent (100%) of the respondents are of the opinion that training is required to improve skills of each employee.

A.19   In your opinion training is required to improve knowledge of each employee

One hundred percent (100%) of the respondents are of the opinion that training is required to improve knowledge of each employee.

A.20   In your opinion training is required to improve the attitude of each employee

Ninety five per cent (95%) of the respondents are of the opinion that training is required to improve the attitude of each employee, while 5% disagreed on the matter.

A.21   In your opinion training is required to enhance productivity and performance of employees

Ninety eight per cent (98%) of the respondents are of the opinion that training is required to enhance productivity and performance of employees, while 2% disagreed.

A.22 In your opinion training is required to motivate and stimulate employee's morale

Ninety six per cent (96%) of the respondents are of the opinion training is required to motivate and stimulate employee's morale, while 4% disagreed.

A.23 In your opinion training is required to ensure growth of the individual

Ninety five per cent (95%) of the respondents are of the opinion training is required to ensure growth of the individual, while 5% disagreed on this matter.

A.24 Employees understand the importance and need of training within the organisation

Eighty six per cent (86%) of the management employees understand the importance and need of training within the organisation, while 14% disagreed on this matter.

A.25 Training provides opportunities to learn new skills, knowledge and attitudes

Ninety three per cent (93%) of the respondents agreed that training provides opportunities to learn new skills, knowledge and attitudes, while 7% disagreed.

A.26 Managers face challenges in providing the relevant skills, knowledge and attitude to perform on the job and increase productivity for employees in the workplace

Ninety three per cent (93%) of respondents agreed that managers face challenges in providing the relevant skills, knowledge and attitude to perform on the job and increase productivity for employees in the workplace. Seven per cent (7%) disagreed on this matter.

A.27 Managers face challenges in providing appropriate training for employees' fear of failure during training interventions in the workplace

Eighty one per cent (81%) of respondents agree that managers face challenges in providing appropriate training for employees with regard to fear of failure during

training interventions in the workplace, while 19% disagreed on the matter. One per cent (1%) did not respond on the matter.

A.28   Managers face challenges in providing the appropriate training for employees in resistance to new procedures and changes in the organisation among employees in the workplace

Eighty eight per cent (88%) agreed that managers face challenges in providing the appropriate training for employees in resistance to new procedures and changes in the organisation among employees within the workplace, while 12% disagreed.

A.29   Managers face challenges in providing the appropriate training for employees due to lack of commitment, cooperation and motivation to attend training interventions in workplace

Seventy seven per cent (77%) of the respondents agreed that managers face challenges in providing the appropriate training for employees due to lack of commitment, cooperation and motivation to attend training interventions in the workplace, while 23% disagreed which is a concern .

A.30   Managers face challenges in providing the appropriate training for employees by identifying the important areas of the organisation where training is needed in the workplace

Eighty eight per cent (89%) of the respondents agreed that managers face challenges in providing the appropriate training for employees by identifying the important areas of the organisation where training is needed in the workplace. Eleven per cent (11%) of the respondents disagreed on this matter.

A.31   Managers face challenges in providing the appropriate training for employees to ensure that training is appropriate for the individual needs and is aligned with the job function in the workplace

Ninety per cent (90%) of the respondents agreed that managers face challenges in providing the appropriate training for employees to ensure that training is appropriate for the individual needs and is aligned with the job function in the workplace. Nine per cent (9%) disagreed on this matter, while 1% did not respond.

A.32   Managers understand how to motivate subordinates to participate in attending training interventions

Seventy two per cent (72%) of the respondents agreed that managers understand how to motivate subordinates to participate in attending training interventions, while 28% disagreed which is a concern.

A.33   Employees are motivated to undergo training for potential promotion

Seventy two per cent (72%) of respondents agreed that employees are motivated to undergo training for potential promotion, but 28% disagreed which is a concern.

A.34   Employees are motivated to undergo training to improve skills, knowledge and attitude

Ninety seven per cent (97%) of the respondents agreed that employees are motivated to undergo training to improve skills, knowledge and attitude. Two per cent (2%) disagreed on the matter, while 1% did not respond.

A.35   Employees are motivated to undergo training for the incentives

Sixty seven per cent (67%) of the respondents agreed that employees are motivated to undergo training for the incentives, while 33% disagreed which is a concern.

A.36   Employees are motivated to undergo training for the increasing of motivation and commitment levels

Ninety one per cent (91%) of respondents agreed that employees are motivated to undergo training for the increasing of motivation and commitment levels, while 9% disagreed.

A.37   Employees are motivated to undergo training for the rapid changes in organisation

Eighty one per cent (81%) of the respondents agreed that employees are motivated to undergo training for the rapid changes in organisation, while 19% disagreed.

A.38   Employees utilise training opportunities optimally

Fifty seven per cent (57%) of the respondents agreed that employees utilise training opportunities optimally. Forty three per cent (43%) disagreed on this matter which is a concern.

A.39   Motivation by managers has an impact on the development of employees by providing reasonable and challenging work activities

Ninety five per cent (95%) of the respondents agreed that motivation by managers has an impact on the development of employees by providing reasonable and challenging work activities, while 5% disagreed.

A.40   Motivation by managers have an impact on the development of employees consider the individual abilities to perform the job functions

Ninety one per cent (91%) of the respondents agreed that motivation by managers have an impact on the development of employees consider the individual abilities to perform the job functions. Nine per cent (9%) disagreed on the matter.

A.41   Motivation by managers has an impact on the development of employees by providing individuals with skills, knowledge and attitude to be successful in completing work activities

One hundred per cent (100%) of the respondents agreed that motivation by managers has an impact on the development of employees by providing individuals with skills, knowledge and attitude to be successful in completing work activities

A.42   Motivation by managers has an impact on the development of employees by recognising individual's self-esteem levels in completing work activities

Ninety two per cent (92%) of the respondents agreed that motivation by managers has an impact on the development of employees by recognising individual's self-esteem levels in completing work activities, while 7% disagreed on the matter. One per cent (1%) did not respond on the matter.

A.43   The organisation benefits by providing training to employees

Ninety seven per cent (97%) of the respondents agreed that the organisation benefits by providing training to employees. Two per cent (2%) disagreed, while 1% did not respond on the matter.

A.44   Training needs analysis is conducted to identify what training is needed to identify the training gaps of individuals

93 % of the respondents agreed that a training needs analysis is conducted to identify what training is needed, while 7% disagreed on the matter.

A.45   Training needs analysis is conducted to identify who must attend to identify the training gaps of individuals

Ninety five per cent (95%) of the respondents agreed that training needs analysis is conducted to identify who must attend to identify the training gaps of individuals, while 5% disagreed.

A.46   Training needs analysis is conducted to identify how training can correct the deficiency to identify the training gaps of individuals

Ninety seven per cent (97%) of the respondents agreed that a training needs analysis is conducted to identify how training can correct the deficiency to identify the training gaps of individuals. Two per cent (2%) of the respondents disagreed on this matter, while 1% did not respond.

A.47   Training needs analysis is conducted to identify when training will take place to identify the training gaps of individuals

Ninety five per cent (95%) of the respondents agreed that the training needs analysis is conducted to identify when training will take place to identify the training gaps of individuals, while 5% disagreed.

A.48   Training needs analysis is conducted to identify what the outcomes will be if training is not undertaken to identify the training gaps of individuals

Eighty five per cent (85%) of the respondents agreed that the training needs analysis is conducted to identify what the outcomes will be if training is not undertaken to identify the training gaps of individuals. Fifteen per cent (15%) disagreed.

A.49   Training needs analysis is conducted to identify how one determine whether outcomes are achieved to identify the training gaps of individuals

Eighty seven per cent (87%) of the respondents agreed that the training needs analysis is conducted to identify how we determine if outcomes are achieved to identify the training gaps of individuals. Thirteen per cent (13%) disagreed.

A.50   Coaching is an effective ON-THE-JOB training method for the improvement of the individual, job and organisation

Ninety three per cent (93%) of the respondents indicated that coaching is an effective ON-THE-JOB training method for the improvement of the individual, job and organisation. Seven per cent (7%) disagreed on the matter.

A.51   Mentoring is an effective ON-THE-JOB training method for the improvement of the individual, job and organisation

Ninety five per cent (95%) of the respondents indicated that mentoring is an effective ON-THE-JOB training method for the improvement of the individual, job and organisation. Five per cent (5%) disagreed.

A.52   Job-rotation is an effective ON-THE-JOB training method for the improvement of the individual, job and organisation

Eighty six per cent (86%) of the respondents indicated that job-rotation is an effective ON-THE-JOB training method for the improvement of the individual, job and organisation. Fourteen per cent (14%) disagreed on this matter.

A.53   Learnership training is effective ON-THE-JOB training method for the improvement of the individual, job and organisation

Ninety three per cent (93%) of the respondents indicated that learnerships training are effective ON-THE-JOB training method for the improvement of the individual, job and organisation, while 7% disagreed.

A.54   Case studies are effective OFF-THE-JOB training method for the improvement of the individual, job and organisation

Ninety five per cent (95%) of the respondents felt that case studies are effective OFF-THE-JOB training method for the improvement of the individual, job and organisation. Five per cent (5%) disagreed.

A.55   In-basket training is an effective OFF-THE-JOB training method for the improvement of the individual, job and organisation

Ninety five per cent (95%) of the respondents felt that in-basket training is an effective OFF-THE-JOB training method for the improvement of the individual, job and organisation. Five per cent (5%) disagreed.

A.56   Role-play is an effective OFF-THE-JOB training method for the improvement of the individual, job and organisation

Ninety three per cent (93%) of the respondents felt that role-play is an effective OFF-THE-JOB training method for the improvement of the individual, job and organisation, while 7% disagreed.

A.57   Lectures are an effective OFF-THE-JOB training method for the improvement of the individual, job and organisation

Ninety five per cent (95%) of the respondents felt that lectures are an effective OFF-THE-JOB training method for the improvement of the individual, job and organisation while 5% disagreed.

A.58   The training evaluation system of the organisation determines and supports the reaction of employees after training has been delivered

Ninety five per cent (95%) of the respondents agreed that the training evaluation system of the organisation determines and supports the reaction for both the employees and organisation after training has been delivered while 5% disagreed.

A.59   The training evaluation system of the organisation determines and supports learning of employees after training has been delivered

Ninety five per cent (95%) of the respondents agreed that the training evaluation system of the organisation determines and supports learning of employees after training has been delivered. Five per cent (5%) disagreed on the matter.

A.60   The training evaluation system of the organisation determines and supports the behaviour of employees after training has been delivered

Ninety seven per cent (97%) of the respondents agreed that the training evaluation system of the organisation determines and supports the behaviour of employees after training has been delivered. Two per cent (2%) disagreed on the matter, while 1% did not respond.

A.61   The training evaluation system of the organisation determines and supports the results of the performance and productivity on the job after training has been delivered

Ninety seven (97%) of the respondents agreed that the training evaluation system of the organisation determines and supports the results of the performance and productivity on the job after training has been delivered. Two per cent (2%) disagreed on the matter, while1% did not respond.

A.62   Training evaluation system assists management to determine financial return on investment in training

Ninety five per cent (95%) of the respondents agreed that training evaluation system assists management to determine financial return on investment in training. Five per cent (5%) disagreed.

A.63   The training evaluation system should enable managers to determine the learners have achieved the learning outcomes of the training intervention

One hundred per cent (100%) of the respondents are of the opinion that the training evaluation system should enable managers to determine the learners have achieved the learning outcomes of the training intervention.

A.64   The training evaluation system should enable managers to determine learning material and activities supports the training outcomes of the training intervention

One hundred per cent (100%) of the respondents are of the opinion that the training evaluation system should enable managers to determine learning material and activities supports the training outcomes of the training intervention.

A.65   The training evaluation system should enable managers to determine the overall objectives and goals of skills training programmes were achieved of the training interventions

Ninety seven per cent (97%) of the respondents agreed that the training evaluation system should enable managers to determine the overall objectives and goals of skills training programmes were achieved of the training interventions. Two per cent (2%) of them disagreed, while 1% did not respond on the matter.

A.66   The training evaluation system should enable managers to determine the overall effectiveness of the facilitator in terms of the outcomes of the training interventions

One hundred per cent (100%) of the respondents agreed that the training evaluation system should enable managers to determine the overall effectiveness of the facilitator in terms of the outcomes of the training interventions.

4.13   DATA INTERPRETATION OF THE QUESTIONNAIRE

Questionnaires were distributed to the entire target population which comprises managers, line managers and supervisors within the respective departments: Office of the Municipal, Financial and Strategic Support Services, Community Development & Planning Services and Technical Services within the Cape Winelands District Municipality. This section evaluates the themes that were tested in the closed-ended and open-ended statements in the questionnaire with management officials

comprising managers, line managers and supervisors of the respective departments. A total of forty five (45) questionnaires were distributed of which forty three (43) questionnaires were returned, representing a response rate of 96%.

4.13.1 QUESTIONNAIRE: CLOSED- ENDED QUESTIONS

The following themes (B.1 to B.7) were tested in the closed-ended questions in the questionnaire.

B.1   Legislative framework (number A.1 to number A.7)

Since the respondents are in management positions the expectation is that they should all be familiar with the legislative instructions. Human resource development legislative serves as a foundation and guideline for management to develop and build capacity of employees. Twenty eight per cent (28%) respondents indicated that they are not familiar with the training legislative instructions pertaining to human resource development in the Constitution of the Republic of South Africa (RSA, 1996), (number A.1). Forty per cent (40%) respondents agreed that they are not familiar with the training legislative instructions pertaining to the White Paper on Public Service Training and Education, 1997 (number A.2). In terms of the Skills Development Act (97 of 1998) (RSA, 1998) 51% respondents are also not familiar with the legislative instructions (number A.3).

Fifty three per cent (53%) of the respondents agreed that they are not familiar with the Skills Development Levies Act (9 of 1999) (RSA, 1999) (number A.4). Fifty one per cent (51%) respondents indicated that they are not familiar with the South African Qualifications Authority Act (58 of 1995) (RSA, 1995) (number A.5). In terms of the National Qualification Framework (67 of 2008) (RSA, 2008) 46% respondents are not familiar with the legislative instruction (number A.6). Twenty one per cent (21%) of the respondents indicated that they are also not familiar with the Cape Winelands District Municipality Training Policy (number A.7).

Between 20%- 60% of the target population comprising managers, line managers and supervisors indicated that they are not familiar with certain legislative instructions pertaining to human resource development, which display a concern for

both the organisation and subordinates. Legislation equips management to make more effective decision-making in terms of his/her role in the organisation. For example, if management only concentrates on becoming an expert in his/her area of specialisation and neglect their duties to familiarise themselves with other aspects of human resource development it can have a negative impact on the development of their subordinates.

The human resource development function forms part of management duties and responsibilities. For example, a Technical Manager's key responsibility is to focus on technical issues in his/her job. However his/her responsibility is also to ensure that subordinates are developed in order to perform their duties more effectively. Human resource development legalisation has a huge impact on the development of the organisation and the employee and can make provision for various opportunities for both the organisation and the employee.

B.2 **Understanding the concept human resource development (number A.9 to number A.16)**

Between 80% to 100% of respondents agreed that they understand human resource development. Respondents indicated the following in terms of their understanding of the concept human resource development that relates to:

- **Training employees in the organisation**

  Ninety seven per cent (97%) of the respondents agreed on this matter (number A.9).

- **Staying in touch with latest technology**

  Seventy nine per cent (79%) of the respondents felt that they are acquainted with this statement (number A.10).

- **Enhance the health and growth of the organisation**

  Eighty eight per cent (88%) agreed on this matter (number A.11).

- **Training provides opportunities to learn new skills**

  Ninety eight per cent (98%) of the respondents agreed on this matter (number A.12).

- **Organisation stays innovative and competitive to deliver quality services**

  One hundred per cent (100%) of the respondents agreed on this matter (number A.13).

- **Improves the capabilities of employees**

  Ninety seven per cent (97%) agreed on this matter (number A.14).

- **Developing a productive organisational culture**

  Ninety five per cent (95%) agreed on this matter (number A.15).

- **To enhance collaboration among different departments of the organisation (number A.16)**

  Eighty five per cent (85%) agreed on this matter, while 14% disagreed which is a concern (number A.16). One per cent (1%) did not respond on the matter. It is important that management must understand the concept development. Human resource development is not only helping employees with the developing of their skills, knowledge and abilities but it has become essential for the organisation to stay dynamic and growth-orientated. This is to ensure that the organisation accomplished the goals and objectives to deliver an effective service to the community. Therefore, it important that the respective departments within the Cape Winelands District Municipality work well together. For example, the Social Development Division is responsible to implements various community social projects, youth awareness, self-employment programmes. The Social Development Division should work closely with the Financial Department to ensure that the service delivery business implementation plans should be align with the budget. This is to ensure that Financial Department can do a cost effective supply chain process especially with the implementation of projects.

B.3   **Development of human resources ensure that the organisation stays innovative, competitive and maintain quality services delivery standards (number A.17)**

The majority of respondents, 97% agreed that the development of human resources ensure that the organisation stays innovative, competitive and maintain quality (number A.17) in service delivery standards. Bell and Bell (2003:57) explain in the literature that development of human resources has become vital within an organisation which ensures the driving force for the success of the organisation.

B.4   Understanding the need for training (number A.18 to number A.23)

Between 95% to 100% of the respondents were of the opinion that the principal reason for training is improvement of skills, knowledge and attitude, enhance productivity and performance, motivate and stimulate morale of employees (Erasmus *et al.,* 2009:12).

B.5   Employees' understanding of the importance and need for training within the organisation (number A.24)

Eighty six per cent (86%) of the respondents indicated that employees fully understand the importance and need for training within the organisation (number A.24). Literature stresses the importance and need for training from which both the individual and organisation can benefit (Lester and John, 1990:219). Nel *et al.* (2004:426) argue that that training brings about relatively permanent change in an individual leading to an improvement in the ability to perform on the job. In addition, the determination of the need for training is an important requirement for management in any organisation (Nel *et al.*, 2004:435).

For example, the economic growth and changes in the twenty first century forced both the organisation and individual to stay updated with the external and internal forces. Managers are aware that job challenges of employees require continuous improvement in skills, knowledge and attitudes. The Cape Winelands District Municipality went through a challenging phase in terms of the task evaluation process. The purpose of the new task evaluation system included the upgrading and implementing of job descriptions within the entire organisation. Along with the evaluation, restructuring and an analysis was done of each department consisting of the Office of the Municipal Manager, Financial and Strategic Support Services, Community Development and Planning Services and Technical Services. The job

evaluation process forms an important part of development of human resources and is needed for the municipality to ensure that the organisation with its human resources stay innovative, competitive and maintain quality service delivery standards. This procedure is important to determine whether the individual's current work standards are met and maintained, moreover, does the current knowledge and/or skills and/or attitudes fit the current job of the individual.

The content of the individual job duties enable managers, line managers and supervisors to align these duties for development, so that the individual is still required to perform his/her job more effectively. For example, if it turns out that an individual requires in his/her job to have computer skills to perform his/her duties, it is the responsibility of the manager, line manager or supervisor to make the necessary arrangements with the Training Unit to ensure that the individual gets the necessary computer training skills.

B.6   Employees utilise training opportunities optimally (number A.38)

Fifty seven per cent (57%) of the respondents agreed that the employees utilise training opportunities optimally while 43% disagreed on this statement (number A.38). This can be regarded as an area of concern as the literature indicates that it is important that training must be responsive and sensitive to the diversity of learning needs. For example, if the training needs of employees are not aligned with their job duties and what is expected from the individual it can also be one of the reasons why employees do not want to attend training programmes. Career development starts with the job, because employees face different challenges and different tasks to be mastered. If management who is responsible for effective career management shows lack of support to employees in career planning, explaining and assisting them in clarifying their own goals and developing them to be in line with their job duties and objectives of the organisation, it can result in that the individual will become de-motivated and not be interested in any training opportunities.

B.7   Motivation by managers has an impact on the development of employees (number A.39 to number A.42)

Between 91% to 100% of the respondents felt that motivation by managers contribute does have an impact on the development of employees by providing them with reasonable and challenging work activities (number A.39), managers consider

the individual abilities to perform the job functions (number A.40), provide individuals with skills, knowledge and attitude to be successful in completing work activities (number A.41) and recognising individual's self-esteem level in completing their work activities (A.42). Motivation is a strategy that managers can utilise to create a working environment that challenges employees in their work in order to get higher levels of performance. However, it is important for motivational managers to do things fairly in the workplace. For example, managers should ensure that development and training opportunities are fair for all employees. Managers are responsible for providing an environment that is conducive that employees can apply their knowledge, skills and to perform. However, individuals themselves are also responsible for self-motivation to perform their work duties.

4.13.2 QUESTIONNAIRE: OPEN-ENDED QUESTIONS

The following themes (C.1 to C.12) were tested in the open-ended questions in the questionnaire.

C.1   Training Policy develops and builds the capacity of employees (number A.8)

A small percentage of respondents, 7% disagreed with the statement that the Training Policy of the Cape Winelands District Municipality develops and builds the capacity of employees (number A.8 in Annexure B). This figure is, however, regarded as insignificant. The majority of respondents, 93% support this statement. The research found that there is strong support among managers with the existing training legislative framework. However they are of the opinion that the organisational processes are not aligned with the training policy. For example, one of the respondents expressed a concern that the municipality's procurement policy is not supportive of the training policy. It often happens that budgetary constraints that are introduced occur during the middle of the financial year and not enough funds are available for the developing of employees or training cannot proceed to be implemented. This usually results in a situation where training that is necessary in terms of the training needs analysis cannot be provided because of insufficient funds. The procurement policy determines how much money is made available for

training purposes, which amount can be less than the amount originally requested by the various managers.

C.2 Training provides opportunities to learn new skills, knowledge and attitudes (number A.25)

An insignificant percentage of 7% disagreed with the statement (number A.25) reinforcing the fact that training does provide opportunities to learn new skills, knowledge and attitudes as stated in the literature by Van Dyk *et al.* (2001:148). However, one of the respondents was of the opinion that training alone cannot change attitudes of employees. Nel *et al.* (2004:426) state that behaviour change can be brought about by training, amongst other processes.

C.3 Managers face the following challenges in providing the appropriate training for employees in the workplace (number A.26 to number A.31)

- Relevant skills, knowledge and attitude's needed to perform on the job and increase productivity (number A.26).

- Fear of failure during training interventions (number A.27).

- Resistance to new procedures and changes in the organisation among employee (number A.28).

- Lack of commitment, cooperation and motivation to attend training intervention (number A.29).

- Identify the important areas of the organisation where training is needed in the workplace (number A.30).

- Ensure that training is appropriate for the individual needs and is aligned with the job function in the workplace (number A.31).

Between 77% to 93% (number A.26 to number A.31) of respondents comprising managers, line managers and supervisors supported the statement that they face

various challenges in providing the appropriate training for employees in the work place. Twenty three per cent (23%) (number A.29) respondents indicated that managers do face challenges to providing appropriate training for employees due to lack of commitment, cooperation and motivation to attend training interventions in workplace. Respondents were of the opinion that the Human Resource Division must support and guide them with the identification of relevant individual training needs. The Training Unit within the Human Resource Division is mainly responsible for implementation, delivery and coordination of training interventions. However, they also play a critical support and delivery function in terms of training issues for the entire organisation. It is important to ensure that managers, line managers and supervisors understand their role in terms of their training function (Van Dyk *et al.*, 2001:150).

The Training Unit should work closely with managers, line managers and supervisors to consult with them before implementation of training interventions. Managers, line managers and supervisors face difficulty in identifying the right training intervention for the development of employee's skills and knowledge. The Training Unit should provide guidance in terms of how management can plan more effectively with the prioritisation of training interventions and ensure identified training is aligned with the employees' needs and objectives of the organisation.

Steers *et al.* (2004:379) state that managers are familiar with the skills required to improve job performance and productivity, but due to poor working relations with employees they do not permit access for them to attend training. For example, the Engineering Manager has good technical skills but lacks certain soft skills and does not necessarily know how to communicate or consult with a subordinate with the identification of training needs. Most managers make decisions on behalf of subordinates on which training programmes they must attend without consultation. Another finding relating to this strategy is the lack of communication between the human resource division and the respective departments. Managers, line managers and supervisors should guide and keep employees inform of their development needs that they have identify. Through keeping employees well inform will keep the resistance attitudes towards new changes down.

Managers indicated that they need guidance and support with the identification of training needs of employees. Therefore, it is important that management should have an understanding of the legislative instructions pertaining to skills development. For example, the Skills Development Act (97 of 1998) (RSA, 1998) contains certain guidelines that can assist management how to approach the development of skills, knowledge and attitude of human resources in the municipality.

C.4 **Management understands how to motivate subordinates to participate in attending training interventions (number A.32)**

Twenty eight per cent (28%) of respondents disagreed with the statement (number A.32). The most common reasons provided by respondents were that:

- Not all managers understand the art of motivation and their motivational approach can sometimes be regarded as destructive, for example, fear and intimidation.

- Subordinates are not always consulted on areas which they deem require training.

- A competent manager needs to provide the necessary skills to the individual in order for them to be successful but it should be on the level of the individual's ability. If the training intervention is not aligned with what is expected of the individual the outcomes, effort and performance will be poor. It will affect the behaviour of the individual negatively and the objectives of tasks cannot be accomplished.

- Managers do not have an understanding of how to communicate properly to employees.

- Most employees attend training for compulsory reasons and the training does not necessarily match the individual's abilities.

It is important for managers, line managers and supervisors to realise that not all employees are motivated to attend training programmes. Another factor is that not all managers, line managers and supervisors understand how to motivate subordinates to participate in training programmes. This situation can have a detrimental effect on the effectiveness of training as the lack of motivation to participate in training can influence the usefulness of the training provided. Nel et al.

(2004:310) explain that motivated employees are employees who voluntarily do more than what is required of them.

Whenever managers require from employees to use their skills and knowledge on the job, it is important that managers understand employees needs which are in line with the implementation of training programmes and facilities. The training programmes must improve their performance as well as meet the relationship and development needs of employees. Motivated employees want feedback and they want to know how well they are doing on the job.

C.5   Employees are motivated to undergo training (number A.33 to number A.37)

Between 28% to 33% of respondents disagreed with the statement. The most common reasons provided are in terms of the following sub-statements:

- **Potential promotion (number A.33)**

  No promotion opportunities exist within the organisation.

  Individuals attend training because it is compulsory and should not have any expectation.

  The municipality does not have any recognition system in place.

  Employees have low morale because they have to wait until older employees go on retirement or die.

- **To improve skills, knowledge and attitude (number A.34)**

  Training is only implemented in certain Divisions.

- **Incentives (number A.35)**

  No incentive programmes exist within the organisation to participate in training interventions.

  Training should be incentive based and boosts the morale of individuals.

- **Increasing of commitment levels (number A.36)**

  Nine per cent (9%) of respondents disagreed that employees are motivated to undergo training for the increasing of motivation and commitment levels.

- **Employees are motivated to undergo training for the rapid changes in organisation (number A.37)**

Lack of communication from management when changes occurred in the organisation.

Flowing from the above common reasons provided by respondents, between 28% to 33% disagreed that employees are not motivated to undergo or attend training programmes for potential promotion and incentives. This can be regarded as an area of concern as the literature indicates that it is important that management must understand that not all employees are motivated by the same things, in a similar manner or at the same time. Some employees will attend training to develop their career, gain knowledge and to attain certain skills, and not for potential promotion or incentives. For example, people work to satisfy their needs and management must understand the types and strength of employee needs and how they relate to human resource development. Nine teen per cent (19%) of the respondents disagreed that employees are motivated to undergo training for the rapid changes in organisation. It has become important that management must ensure that communication flow from top management to lower level of employees. Communication ensure that employees are aware of changes which will have an impact on them whether they need to attend training urgently and or if no funding is available to attend training.

C.6   The organisation benefits by providing training to employees (number A.43)

Ninety seven per cent (97%) of the respondents agreed with the statement (number A.43) and 2% indicated that they disagreed on this matter because respondents are of the opinion that training is not in line with the organisational needs as well as those of the individual developmental needs.

C.7   Training needs analysis is conducted to identify the training gaps of individuals (number A.44 to number A.49)

Respondents, between 85% to 97%, agreed with the statement. However, respondents indicated the following reasons for not effectively implement training

interventions. The most common reasons provided from respondents are in terms of the following sub-statements:

- **What training is needed? (number A.44)**

  Training provided does not reflect the needs of all.

  Training needs are not identified per individual but per group.

- **Who must attend? (number A.45)**

  In certain departments managers identify employees to attend training, although employees did not indicate it as a need, whereas, employees who did indicate that they would like to attend training are not allowed to attend training interventions.

- **How can training correct the deficiency? (number A.46)**

  There is no job-rotation within the Department: Community Development & Planning Services and Technical Services. For example, Environmental Health Practitioners are satisfied to work in one area for a very long time (between 20-30 years) and it does not consequently provide the opportunity for new young employees to be rotated.

- **What will the outcomes be if training is not undertaken (number A.48)**

  Low self-esteem amongst employees.

  No improvement will take place within the organisation.

  Employees will stay at their current level and chances of being promoted will be limited.

  If training is not undertaken the organisation will stagnate and would not meet any outcomes.

- **How do one determine if outcomes are achieved (number A.49)**

  Change in behavioural patterns amongst employees.

  Employees becoming positive again, disciplined punctual.

  Success is based on the outcome of the training.

  Observing whether there is an improvement in the skills levels and or morale of the employee.

A training needs analysis forms one of the important key points of the development system and must be developed in order for management to have a systematic

understanding of why and where training is needed. However, flowing from the above common reasons provided by respondents between 85% to 97% understand the importance of conducting a needs analysis to identify the training gaps. Coetzee (2007:235) argues that a training needs analysis forms one of the key points in the planning, design and delivery process during any training intervention. For example, the training needs process can be a valuable exercise for the both the Training Unit and mangers, line managers and supervisors in the organisation to step back from their day-to-day concerns and review the current plan to be more effective for future operations.

C.8   ON-THE-JOB training methods are effective for the improvement of the individual, job and organisation (number A.50 to A.53)

Ninety five per cent (95%) of the respondents agreed with the statement that coaching (number A.50), mentoring (number A.51), job-rotation (number A.52) and learnerships (number A.53) are effective on-the-job training methods. Management can utilise these methods for the improvement of the development of the individual and organisation. For example, the Cape Winelands District Municipality offers opportunities in terms of financial internship to students that study towards their financial diploma or degree. Job rotation is one of the learning methods that the Cape Winelands District Municipality utilises to ensure that not only transfer of learning takes place but also a mentorship between a manager and subordinate. The financial internship programmes ensure that the appointed interns are rotated and getting exposure to various sections within the Finance Department.

C.9   OFF-THE-JOB training methods are effective for the improvement of the individual, job and organisation (number A.54 to A.57)

Ninety seven per cent (97%) of the respondents agreed with the statement that case studies (number A.54), in-basket training (number A.55), role play (number A.56) and lectures (number A.57) are effective training methods for the improvement of the individual, job as well as for the organisation. Nel *et al.* (2004:441) and Mcardle (2007:7) indicate that these methods intend to assist individuals to gain new knowledge and skills for specific job functions.

In addition, these methods can guide training professionals and managers when designing training programmes which can include learnerships, short courses, and workshops. For example, within the Cape Winelands District Municipality, National Treasury requires all financial officials and those who are responsible for supply chain management within the municipal entities must comply in terms of the minimum municipal competency levels in terms of the Municipal Finance Management Act (56 of 2003) (RSA, 2003). It is expected of all the financial officials to attend the Municipal Minimum Competency Levels Training.   During this programme officials are exposed to various types of case studies and practical assignments to apply their knowledge and skills more effectively.

C.10   Training evaluation system determines and supports the outcomes of training delivered (number A.58 to number A.61)

Between 95% to 97% of the respondents agreed with the statement. The literature supports the fact the evaluation of training determines and supports the outcomes of training delivered (Coetzee, 2013: 465). Coetzee (2013: 466-467) states that the different outcome levels are tested by the training evaluation system in terms of the following, depending on the objectives of the training intervention:

- Reaction (number A.58) – 95% of the respondents agreed on this matter. It is important that an organisation must identify whether the intervention had value for both the employee and organisation. For example, after the successful delivery of a training intervention is it important that managers can use the completed participant feedback questionnaire, informal comments from participant or focus group sessions with participant's, to determine individuals reaction towards the intervention.

- Learning (number A.59) – 95% of the respondents agreed on this matter. Learning is one of the values can addressed the needs and development of employees. For example, on-the-job assessments and supervisors reports are very effective methods that can be used by management to test the effectiveness of the training intervention.

- Behaviour (number A.60) – 97% of the respondents agreed on this matter. Behaviour test whether employees can apply skills and knowledge of what was learnt. Management can utilise on-the job observation, reports from customers and peers to determine the results.

- Results (number A.61) – 97% of the respondents agreed on this matter. Result can assist management to determine whether there is an increase in the performance of individual and productivity on the job. Manager can see whether the motivation or morale of individual increases. The production increases as well as customer's satisfaction.

The above levels can add great value to measure the effectiveness and impact of the training intervention delivered in order to improve in the future.

C.11 Training evaluation system assists management to determine financial return on investment in training (number A.62)

Ninety six per cent (96%) of the respondents supported the statement, that the evaluation system assists management to determine the financial return on investment in training (number A.62). Respondents' feedback indicated that the organisation does not have such a model in place that can assist management. However, they fully agreed that the return on investment model can assist management to determine consistency, understanding, and credibility before, during and after training has been delivered. Both management and the organisation can benefit from such a model.

C.12 The training evaluation system should enable managers to determine the effective outcomes of the training interventions (number A.63 to A.66)

The following sub-statements determine whether the objectives of training interventions are achieved:

- Learners have achieved the learning outcomes (number A.63).
- Learning material and activities supports the training outcomes (number A.64).
- The overall objectives and goals of skills training programmes were achieved (number A.65).
- Overall effectiveness of the facilitator (number A.66).

Although 97% (number A.63 to number A.66) of respondents agreed on the above statements, the municipality cannot determine the outcomes due to the lack of an internal evaluation system. The lack an internal evaluation system means that

management is not able to answer these questions that form a critical part of the evaluation system process.

- Have the learners achieved the learning outcomes?
- Was the skills programme effectively delivered?
- Did the skills programme achieve its overall objective?
- What could be done differently?
- What needs to be changed?
- How can the programme be improved?

The evaluation of training is a powerful process, which management can use to improve the implementation of development programmes (Blanchard and Thacker, 2003:24). The evaluation of training is the final process and serves as a form to measure quality control and can be used to correct training. For example, the Cape Winelands District Municipality requires only from service providers that after each training intervention they do a follow-up session after three or six months with the identified officials. This follow-up session determines whether these officials were able to apply their skills and knowledge which they have learned during the training intervention. This process ensures that pitfalls are prevented such as poor attendance, learners have fear to attend or they cannot apply the knowledge and skills in their working environment. If it is found that the objectives have not been achieved, the necessary remedial action must be implemented.

It is important that the Cape Winelands District Municipality do not regard the training needs analysis and delivery of training interventions as their primary concern and the evaluation of training programmes as an afterthought. Training evaluations have a substantive and pervasive impact on the development of training programs, internal resources and officials such as the training practitioners and managers, line managers and supervisors need to be increasingly involved as program evaluators.

4.14   CONCLUSION

The research project has explored a number of salient aspects of development of employees. These aspects reflect the responses of management regarding the major themes of the research project. The research project followed a quantitative and qualitative method in the form of a questionnaire comprising closed-ended and

open-ended questions. The research population comprises managers in the Cape Winelands District Municipality. A total of 43 out of 45 questionnaires were received, representing a response rate of 96%. The responses are reported in the form of the diagrams. The research found that the improvement of knowledge, skills and attitude as the principal reason for development of human resources, closely followed by the acquisition of attitudes. In addition, managers, line managers and supervisors fully understand the importance and need for training. The research indicates that managers do face certain challenges pertaining to the appropriate provision of training programmes for employees. The chapter concludes with the evaluation of training that indicates that some managers, line managers and supervisors are not fully conversant with the process of the evaluation of training programmes. The next chapter deals with an overview of the human resource development practice within the Cape Winelands District Municipality as well as recommendations for improvement and future research.

CHAPTER 5: NORMATIVE APPROACH FOR HUMAN RESOURCE DEVELOPMENT WITHIN THE CAPE WINELANDS DISTRICT MUNICIPALITY

5.1   INTRODUCTION

The aim of this chapter is to provide a normative approach for the human resource development practice within the Cape Winelands District Municipality. Firstly, the chapter will highlight certain aspects in terms of the findings made from the legislative framework within the Cape Winelands District Municipality. Secondly, the chapter will discuss in detail the identification and understanding of training needs analysis in terms of knowledge, skills and attitude. In addition, the challenges that managers, line managers and supervisors experience with the implementation of appropriate development initiatives, motivate employees to attend training programmes, as well as the evaluation of training, will be discussed in detail. Lastly, this chapter will conclude with recommendations on how the various challenges faced by the Cape Winelands District Municipality management can be dealt with. In terms of this study, normative guidelines are provided to be considered by management with the implementation of development initiatives to improve the human resource development practice within the Cape Winelands District Municipality.

Further, the empirical study in chapter 4 produced information in terms of which major trends were identified which will be presented in tables. It serves to be mentioned that these tables have been prioritised in such a manner to give guidelines for management to be considered for improvement of the development initiatives. In the tables, only "agree" and "disagree" numbers are presented that can be used by management as normative guidelines. The reason that responses under "strongly agree" and "strongly disagree" had not been reported and only those under "agree" and "disagree" is to show to the management team that there are gaps. The clustering of these independent variables can over emphasise the finding. However, these conclusions do not alter the identified gaps which include the challenges and problems. These challenges and problems become clearer when reporting on the

responses under "agree" and "disagree". Therefore, normative guidelines are provided that can be used by management on matters that need urgent attention for improvement in terms of the human resource development practice within the Cape Winelands District Municipality. In addition, management can use these guidelines to ensure the growth of the employees and the organisation in order to achieve the objectives of the Cape Winelands District Municipality.

5.2   NORMATIVE GUIDELINES OF LEGISLATIVE FRAMEWORK

5.2.1 The human resource development practice within the Cape Winelands District Municipality

The Cape Winelands District Municipality plays a key role in meeting the legislative requirements of the Skills Development Act (97 of 1998) (RSA, 1998) and other relevant legislation (CWDM Education, Training, and Development Policy, 2014), and should provide specific guidance to different stakeholders, encompassing the training committee and the local labour forum, within the organisation. The training policy serves as a foundation and guideline for management which consists of managers, line managers and supervisors, in the respective departments within the Cape Winelands District Municipality. The Cape Winelands District Municipality consists of four departments namely Office of the Municipal Manager, Financial and Strategic Support Services, Community Development and Planning Services and Technical Services. Each department comprising of managers, line managers and supervisors that make up the management team of the respective departments. Further in this chapter, it serves to be mentioned that managers, line managers and supervisors will be referred to as the management team. The municipal manager and executive directors will be referred to as top management.

The policy enables the management team to develop and build the capacity of employees to perform their tasks in a productive and accountable manner while they are in service of the Municipality. The policy is applicable to all the employees of the Cape Winelands District Municipality, which will enable them to get access to opportunities for development but should be still in line with their roles and responsibilities. The policy also makes provision for the community to participate in

education and training programmes at the Cape Winelands District Municipality, for example, for bursars or programme learnership for trainees, or people who are involved in the CWDM community development projects. The intent of the policy is to foster learning and development in the workplace in order to improve the skills and knowledge of all employees and to change their attitudes towards their job and the organisation.

Various human resource development statutory frameworks underpin, impact and inform the Cape Winelands District Municipality Training Policy Framework. Grobler *et al.* (2011:340) state that the manager is responsible for functional training. These frameworks serve as a foundation and guideline for the management team to develop and build the capacity of employees. Therefore, it is expected of the management team that they should all be familiar with the legislative instructions. However, some members of the management team have indicated during the research that they are not familiar with certain legislative instructions which can be a concern for the organisation. This can create various obstacles especially in terms of decision-making with the development of human resources, which will be explained.

5.2.2   Considerations for legislative framework

The responsibilities of the management team regarding training of employees are stipulated in various statutory frameworks. Legislation equips management with the necessary knowledge to make more effective decision-making in terms of his/her role in the organisation.   However, the fact that between 21% to 53% of management indicated that they are not familiar with the legislative instructions pertaining to human resource training, as displayed in Table 5.1 below, implies they need training in some of the policies contained in the legislative framework. It is important that top management prioritise and address the areas where the management team still requires training in terms of the following policies as displayed in Table 5.1 below.   These priorities are determined by analysis of respondents on the themes tested in Chapter 4 (number A.1 to number A.7).   In terms of the following priorities indicated in Table 5.1 top management together with

the management team and the Training Unit should ensure that training can be provided in the following order:

Table 5.1: Understanding of legislation

UNDERSTANDING OF LEGISLATION	AGREE	DISAGREE	PRIORITY
Skills Development Levies Act	40%	53%	1
Skills Development Act	44%	51%	2
South African Qualification Authority Act	42%	49%	2
The National Qualifications Framework (NQF)	42%	44%	3
White Paper on Public Service Training and Education	58%	40%	4
Constitution of the Republic of South Africa	60%	28%	5
Cape Winelands District Municipality Training Policy	53%	21%	6

In Table 5.1 priority 1, 53% and priority 2, 51% of respondents indicated that they have the least understanding in terms of the Skills Development Levies Act (9 of 1999) (RSA, 1999), Skills Development Act (97 of 1998) (RSA, 1998) and the South African Qualification Authority (SAQA) (58 of 1995) (RSA, 1995). This matter is a concern for both the organisation and subordinates since these three Acts are important documents which underpin training in the workplace.

In terms of priority 3, 4 and 5 – the National Qualification Framework (NQF) (67 of 2008) (RSA, 2008), White Paper on Public Service Training and Education (RSA, 1997) and the Constitution (RSA, 1996), the Training Unit can consider to highlight certain clauses within these Acts, or regulations that are applicable and important in terms of training matters.   The Training Unit can then distribute the specific legislations with the highlighted clauses to the management team to keep them up to date.

Regarding priority 6 – the policy of the Cape Winelands District Municipality, 21% of the respondents indicated that they are not familiar with the policy.   Top management and the Training Unit should ensure that they workshop the policy in order to motivate the management team to use this policy in any development initiatives that they plan to implement for the financial year. It should emphasise to

the management team that this policy can serve as a guide in order for them to have a better understanding with the implementation of development initiatives.

In terms of the priorities and the need for training for the management team, the Training Unit should also consider inviting the LGSETA which makes provision on a yearly basis for funding to the municipality. The LGSETA can also explain to top management and management team the importance and role of these policies in terms of the development of human resources.

5.2.3 Normative macro guidelines for improvement of policy implementation

It is recommended that the Training Unit arrange a workshop with the management team and top management to resolve the matter of responsibility for development. The decisions taken at the training workshop should be included in the training policy of the Cape Winelands District Municipality.

The Training Unit should consider reviewing the policy as the need exists in the organisation. For example, stakeholders can discuss and determine whether the training objectives are still relevant to the organisation and the needs of the individuals. During this stage the Training Unit should ensure that issues are addressed and included in the policy by the following steps;

- Consult with the management team during workshops – include their concerns and comments.
- Consult and discuss with the stakeholders comprising the training committee and the local labour forum. For example, these stakeholders should identify whether the objectives of the training policy are still applicable and aligned with the vision and mission of the organisation.
- It is important that these comments and amendments related to the policy be submitted to the Union Representatives to be signed-off and be approved by Council.
- The Training Unit together with the management team from the following respective departments: Office of the Municipal, Financial and Strategic Support Services, Community Development & Planning Services and Technical Services can embark on an awareness roadshow with employees. Through

these roadshows the Training Unit can promote the policy to keep employees informed of the development opportunities available to them, for example, how employees can further their studies via the internal study aid bursary fund. It should be explained to employees what are the benefits and the disadvantages if they make use of the study aid.

- During these roadshows the Training Unit and the management team can use the comments and feedback from employees whether the policy is still aligned with the training needs of the employees, jobs as well as the organisational objectives.

Through the above process, the Training Unit could ensure that they get buy-in and co-operation from stakeholders comprising of top management, management team, training committee, local labour forum, union representatives and employees with the implementation of development initiatives. The municipality, together with the stakeholders (top management, management team, skills development, facilitator, labour, and training committee) are responsible to ensure that the necessary training standard operating procedures are effectively implemented to achieve the objectives and outcomes of the training policy.

Therefore, it is important that the following training operating procedures also be included in the policy in order to support the management team with their role in terms of human resource development.

- Responsible role-players for human resource development

It should be clear who is responsible and what are the responsibilities of the people involved during the development of human resources. It is important that the executive directors from the respective departments be involved in terms of the following matters: strategy of the municipality in terms of the needs and value of training interventions, support for the training plans, and provision for inputs and feedback as required from time to time of the training reports.

The management team is responsible for identification of the individual's training needs. They should be actively involved in decision-making, identification and implementation of training intervention. They are responsible to liaise with the

Training Unit regarding the identification of development needs of their subordinates. The management team should familiarise themselves with the necessary human resource development statutory frameworks which are applicable and form part of the identification and implementation of development initiatives. The management team should realise the importance of why employees should attend training interventions. They should ensure that the identified training needs be aligned with the departmental business plans and objectives, as well as the timeous submission of departmental training needs to the Training Unit to be included in the Work Skills Plan. In addition, the management team should assist the Training Unit to monitor, evaluate and review the progress of training interventions. The Training Unit in charge is responsible to ensure the quality and effectiveness of the implementation, coordination, monitoring and evaluation of training interventions.

Employees should play an active role in the identification of their own training needs that should be aligned with the job duties as well as their career planning. Employees should be involved during the planning phase of training interventions. For example, they should consult, be cooperative, and take an active part in training interventions they have committed themselves to participate in. Employees should liaise with their supervisor, line manager or manager the time schedule of training interventions and when they will return to work. Employees should ensure that they submit attendance registers and copy of certificates to the Training Unit and inform their supervisor, line managers or manager if they are unable to attend courses due to sickness, personal or urgent work matters.

- Consultation with employees

Consultation is one of the key principles before the implementation of development initiatives. Consultation makes it possible to discuss and negotiate to reach consensus between the manager, line manager or supervisor and employees and the Training Unit. Section 5(2)(f) of the Skills Development Act (97 of 1998) (RSA, 1998) provides a guideline for management on how development in the municipality should take place as well as consultation with various stakeholders, which is crucial. It is the responsibility of management to consult with subordinates to determine their training needs. The executive director of each department should identify a training

champion who acts as a representative for the employees and is responsible to coordinate, communicate and consult on training matters. The training champion can work closely with the Training Unit to keep the management team up to date upon any new or changed training issues, such as training legalisation, budget or feedback on training interventions.

- Prioritisation and submission of training needs to the Training Unit

The management team is responsible to ensure that training needs are prioritised and in line with the job content of the individual, improve the performance of the individual and to achieve the objectives of the organisation. After proper consultation it is expected from the training champion within the respective departments and directorates to submit the needs in a specified time to the Training Unit within the Human Resource Directorate. The Training Unit should ensure that the identified training needs are prioritised and captured on the system. It is important that the Training Unit should work together with all the departments to ensure that all training needs are gathered, analysed and addressed in terms of the organisation objectives and the job duties of the individual. The Training Unit should ensure that the necessary funds and resources are available to implement and roll-out the training interventions. For example, the Training Unit should submit the Workplace Skill Plan and Annual Training Report, timeously to the LGSETA in order to access funds annually. The Workplace Skills Plans represent the development strategy plan which ensures that the Cape Winelands District Municipality achieves the training objectives of the organisation.

These training funds are used for various training interventions for example, learnerships and short learning programmes which form part of the development of the employees. It is important that the Training Unit communicate with the respective departments to keep them informed when funding is not available for certain training interventions. For example, certain skills programmes are more expensive than others which prevent the Training Unit to implement all training programmes. Therefore, the Training Unit should keep the training champions informed if they are unable to implement certain skills programmes. For example, the minimum municipal competency levels training programme which all financial officials have to

comply with in terms of the legislation requirements is much more expensive compared to a welding course for the diesel mechanic officials. The Training Unit should prioritise training programmes in terms of what is really needed and important for the municipality as well as for the development of the employees to be more productive in the workplace. It is also important that the Training Unit should emphasise that development of skills, attitude and knowledge of employees should improve their performance.

Furthermore, the Training Unit should ensure that the identified interventions are in line with the job, individual job duties and that the objectives of the department and organisation can be achieved. For example, the municipality should equip and empower management with regular and updated knowledge, skills and attitude on how to conduct and deal with disciplinary hearings in line with the principles of fairness and equity in labour relations. The municipality should consider to appoint an accredited, experienced, qualified practitioner that can equip officials with the necessary competencies to ensure that they can fulfil their managerial obligations in the workplace. This is to ensure that the training programme enables management with an understanding of the disciplinary procedures of the workplace which are in line with the overall objectives of the organisation.

- Training budget and procurement

The training budget of Cape Winelands District Municipality is centrally located within the Training Unit to ensure effective management of funding for the implementation of various development initiatives. It ensures the timeous reporting to the necessary committees and stakeholders. Therefore, it is important that the training budget of the municipality should be aligned with the legislative requirements of the LGSETA and the strategic objectives of the respective departments and organisation. It is important that the Training Unit consult and report back to the respective departments in terms of the financial aid available for training requests and implementation of training interventions. The Training Unit should ensure that suitable external accredited, experience and qualified service providers be procured for the implementation and roll-out of training interventions.

Before appointing a suitable training provider the Training Unit together with the management team should ensure that the service providers comply in terms of the conditions, criteria and specifications as set out in terms of the supply chain management process of the Cape Winelands District Municipality. Training interventions should meet the expectations of the municipality allocated training budget, employees and resources. Therefore, the Training Unit should ensure that the necessary funding is available before the implementation, monitoring and evaluation of any training interventions. The Training Unit should discuss with the preferred training provider the specific outcomes, course roll-out, logistical arrangements, special equipment requirements and needs arrangements to ensure effective and efficient implementation of the training interventions. The Training Unit in consultation with the management team and training provider should ensure that the designing of the programmes fits the needs of employees and is in line with the organisational objectives.

The management team and the Training Unit should remember that employees in the municipality will always need training, therefore training should be useful for both the organisation and the individual. For example, within the Cape Winelands District Municipality financial officials comply currently in terms of attending the minimum municipal competency levels training programme. However, it is important that all non-financial managers, line managers and supervisors should as well be trained on the minimum competency levels training programme. The non-financial officials, managers, line managers and supervisors should only attend the unit standards that are applicable in terms of their work duties. This is to ensure that the management team are familiar in dealing with procurement procedures and financial matters in terms of their day to day work duties. This training programme can equip management with certain knowledge and skills to do their work more effectively especially when they deal with certain financial aspects.

5.3   NORMATIVE GUIDELINES FOR TRAINING NEEDS ANALYSIS

5.3.1   Training needs analysis process within the Cape Winelands District Municipality

It is the responsibility of the management teams to consult with subordinates to determine their training needs. It is expected of the management team to do proper consultation with their subordinates within the respective departments and directorates before submitting their training needs within a specified time to the Training Unit. For example, before the training needs of the respective departments are submitted to the Training Unit, the training champion who acts as a representative for the employees in each department, is responsible to coordinate, communicate and consult on training matters.   The management team in collaboration with the training champions is responsible to ensure that training needs are prioritised, captured and in line with the job content of the individual. Development of employees in the organisation should fits and supports the organisation's goals and objectives and that these employees can apply and transfer the skills and knowledge that were learned.

Grobler *et al.* (2011:340) state that managers are not usually facing the question whether there should be training. Rather, they should be facing the question of how often subordinates should be trained; what outcomes should be expected and what will be the cost involved. In this regard management has its own perception of how employees understand the importance and need for the training. For example, funds are wasted on employees for whom training needs have not been identified, but due to the compliance target they are forced to attend. Before training is offered by the Training Unit, it is the responsibility of the manager to determine which employees in his/her department have a need for such training.

5.3.2 Considerations for understanding and determination of training needs

Coetzee (2013:55) states that training for the sake of training is not an economic proposition. Many respondents in the empirical study are of the opinion that many training interventions are offered simply because the Training Unit has decided to offer the programme. It is important that training should be offered strictly on the basis that there is a need for such training. Another important factor is that the

respective departments and Training Unit should work together to ensure that the identified training is being implemented.

In Table 5.2, it is indicated that there is a measure of uncertainty amongst some members of management (between 2% to 15%), about conducting a training needs analysis within the Cape Winelands District Municipality. Therefore, the Training Unit and the management team within the respective departments should look at the priorities in Table 5.2 below and implement a method to do a proper need analysis to avoid uncertainty amongst the management team and the subordinates. These priorities are determined by analysis of respondents on the themes tested on questions in Chapter 4 (number A.44 to number A.49).

Table 5.2: Determining training needs

DETERMINING TRAINING NEEDS	AGREE	DISAGREE	PRIORITY
Training needs analysis is conducted to identify the training gaps of individuals. Managers utilise the following questions to effectively implement training interventions			
What will the outcomes be if training is not undertaken	73%	15%	1
How do one determine if outcomes are achieved	78%	13%	2
What training is needed	65%	7%	3
Who must attend	79%	5%	4
When will training take place	79%	5%	4
How can training correct the deficiency	81%	2%	5

In Table 5.2 in terms of priorities 1, 15% of respondents indicated that they are unsure of what the outcomes will be if training is not undertaken during the implementation of a training intervention. Priority 2, 13% of respondents indicated that they are unable to determine whether outcomes of a training intervention has been achieved. If management is unable to answer these questions during the training needs analysis, it can cause harm to both the organisation and the individual. Management respondents felt that they need support from the Training Unit, with the determination of appropriate training outcomes that are aligned with

the departmental objectives. It is important that management together with the Training Unit do a proper needs analysis of the training needs to test what training interventions are really required for both the organisation and the individual (Nel, *et al.,* 2004:440). During this analysis the Training Unit with the management team can determine whether these needs are relevant and that the necessary outcomes aligned with the objectives of the organisation and the respective departments.

In terms of priority 3, 7% of the management team indicated that they are not certain what training is needed. Management respondents are of the opinion that the training interventions are not always relevant to the skills, knowledge and attitude required to perform the job. During the determination of training needs phase the practitioners within Training Unit can guide management on how to align career development with the job duties of the employees. The management team should be able to determine training needs of his/her subordinate during a one-on-one consultation meeting. During this meeting a development plan can be developed with clear time-frames that should indicate what training is required by the subordinate. The development plan can be used as a guide by the management team to ensure that training is aligned with the job functions of the subordinate. Management should be aware of factors such as that employees face different challenges and different tasks to be mastered. The training practitioner should explain and guide management how to align career planning, with the individual's own development goals. These goals should then be developed to be in line with the individual's job duties and objectives of the organisation.

Relating to priorities 4 and 5, (between 2% to 5%) of the management team are not sure who of the officials must attend training interventions. However, when the Training Unit with the management team conducts a proper needs analysis, a training implementation action plan can determine which officials need the training and by when should training be attended. This training implementation action plan can also guide the management team to prioritise training interventions from most important to least important. In addition this training plan can also help both the Training Unit and respective departments that funds are not wasted on unnecessary training. For example, in this training implementation action plan, the management

team can identify which training interventions are required according to compliance in terms of legislation and actual needs. It can also identify which training intervention is needed for poor performance of officials. Details explained in section 5.3.3.

5.3.3 Normative guidelines for role players to determine and understand training needs

It is further recommended that the Training Unit consult and work together with the management team through having meetings from time to time to determine the roles and responsibilities of different role-players in determining training needs. During these meetings roles, responsibilities and procedures can also be discussed especially in those areas where management struggle to follow the process. It is important that management should take responsibility for their role during the training needs analysis.

- **Roles and responsibilities of management team**

Management should be sensitized and understand their role in terms of human resource development. It is also important for them to understand that training for which there is a need should be offered to employees. Therefore, it is important that management should appoint training champions within their department to assist individuals how to identify their needs. The Training Unit can ensure that these champions get the basic human resource development training in guiding, advising and coordinating the needs of the departments. This action is necessary to ensure that the planned training interventions are aligned with the needs of the individual's job functions, self-development and the overall objectives of the municipality.

If management only concentrates on becoming an expert in their area of specialisation and neglect their duties to familiarise themselves with other aspects of the human resource development it can have a negative impact on the development of their subordinates. The human resource development function forms part of management duties and responsibilities. For example, a technical manager's key responsibility is to focus on technical issues in his/her job. However his/her responsibility is also to ensure that subordinates are developed in order to perform

their duties more effectively. A thorough needs analysis should be undertaken before training of any kind is undertaken. When training is offered by the Training Unit, it is the responsibility of the manager to determine which employee in his/her department has a need for such training. For example, before the submission of training needs from the respective departments of Office of the Municipal Manager, Financial and Strategic Support Services, Community Development & Planning Services and Technical Services within the Cape Winelands District Municipality, the Training Unit should consider consulting with management on the priority of training needs.

- **The role of the Training Unit**

The Training Unit forms part of the Human Resource Section and is responsible to implement, evaluate and coordinate training projects for the entire municipality. The Training Unit is responsible and manages the funding of all training interventions. All training is funded from one centralised budget. It is important that the Training Unit work together with all the departments within the Cape Winelands District Municipality to ensure that all training needs are gathered, analysed and addressed in terms of the following key areas; the organisation, the job and the individual.

To ensure that training needs will be addressed and the desired outcomes be achieved, the Unit can follow a process by asking the following questions.

- Why is this specific training needed?
- What skills, knowledge, abilities or attitudes need to acquired or strengthened for now and the future?
- What is the cause of the gaps between desired competence or performance and current competence or performance?
- What are the expected outcomes that should be achieved?
- Will the training intervention benefit both the organisation and individual?
- Is training aligned with the objectives of the department, and the overall organisation and budget?

The Training Unit could further assist management team to review the development plan of the employee every six months to see whether the employee is on the right path. The development plan can help the management team to determine the following aspects:

- What are the competencies that an individual should have to perform his/her job more effectively and productively?

- Where is training needed in the organisation or department?

- What should the employee learn in order to satisfy the required competencies?"

- The individual answers the question – What specific training does he/she need?"

Conducting such an analysis is time consuming, but it is ultimately more cost effective. Since the major cost of training is the time and overhead of having people in a training session, the up-front analysis is an effective way to reduce the total cost of implementing an employee development plan.

The development plan can assist management and the Training Unit to ensure that training impacts positively both the individual and organisational performance improvement. In addition, this plan can ensure that the employees who need training are the ones who actually receive it to fill the gap between actual and desired performance. This can only be achieved by discussing and consulting with management. When results are positive, the information can be used to ensure that the implementation and roll-out of the training intervention can continue.

5.4. NORMATIVE GUIDELINES FOR MANAGERS FACING CHALLENGES IN THE WORKPLACE

5.4.1 Challenges managers face in providing appropriate training in the Cape Winelands District Municipality

Management often face common challenges relating to overall provision of training. Steers *et al.* (2004:379) explain that it is important that managers should be aware of the challenges that they might face in providing appropriate training for employees. These challenges include choosing assignments that are stimulating, individual ability, preparation of the individual by the manager, the outcomes of acceptable performance, and the appropriateness of the outcome. A manager should present a reasonable challenging assignment to the employee, for example unchallenging activities may lead to boredom, frustration and marginal performance (Steers *et al.*, 2004:379).

Certain challenges management faces were identified in the open-ended responses as relating to the following:

- Lack of commitment and motivation from employees to participate in training interventions.
- Poor working relations amongst management and subordinates.
- Low morale and negative attitudes towards the organisation.
- Fear of failure syndrome during training interventions.

Challenging work allows for self-confidence, education, ability development, training, skills and experience. Managers are responsible and play a vital role to manage and lead employees by providing the necessary support to make sure training is working for the organisation and the individual.

5.4.2 Considerations for challenges managers face in providing appropriate training

As displayed in Table 5.3, in terms of priority 1 (priorities are determined from analysis on the themes tested in Chapter 4, from number A.26 to number A.31) 23% of respondents indicated that they face a lack of commitment and co-operation from employees to attend training programmes in the Cape Winelands District Municipality. Despite the challenges in the current economic environment it is important that management within the Cape Winelands District Municipality understand the value of training for their employees. When management deliver training they make employees more self-reliant, therefore the quality of training is critical to increase productivity and decrease employee turnover to ensuring a happy and productive workforce. Managers should consider using training as a reward to motivate employees. For example, if an employee performs above what was expected from him/her, management can arrange that the subordinate attend a conference or workshop that could further develop his/her knowledge and abilities.

In terms of priority 2, 19% of the respondents indicated that officials have a fear of failure and this usually results in that officials are not motivated to attend or complete training interventions. Officials should not feel forced to attend training. If they do feel forced to attend training, it will cause harm for both the organisation and

individual. It is important that managers enable themselves to understand these aspects of human perception of employees. For example, the Adult Educational Training (AET) programme is currently a key programme which empowers illiterate and semi-literate employees with the stepping stones on their path to lifelong learning. Fear of failure syndrome is an emotional barrier that prevents some of the AET learners to believe in their abilities. Many of these AET learners have had a bad past learning experience which caused that they are emotional with a low self-esteem. This syndrome is difficult for learners to overcome and most of them have the tendency to drop out or do not want to attend classes. Although learners received support and assistance from facilitators, the role management plays by motivating and encouraging learners during training programme has a huge impact. It is imperative that the facilitators as well as managers put certain motivational strategies in place in order to help learners to overcome the fear of failure. For example, facilitators can give learners some challenging tasks in the learning areas in which they perform well. Whenever learners excel in certain learning areas these results should be communicated to management and the learner informed of this action in order to encourage and motivate them.

Table 5.3: Challenges managers face in providing appropriate training

MANAGERS FACE THE FOLLOWING CHALLENGES IN PROVIDING THE APPROPRIATE TRAINING FOR EMPLOYEES IN THE WORKPLACE	AGREE	DISAGREE	PRIORITY
Lack of commitment, cooperation and motivation to attend training interventions	65%	23%	1
Fear of failure during training interventions	79%	19%	2
Resistance to new procedures and changes in the organisation among employees	72%	12%	3
Identify the important areas of the organisation where training is needed	72%	9%	3
Ensure that training is appropriate for the individual needs and is aligned with the job function	74%	9%	4
Relevant skills, knowledge and attitude to perform on the job and increase productivity	74%	7%	5

Priority 3, indicates that 12% of the management team struggle to identify which areas within the organisation need training. It is important that the management team and the Training Unit should communicate before implement any training intervention.   They can have a meeting every six months to discuss the implementation of training, what has worked and what has not worked after training interventions. During these meetings they can put a plan of action in place with due dates for feedback and reporting purposes of training interventions.

In terms of priorities 4 (9%) and 5 (7%), some management members indicated that they do face challenges to align training interventions with job duties of employees. During the training needs analysis process the management team in collaboration with the Training Unit can determine whether the job duties of employees are aligned with the training interventions.   Individual needs should be aligned with their job duties to ensure growth for the individual as well as the improvement of performance and productivity.   For example, if a manager found an employee incompetent in his/her job the manager should provide proof of evidence to the Human Resource Division that shows that certain remedial training should be put in place that could assist the employee. The evaluation analysis should proof that the intervention that was identified address the problem whether it is poor performance or attitude problems of the employee.

In order for management to deal with the above challenges more effectively and in a proper professional manner the following is recommended. In order to provide support the Training Unit should consider arranging a management development training intervention with managers, line managers and supervisors.   The management development training intervention should include basic management soft skills to assist management on how to deal with these challenges. For example, the Training Unit should ensure that the course content of the management development interventions includes the following basic management skills: human relations management, coaching and mentoring, dealing with personal development plans and conducting individual performance interviews.

These interventions can sensitize managers in facing and dealing with these challenges. For example, if management who is responsible for effective career management shows interest and support to employees in career planning, explaining and assisting them in clarifying their own goals and developing them to be in line with their job duties and objectives of the organisation, the individual may become motivated and be interested in training opportunities.

5.5. NORMATIVE GUIDELINES FOR MOTIVATING EMPLOYEES

5.5.1 Motivating employees to participate in attending training interventions

An employee that is motivated to attend a training programme stands a good chance of gaining much benefit from such training programme. Nel *et al.* (2004:310) explain that motivated employees are employees who voluntarily do more than what is required of them. One of the reasons was verified in the open-ended responses by management as, "not all managers understand the art of motivation and their motivational approach can sometimes be regarded as destructive", for example, fear and intimidation". A manager should have an understanding and the knowledge how to practice the theories of motivation. To understand motivation, one should understand human nature itself as this is the prerequisite to effective employee motivation in the workplace, and therefore effective management and leadership. Managers should have the abilities and understanding that motivation can be extremely useful in the workplace. Management should ensure that they can motivate employees on different levels.

5.5.2 Considerations for motivation of employees

In terms of Table 5.4 priority 1 (priorities are determined from analysis on the themes tested on questions in Chapter 4, from number A.33 to number A.37) respondents (23%) indicated that incentives are not a motivational factor to motivate subordinates to participate in training programmes. Management perception (21% of respondents) during the research was that not all employees are motivated to participate in training programmes to be promoted (priority 2). Therefore, it is important that management should understand that not all employees are motivated by the same things, in a similar manner or at the same time to participate in training programmes. Both extrinsic (money) and intrinsic (self-satisfaction) factors can

serve as a means to motivate employees to participate in training programmes. For example, some employees will participate in training interventions to develop their career, gain knowledge and to attain certain skills, and others will do it for potential promotion or incentives. McClelland's motivational theory explains that people work to satisfy their needs and management must understand the types and strength of employee needs during development of initiatives (Blanchard and Thacker, 2003:450).

Table 5.4: Motivation of employees

EMPLOYEES ARE MOTIVATED TO UNDERGO TRAINING FOR THE FOLLOWING REASONS:	AGREE	DISAGREE	PRIORITY
Incentives	55%	23%	1
Potential promotion	49%	21%	2
Rapid changes in organisation	76%	19%	3
Increasing commitment levels	84%	9%	4
To improve skills, knowledge and attitude	74%	2%	5

Table 5.4 shows that in terms of priority 3, 19% of the management members do feel that employees are not motivated to participate in training programmes due to rapid changes within the organisation. It is important that management members communicate to subordinates when any changes occur in the municipality. Management members should keep subordinates informed about any changes and how these changes will be implemented. For example, when changes occur in terms of the training legalisation that might have a negative impact on the morale of the employees, as well as changes in the municipality. The Training Unit should communicate any matters that might affect the development of human resources, to the management team in the respective departments to ensure that changes are communicated and implemented as required by legalisation. Through proper communication between management and the subordinates anger and fear amongst subordinates on any changes that occur may be avoided. Proper communication with employees will prevent negative attitudes towards work duties or resistance to attend training interventions. For example, it is the responsibility of the Training Unit

in collaboration with the management team to inform the employees within the respective departments if training interventions cannot be implemented for a specific financial year. They should provide valid reasons to employees, for example, delays in funding from the LGSETA.

Another important matter is that management should ensure that employees are involved with the changes that might affect them. This will prevent that employees feel resistant and do not want to participate in training activities that have to be implemented within the municipality.   Management can for example, request comments, inputs or feedback from subordinates in terms of changes. This situation can have a detrimental effect on the effectiveness of training as the lack of motivation to participate in training can influence the usefulness of the training provided.

In terms of priorities 4 and 5, (between 2% to 9%) of the respondents indicated that some subordinates are not motivated to participate in training interventions to increase their commitment levels. If a manager requires from a subordinate to attend training to improve certain skills and knowledge for a job, it is important that the manager provides feedback to the employee on how well he/she is doing in terms of his/her performance on the job. Motivation is a skill which can and should be learnt as it is essential for managers to succeed in what and how they do things in the organisation. For example, management team that are committed should have clear development objectives for subordinates and the department. A manager should know what employees would like to achieve and the expected outcomes in terms of the development strategy for the department. In addition, the management team should be able to create a supportive environment that motivates employees to develop and participate in training interventions.

It is recommended that the Training Unit have a workshop with the management team where it is explained how employees can be motivated to participate in training programmes. To manage and sustain the human resource development function of the Cape Winelands District Municipality requires a dynamic and flexible approach from management which contributes to the organisation's capability and adds value to the employees. Therefore, it is important that the Training Unit and management

team should help build and enhance the organisational learning culture through supporting the implementation of the human resource development strategy.

The Training Unit in collaboration with management comprising management team can keep managing and sustaining a learning culture within the organisation by:

- Encouraging managers, line managers and supervisors to accept responsibility for the identification of their employee's training needs;

- Encouraging managers, line managers and supervisors to set challenging learning and development goals for employees;

- Regular feedback to individuals on learning achieved;

- Encouraging management to identify learning opportunities in jobs for employees and to provide new experiences from which employees and managers can learn;

- Creating an environment of acceptance for employees, when learning some mistakes are inevitable, but the employees should learn from them;

- Encouraging off-the-job, on-the-job training and other learning activities.

- Ensuring that quality training interventions are developed within the framework to keep employees motivated to participate in training programmes.

5.6   NORMATIVE GUIDELINES FOR THE EVALUATION OF TRAINING

5.6.1 The evaluation of training outcomes

This phase determines the effects of training on the individual, the job and the organisation, therefore the evaluation of training can be used to improve the effectiveness of the human resource development programmes. Evaluation is the final phase in the development system, and serves as a form to measure quality control and can be used to correct ineffective training. In addition, the evaluation of the training ensures that the impact of the training does not diminish. This phase is a powerful tool for managers to improve the training for example it can determine whether the training objectives and outcomes have been achieved. This phase can also identify problems and put corrective action in place for the next intervention. Coetzee *(*2013:465) states that training given to employees should be evaluated to determine whether such training served its purpose. Training is normally evaluated through testing the employee's reaction, learning, behaviour and results.   It is

important that such evaluation be undertaken at a reasonable time after the training has been undertaken.

Although management respondents (between 71% to 79%) indicated that they support the statement that the evaluation of training should aim to determine the following outcomes which are learning, behaviour, results and reaction, it has been found that Cape Winelands District Municipality does not have an internal training evaluation method currently in place. The municipality utilises the feedback reports of external service providers after training interventions to determine whether these outcomes have been achieved. This method only determines and evaluates the training interventions, which is one part of the training evaluation process. However, it does not determine the outcomes if learning have occurred, did it impact the behaviour, and what are the results and reaction after the training intervention.

5.6.2 Considerations for evaluation of training

Table 5.5 displays that a small percentage (between 2% to 5%) of the management team is not fully conversant with the process of evaluation of training. Evaluation the outcomes of training can be a challenging task. However, without a proper evaluation system the organisation cannot determine for example outcomes, process, impact and the financial return on investment after training has been delivered.

Table 5.5: Evaluation of training

EVALUATION OF TRAINING	AGREE	DISAGREE	PRIORITY
The **training evaluation system** of the organisation determines and supports the following outcomes after training has been delivered			
Reaction: Intervention had value for both the employee and organisation	71%	5%	1
Learning: Addressed the needs and development of employees	78%	5%	1
Behaviour: Employees can apply skills and knowledge of what was learnt	71%	2%	2
Results: Increase performance level and productivity on the job	76%	2%	2

In terms of priorities 1 (priorities are determined from the analysis on the themes tested on questions in Chapter 4, from number A.58 to number A.61), 5% of the management responded that they felt uncertain about the training evaluation process of the municipality. However, no system is in place to determine the outcomes of the learning and reaction of officials which could be a concern. Due to the fact that the municipality never had an evaluation system in place, management felt that the current practice is appropriate for them. For example, within the current context of the municipality, service providers are required to do a follow-up session after three or six months with the identified training officials after each training intervention. This follow-up session determines whether these officials were able to apply their skills and knowledge which they have learned during the training intervention. However, this method does not support the outcomes in terms of behaviour, reaction, learning and results of the evaluation system.

The organisation cannot only depend on the feedback of the service providers; it is important that the municipality should have its own internal training evaluation method that can enable managers to determine the impact of the intervention on the employees in their respective departments. For example, most of the lower level employees employed within the Roads Section have a lot of years working experience but lack reading and writing skills. The Adult Educational Training (AET) programme is currently a key programme which empowers illiterate and semi-literate employees, with the stepping stones on their path to lifelong learning and development. The role of the learning programme is to enable workers in the workplace to be promoted for example, from a general worker to a supervisory position. Therefore, it is critical that the supervisor should measure and evaluate the impact this programme has on the subordinate. For example, can the employee after he/she successfully completed the learning programme read and write which is expected of him/her?

The Training Unit should consider supporting the management team to use a user-friendly combination of methods such as observation and questionnaires. These methods can assist management as well as the Training Unit to determine whether the competencies that have been learned, have been applied towards improved

performance and changes in their behaviour. For example, questionnaires are a tool that may provide information about the employee reactions to a specific training event. This information can assist the Training Unit whether the training material or medium used is best suited to the training content. Observation is another method that enables management to determine whether the employee can apply his/her skills and knowledge of what was learnt as well as changes in the behaviour.

Regarding priorities 2, 2% indicated that the current system does not support the behaviour and results of employees, after training has been delivered. Management can also consider establishing the use of employee portfolios. The Training Unit can guide management through collecting information by using the following training evaluation approach. Information about the competency learning can be collected through employee portfolios. An employee portfolio is one of the methods that can be used by management about the level of mastery of a particular knowledge, skill or attitude following a training intervention.

It is recommended that the Training Unit and the management team have a session to decide together on an effective evaluation method that will be fit for the needs of the municipality. During this session the Training Unit should consider doing an analysis to determine the barriers within the training evaluation system. It should be explained to management that evaluation of training is critical in determining the return on investment for the organisation. Since training costs the organisation, the organisation should ensure that it gets value for its money. Upon the outcomes of the analysis the Training Unit can decide which remedial action they will put in place to ensure that management do not avoid or get discouraged to evaluate training. Barriers could be that the model is too complex, inconsistent use, and management may not have the necessary skills to conduct evaluations. For example, if the Training Unit identified that management do not have the skills to do evaluation, the Training Unit should consider addressing problems and guide and support managers from time to time by having bi-annual sessions on the evaluation of training. By having these sessions management will be kept informed on any changes in the system and technology, as well as putting emphasis on the importance of evaluation of training. Management can agree on the evaluation criteria which may be quite

specific to the individual interventions and their context. There may be some core evaluation criteria which should be collected from each programme but these could be weighted differently depending on specific programmes.

The Training Unit can assist management on how to evaluate the feedback provided by individuals after they attended a training intervention. Management should use the portfolio of evidence for informational purposes pertaining to training evaluation only. They should be careful that results are not linked to employee performance. The line manager and or supervisor should ensure that assigned activities be done in the required timeframe. Managers, line managers and supervisors should provide feedback to the employee on his/her strengths or areas that can improve. This feedback process could be useful when it is conducted early in in the process with the employees in order that he/she can benefit from any resultant adjustments. Management team and employees can at the same time benefit from the evaluation process, if feedback is acted upon for the benefit of the training intervention.

It is important that the evaluation system that will be implemented should support the municipality evaluation of training interventions, to measure quality control of the training interventions that were successfully implemented. However, it should also measure the training interventions that could not be implemented due to lack of funding or unplanned activities. The Training Unit and management team should ensure that the training activities receive strong endorsement from top management. With their support managers are likely to stay open, transparent and motivated with the evaluation of training. With top management support, a sufficient budget can be provided to achieve the objectives, with the implementation of more effective human resource development initiatives within the Cape Winelands District Municipality. For example, the management team and Training Unit can decide in the future on appointing a consultant that can assist them to improve the current evaluation of training.

In addition, a consultant can also cover certain areas that were highlighted in terms of the findings of the research study such as soft skills needed, dealing with challenges during the identification, implementing and evaluation of development

programmes, methods that can be used to motivate employees to participate in attending training and techniques to ensure training improves and is sustained. This is to ensure that both the municipality and employees grow and stay productive. In addition, this study could also enable management to assess the impact and the return of investment for both the individual and the organisation. To ensure continuous buy-in from top management the Training Unit can provide a detailed feedback report to them. The report can contain the following matters; what has been achieved, report on the gaps and reasons why objectives had not been achieved and a plan of action on how will the Training Unit together with the management team improve the effectiveness of human resource development within the municipality.

5.7   CONCLUSION

Development of employees in the public sector has always been a prominent issue in a political environment where people are increasingly making demands for public services such as housing, welfare, security and basic essential services. The Constitution (RSA, 1996) entrenches people's right to basic services and the sphere of government that is responsible for such service.

Human resource development is geared to promote knowledge, skills and attitude of employees in the workplace. As such, a particular approach is necessary to ensure that development initiatives are undertaken in an efficient manner. Training essentially requires the determination of training needs before it can be administered. In essence, training needs analysis provides information on which areas of the work employees require training. Once the need for training has been identified, the appropriate training method should be selected. Methods that are common include demonstration and lectures which can take place through either on-the-job or off-the-job training. After the training has been given, a deliberate attempt should be made to evaluate the training to determine whether the training has served its purpose. The evaluation of training involves looking at the employee's reaction, learning, behaviour and results of work performed. If the evaluation indicates that the expected outcome had not been obtained, the training must be repeated.

The research problem is defined as the implementation of human resource development initiatives have become a challenge for management within the Cape Winelands District Municipality. Challenges like the relevant statutory frameworks, analysis, understanding and determination of training needs and the evaluation of the human resource development programmes, to assess the impact for both the individual and the organisation. The information required to conduct the empirical study is found in the literature on development, education, training, learning, coaching and mentoring. The overview of the statutory framework is provided to give clarity on the environment wherein the municipality operates. Legislation and policy documents that prescribe the context wherein training for municipal employees should be managed include the Constitution (RSA, 1996), the White Paper on Public Service Training and Education (RSA, 1997), the Skills Development Act (97 of 1998) (RSA, 1998), the South African Qualification Authority (SAQA), (58 of 1995) (RSA, 1995), the National Qualifications Framework (NQF) (67 of 2008) (RSA, 2008), the Sector Education and Training Authorities (SETAs), National Skills Development Strategy Framework, 2010, and the Cape Winelands District Municipality Training and Development Policy.

The research study is confined to the management corps of the Cape Winelands District Municipality for the purposes of ease of access and familiarity with the work environment. The research approach employed a quantitative and qualitative methodology in the form of a semi-structured questionnaire amongst management. The questionnaire contains both open-ended and closed-ended questions. The fact that the research population consisted of individuals in management positions at Cape Winelands District Municipality, which also represented the sample, simplified the researcher's task of collecting data. A total of 45 questionnaires were distributed of which 43 were returned representing a response rate of 96%. In addition to the high response rate, respondents supplied useful detail in their response to open-ended questions. The major themes of the research findings relate to the statutory frameworks, understanding and determination of training needs, challenges managers experience in the implementation of human resource development programmes, motivating employees to attend training programmes, evaluation of training and to assess the impact for both the individual and the organisation.

Normative guidelines are provided to be considered by management for improvement of the situation as well as a recommendation for future research.

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Annexure A

Dear Participant

The attached questionnaire represents a survey amongst employees in management positions (Heads of Department, Line Managers and Supervisors) within the Cape Winelands District Municipality. The questionnaire aims to measure the perceptions of employees regarding employees' attendance of training programmes within the CWDM.

It is expected that the survey will produce information that could be used by the municipality to improve the planning, implementation, coordination, monitoring and evaluation of capacity building programmes within CWDM. Your cooperation, which is crucial to the success of the survey, will be appreciated.

The survey is part of a research project towards the completion of a MPA degree registered at the University of Stellenbosch.

Your participation in the project is voluntary, and you are assured that all information shall be treated confidentially. Anonymity is guaranteed. Instructions are provided on each page of the questionnaire. Ideally the questionnaire should take about fifteen minutes to complete, and I wish to emphasise that the success of this exercise depends on your willingness to be part of this survey.

 Thank you for your cooperation.

Yours faithfully

Anthea Andries
Researcher
023 348 2343
0791899162
anthea@capewinelands.gov.za

APPENDIX 1: QUESTIONNAIRE

Instructions:

Please mark with an "X" in the appropriate column

SECTION A: BIOGRAPHICAL DATA

A 1: Age

25 – 39	1
40 – 49	2
50 – 59	3
60 and older	4

A2: Gender

Male	1
Female	2

A3: Marital status

Never married	1
Married	2
Divorced	3
Widowed	4

A4: Highest Educational Qualification

Masters degree	1
Honours degree / Advanced Diploma	2
Degree	3
Diploma	4
Grade 12	5
Grade 10	6

A5: Year of Work Experience

1 – 5 years	1
6 – 10 years	2
11- 19 years	3
20 – 29 years	4
30 years and more	5

A6: Work Experience within local government

1 – 5 years	1
6 – 10 years	2
11- 19 years	3
20 – 29 years	4
30 years and more	5

Instructions: Please indicate with a cross (X) in the accompanying column on the right the response that resembles your opinion on the statement to the left.

SECTION B

	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
1	I am familiar with the training legislative instructions pertaining to human resource development				
(i)	Constitution of the Republic of South Africa				
(ii)	White Paper on Public Service Training and Education				
(iii)	Skills Development Act				
(iv)	Skills Development Levies Act				
(v)	South African Qualification Authority				
(vi)	The National Qualifications Framework (NQF)				
(vii)	Cape Winelands District Municipality Training Policy				
	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
2	The Cape Winelands District Municipality Training Policy develops and build the capacity of employees?				
Please explain? If disagree/strongly disagree					
	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
3	My understanding of the concept human resource development as follows:				
(i)	Training employees in the organisation				
(ii)	Staying in touch with latest technology				
(iii)	Enhance the health and growth of the organisation				
(iv)	Training provides opportunities to learn new skills				
(v)	Organisation stays innovative and competitive to deliver quality services				
(vi)	Improves capabilities of employees				
(vii)	Developing a productive organisational culture				

Instructions: Please indicate with a cross (X) in the accompanying column on the right the response that resembles your opinion on the statement to the left.

	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
(viii)	Enhance collaboration among different departments of the organisation				
	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
4	Development of human resources ensure that the organisation stays innovative, competitive and maintain quality services delivery standards				
	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
5	In your opinion training is required to:				
(i)	Improve skills of each employee				
(ii)	Improve knowledge of each employee				
(iii)	Improve the attitude of each employee				
(iv)	Enhance productivity and performance of employees				
(v)	Motivate and stimulate employees morale				
(vi)	Ensure growth of the individual				
	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
6	Employees understand the importance and need of training within the organisation				
	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
7	Training provides opportunities to learn new skills, knowledge and attitudes?				

Please explain? If disagree/strongly disagree

Instructions: Please indicate with a cross (X) in the accompanying column on the right the response that resembles your opinion on the statement to the left.
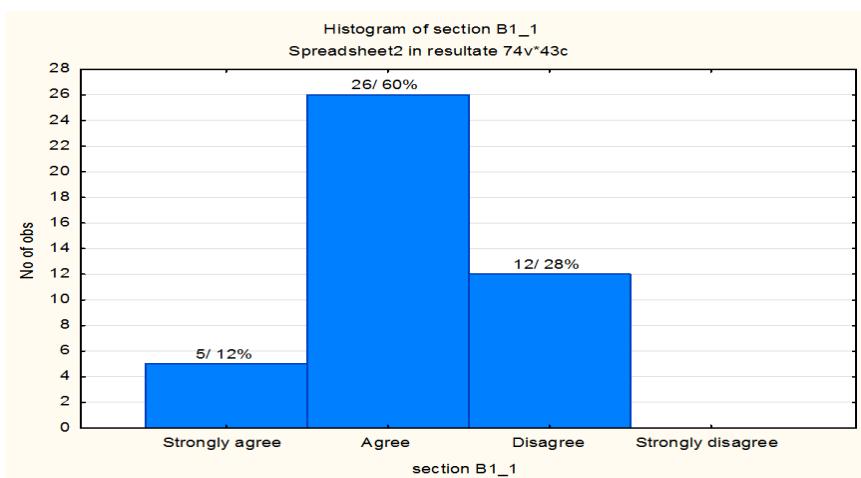
	Statement	*Strongly Agree* 1	*Agree* 2	*Disagree* 3	*Strongly Disagree* 4
8	Managers face the following challenges in providing the appropriate training for employees in the workplace				
(i)	Relevant skills, knowledge and attitude to perform on the job and increase productivity				
Motivate if Disagree/Strongly Disagree?					
(ii)	Fear of failure during training interventions				
Motivate if Disagree/Strongly Disagree?					
(iii)	Resistance to new procedures and changes in the organisation among employees				
(iv)	Lack of commitment, cooperation and motivation to attend training interventions				
Motivate if Disagree/Strongly Disagree?					
(v)	Identify the important areas of the organisation where training is needed				
Motivate if Disagree/Strongly Disagree?					
(vi)	Ensure that training is appropriate for the individual needs and is aligned with the job function				
Motivate if Disagree/Strongly Disagree?					
9	Managers understand how to motivate subordinates to participate in attending training interventions				
Please explain? If disagree/strongly disagree					

Instructions: Please indicate with a cross (X) in the accompanying column on the right the response that resembles your opinion on the statement to the left.

	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
10	Employees are motivated to undergo training for the following reasons:				
(i)	Potential promotion				
Motivate if Disagree/Strongly Disagree?					
(ii)	To improve skills, knowledge and attitude				
Motivate if Disagree/Strongly Disagree?					
(iii)	Incentives				
Motivate if Disagree/Strongly Disagree?					
(iv)	Increasing motivation and commitment levels				
Motivate if Disagree/Strongly Disagree?					
(v)	Rapid changes in organisation				
Motivate if Disagree/Strongly Disagree?					

	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
11	Employees utilise training opportunities optimally				

	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
12	By implementing the following principles, motivation by managers have an impact on the development of employees				
(i)	Providing reasonable and challenging work activities				
(ii)	Consider the individual abilities to perform the job functions				
(iii)	Providing individuals with skills, knowledge and attitude to be successful in completing work activities				
(iv)	Recognised individuals self-esteem levels in completing work activities				

Instructions: Please indicate with a cross (X) in the accompanying column on the right the response that resembles your opinion on the statement to the left.

	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
13	The organisation benefits by providing training to employees				
Please explain? If disagree/strongly disagree					

	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
14	Training needs analysis is conducted to identify the training gaps of individuals. Managers utilise the following questions to effectively implement training interventions				
(i)	What training is needed				
Please explain? If disagree/strongly disagree					
(ii)	Who must attend				
Please explain? If disagree/strongly disagree					
(iii)	How can training correct the deficiency				
Please explain? If disagree/strongly disagree					
(iv)	When will training take place				
Please explain? If disagree/strongly disagree					

Instructions: Please indicate with a cross (X) in the accompanying column on the right the response that resembles your opinion on the statement to the left.

	Statement	*Strongly Agree* *1*	*Agree* *2*	*Disagree* *3*	*Strongly Disagree* *4*
(v)	What will the outcomes be if training is not undertaken?				
Please explain? If disagree/strongly disagree					
(vi)	How do we determine if outcomes are achieved				
Please explain? If disagree/strongly disagree					

	Statement	*Strongly Agree* *1*	*Agree* *2*	*Disagree* *3*	*Strongly Disagree* *4*
15	The following **ON-THE-JOB** training methods are effective for the improvement of the individual, job and organisation				
(i)	Coaching				
(ii)	Mentoring				
(iii)	Job-rotation				
(iv)	Learnership training				

	Statement	*Strongly Agree* *1*	*Agree* *2*	*Disagree* *3*	*Strongly Disagree* *4*
16	The following **OFF-THE-JOB** training methods are effective for the improvement of the individual, job and organisation				
A	**OFF-THE-JOB TRAINING METHODS**				
(i)	Case studies				
(ii)	In-basket training				
(iii)	Role-play				
(iv)	Lectures				

Instructions: Please indicate with a cross (X) in the accompanying column on the right the response that resembles your opinion on the statement to the left.

	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
17	The **training evaluation system** of the organisation determines and supports the following outcomes after training has been delivered				
(i)	**Reaction**: Intervention had value for both the employee and organisation				
(ii)	**Learning:** Addressed the needs and development of employees				
(iii)	**Behaviou**r: Employees can apply skills and knowledge of what was learnt				
(iv)	**Results**: Increase performance level and productivity on the job				
	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
18	Training evaluation system assists management to determine financial return on investment in training				

Please explain? If disagree/strongly disagree

	Statement	Strongly Agree 1	Agree 2	Disagree 3	Strongly Disagree 4
19	The training evaluation system should enable managers to determine the following effective outcomes of the training interventions				
(i)	Learners have achieved the learning outcomes				
(ii)	Learning material and activities supports the training outcomes				
(iii)	The overall objectives and goals of skills training programmes were achieved				
(iv)	Overall effectiveness of the facilitator				

Annexure B

Section B: Independent variables

The second part of the questionnaire comprises statement to which respondents had to express an opinion on a scale. The following results were obtained from the questionnaires:

1.   **I am familiar with training legislative instructions pertaining to human resource development in the Constitution of the Republic of South Africa**

Histogram of section B1_1
Spreadsheet2 in resultate 74v*43c

section B1_1	No of obs
Strongly agree	5/ 12%
Agree	26/ 60%
Disagree	12/ 28%
Strongly disagree	

2.   **I am familiar with the training legislative instructions pertaining to human resource development in the White Paper on Public Service Training and Education**

Histogram of section B1_2
Spreadsheet2 in resultate 74v*43c

section B1_2	No of obs
Strongly agree	1/ 2%
Agree	25/ 58%
Disagree	17/ 40%
Strongly disagree	

3.   I am familiar with the training legislative instructions pertaining to human resource development in the Skills Development Act

Histogram of section B1_3
Spreadsheet2 in resultate 74v*43c

4.   I am familiar with the training legislative instructions pertaining to human resource development in the Skills Development Levies Act

Histogram of section B1_4
Spreadsheet2 in resultate 74v*43c

5. **I am familiar with the training legislative instructions pertaining to human resource development in the South African Qualification Authority Act**

6. **I am familiar with the training legislative instructions pertaining to human resource development in the National Qualifications Framework (NQF)**

7. **I am familiar with the training legislative instructions pertaining to human resource development in the Cape Winelands District Municipality Training Policy**

Histogram of section B1_7
Spreadsheet2 in resultate 74v*43c

8. **The Cape Winelands District Municipality Training Policy develops and builds the capacity of employees**

Histogram of section B2
Spreadsheet2 in resultate 74v*43c
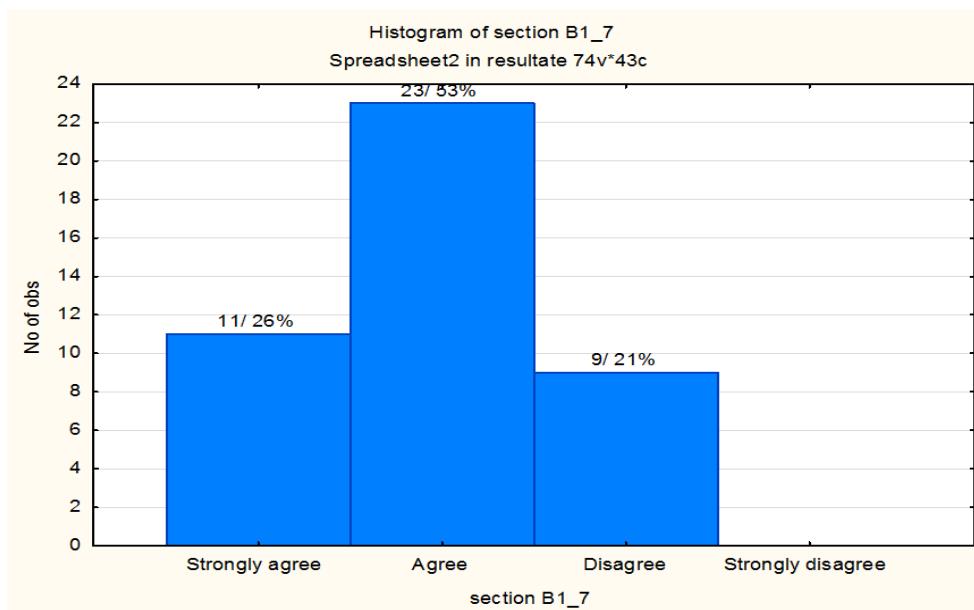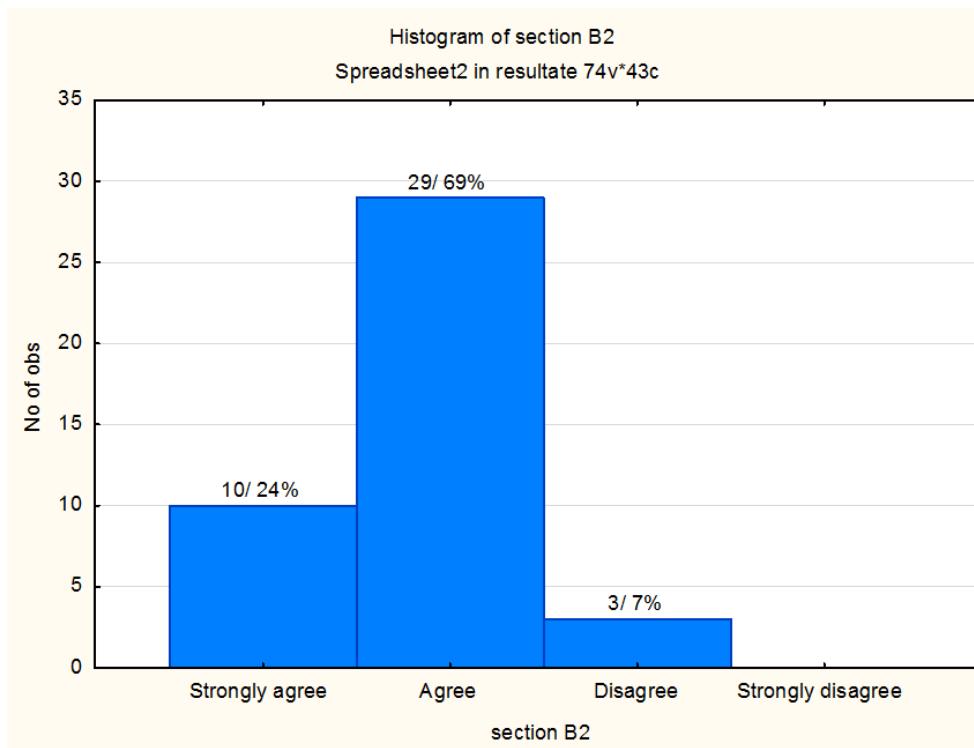
9. **My understanding of the concept human resource development is training employees in the organisation**

10. **My understanding of the concept human resource development is staying in touch with latest technology**
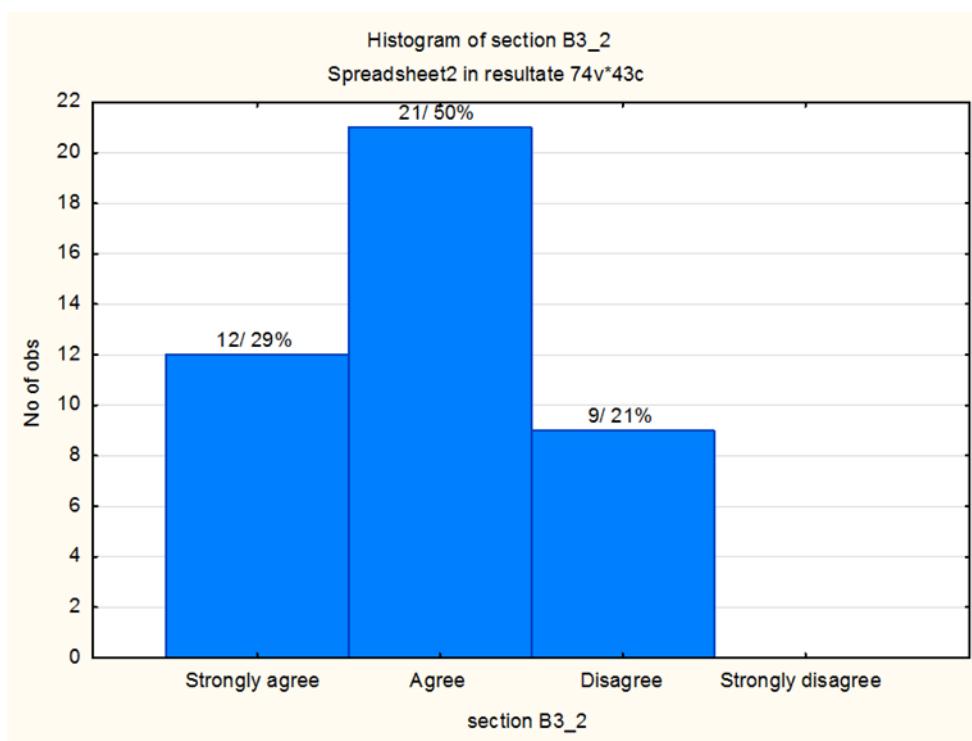
11. **My understanding of the concept human resource development is enhancing the health and growth of the organisation**
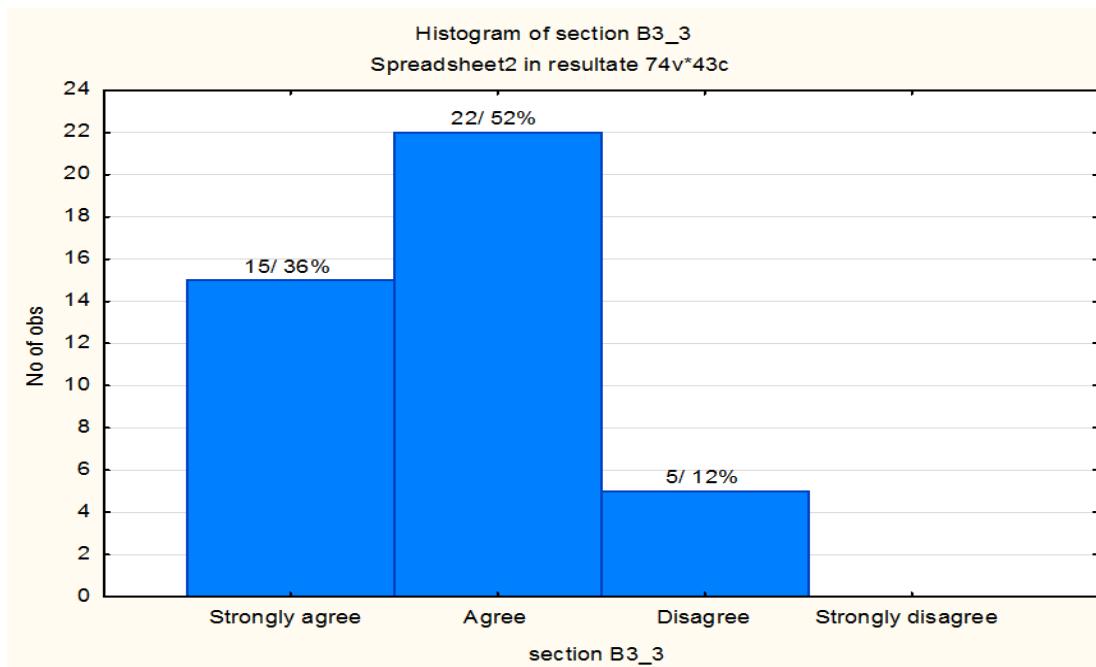
12. **My understanding of the concept human resource development is that training provides opportunities to learn new skills**
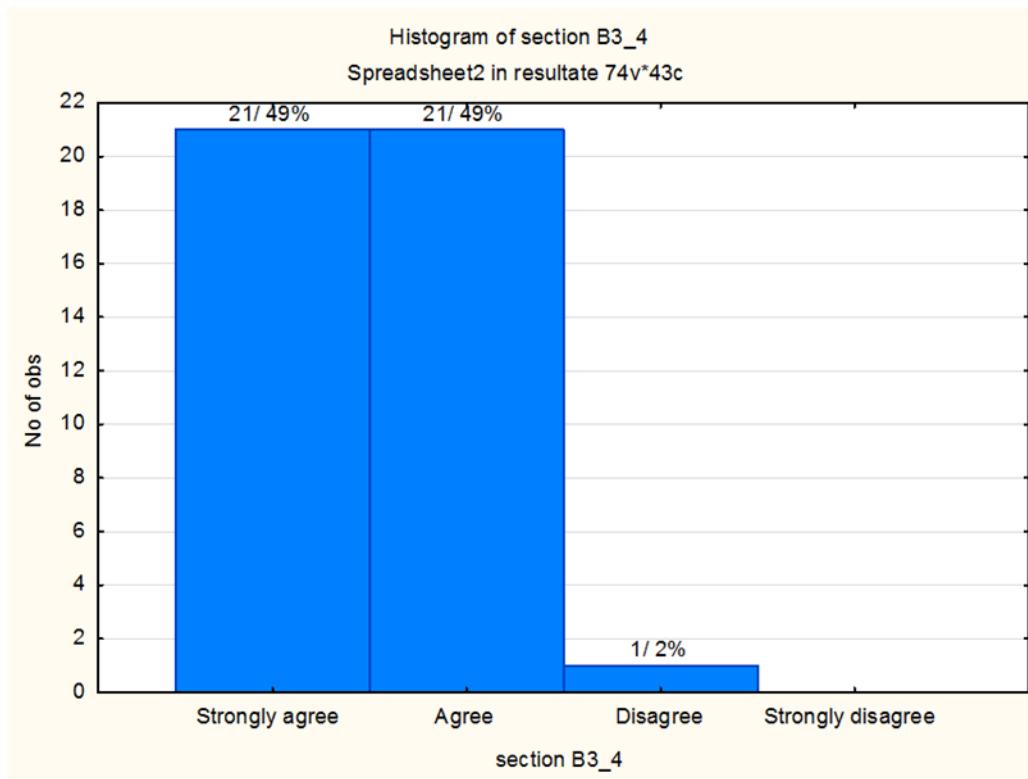
13. **My understanding of the concept human resource development is to ensure the Organisation stays innovative and competitive to deliver quality services**
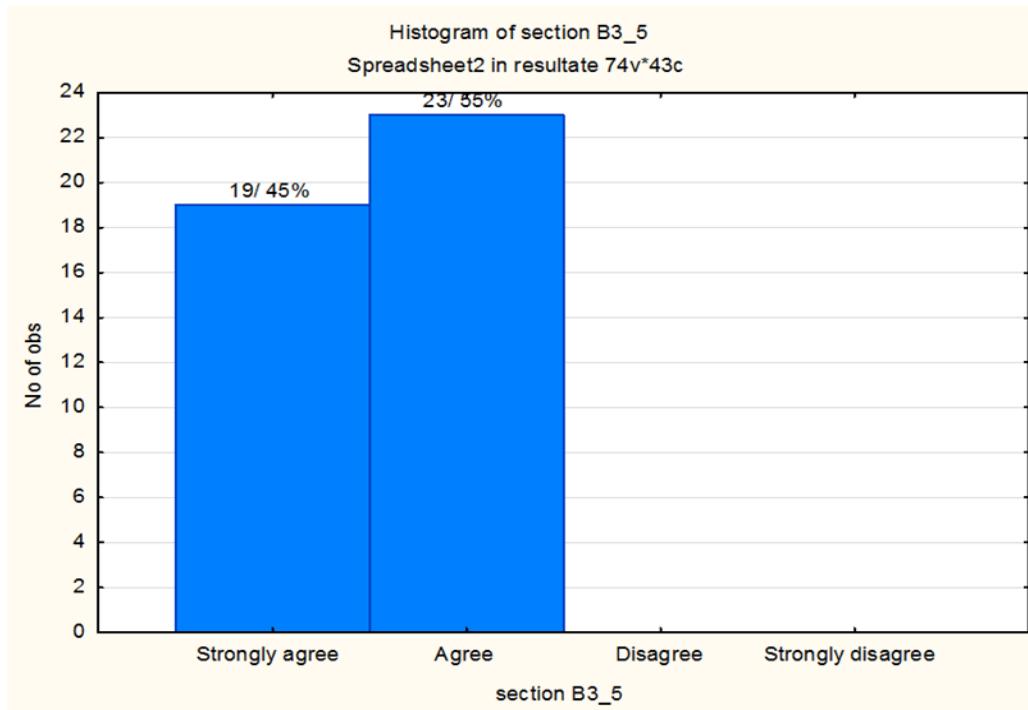
Histogram of section B3_5
Spreadsheet2 in resultate 74v*43c

14. **My understanding of the concept human resource development is to improves capabilities of employees**

Histogram of section B3_6
Spreadsheet2 in resultate 74v*43c

143

15. **My understanding of the concept human resource development is developing a productive organisational culture**

Histogram of section B3_7
Spreadsheet2 in resultate 74v*43c

16. **My understanding of the concept human resource development is to enhance collaboration among different departments of the organisation**

Histogram of section B3_8
Spreadsheet2 in resultate 74v*43c

144
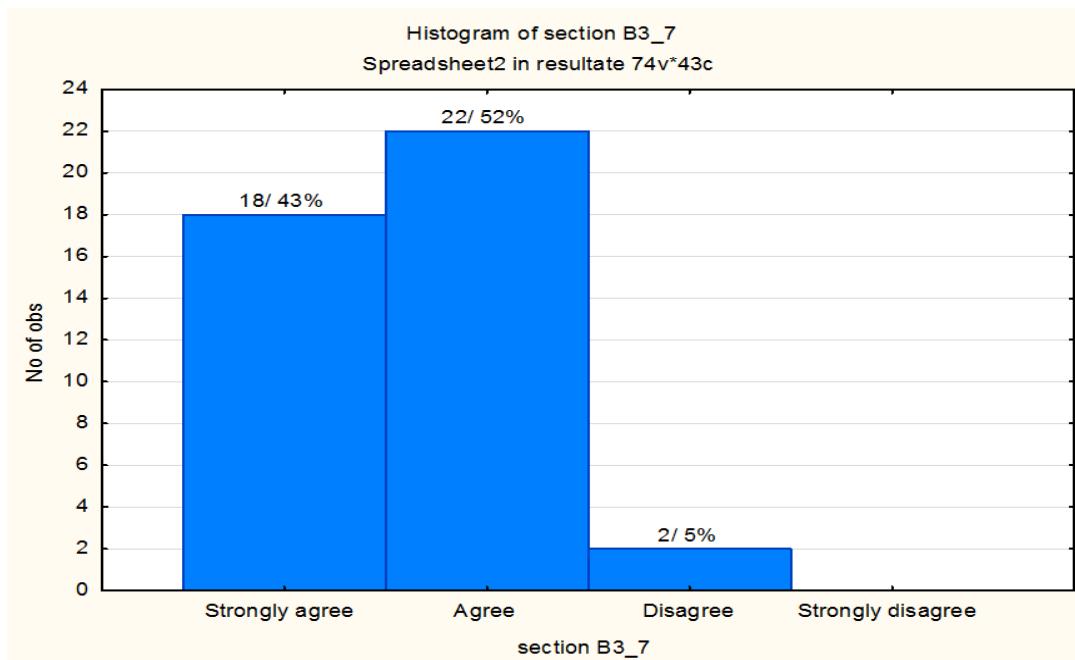
17. Development of human resources ensure that the organisation stays innovative, competitive and maintain quality services delivery standards
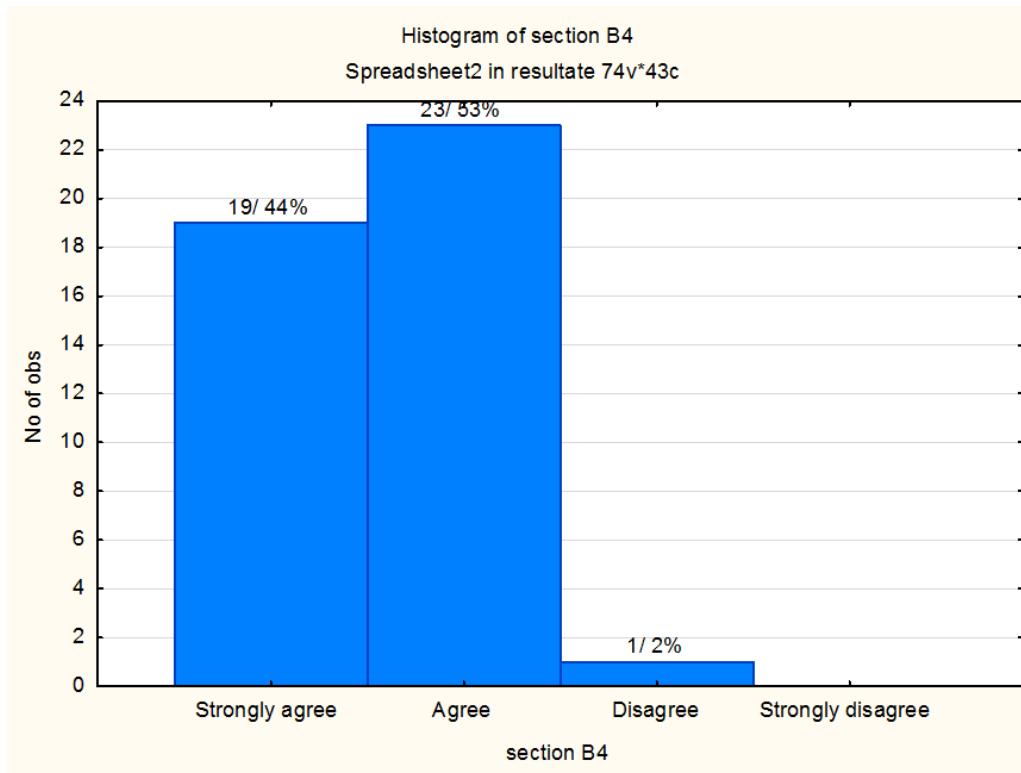
18. In your opinion training is required to improve skills of each employee
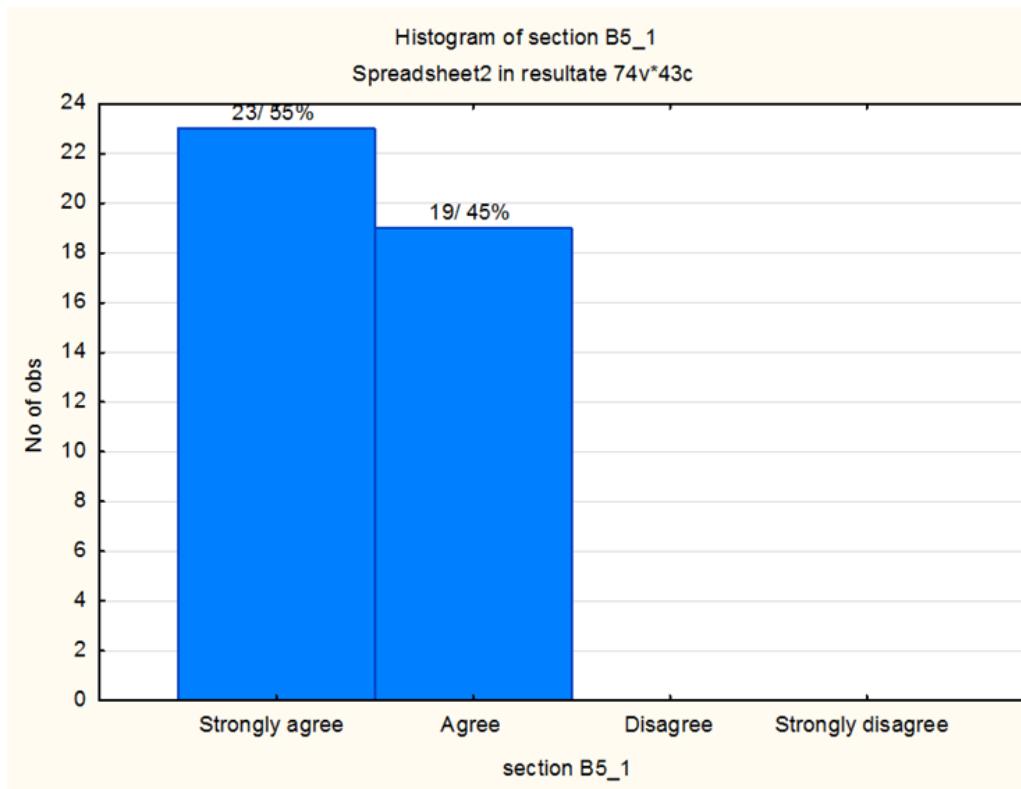
19. In your opinion training is required to improve knowledge of each employee
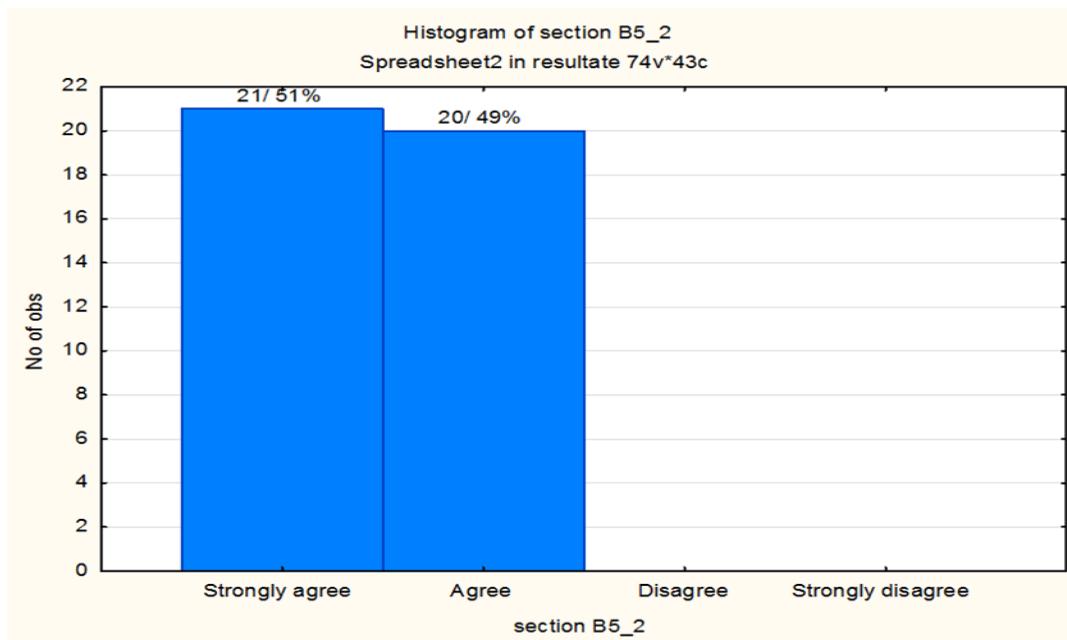
Histogram of section B5_2
Spreadsheet2 in resultate 74v*43c

20. In your opinion training is required to improve the attitude of each employee

Histogram of section B5_3
Spreadsheet2 in resultate 74v*43c
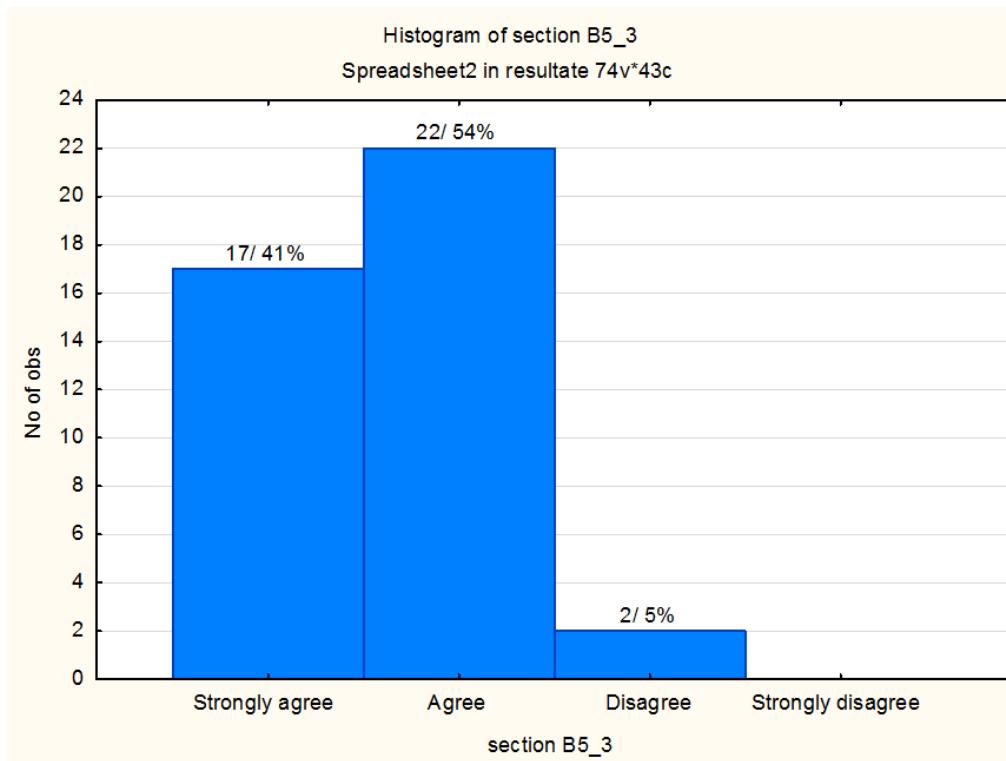
21. In your opinion training is required to enhance productivity and performance of employees
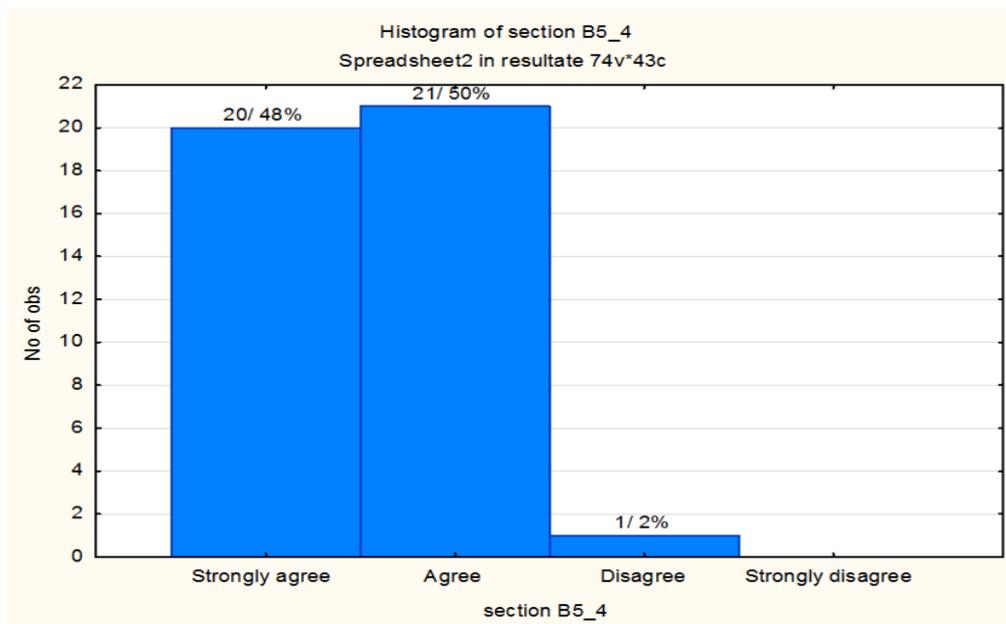
22. In your opinion training is required to motivate and stimulate employee's morale
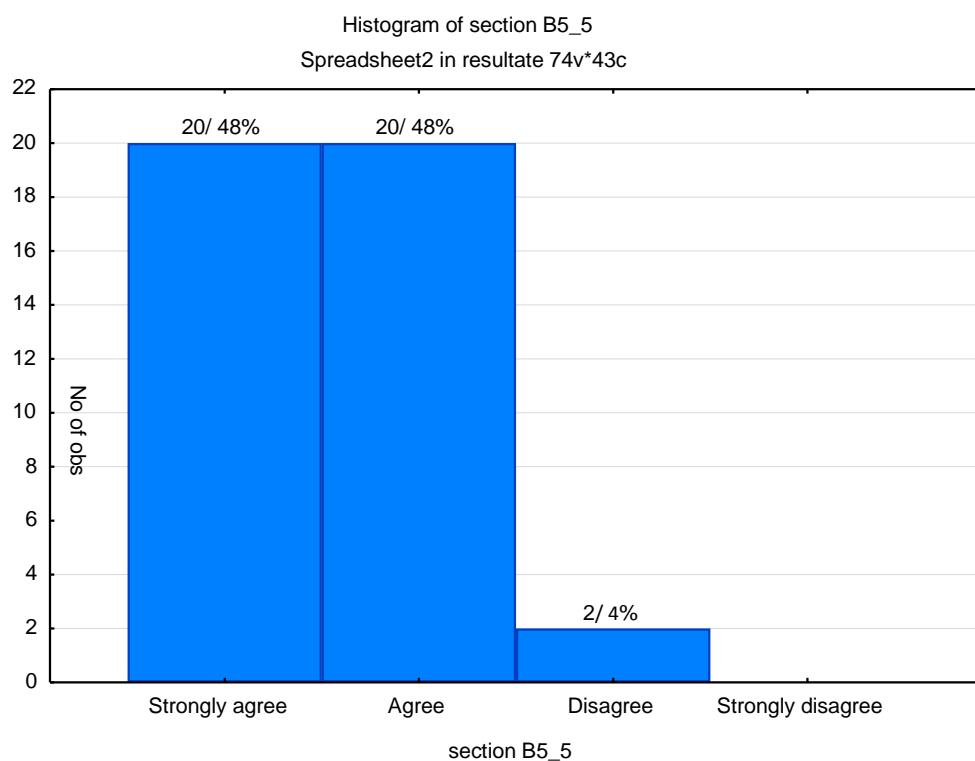
23. In your opinion training is required to ensure growth of the individual
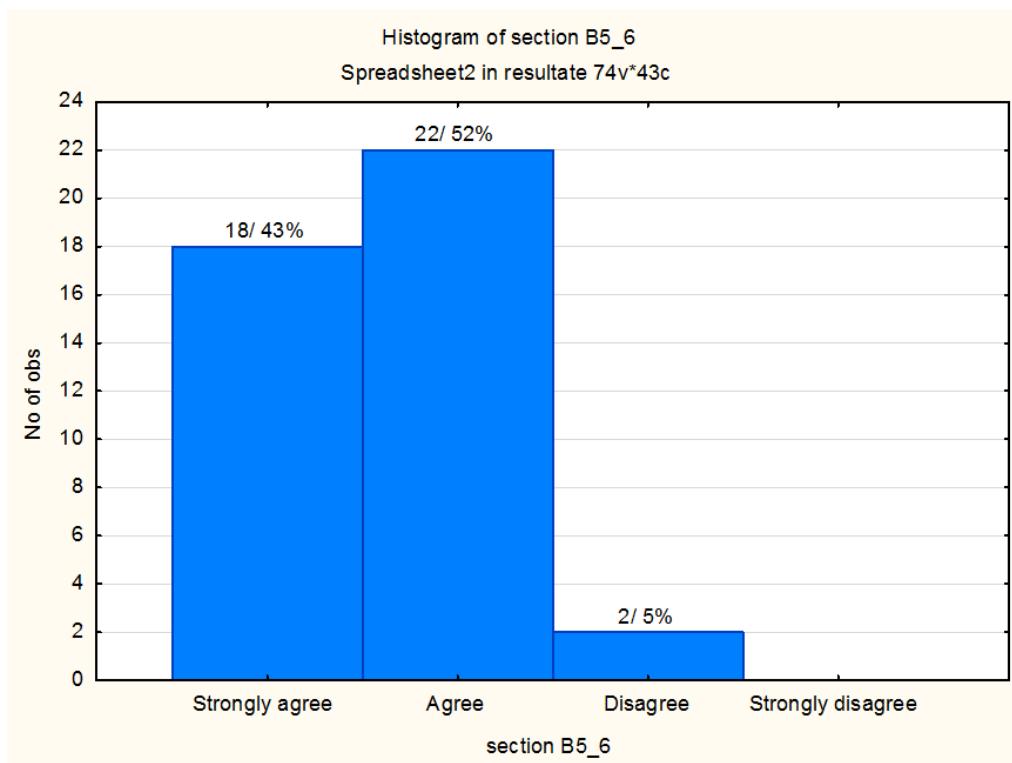
Histogram of section B5_6
Spreadsheet2 in resultate 74v*43c

18/ 43%

22/ 52%

2/ 5%

No of obs

Strongly agree   Agree   Disagree   Strongly disagree

section B5_6

24. Employees understand the importance and need of training within the organisation

Histogram of section B6
Spreadsheet2 in resultate 74v*43c

29/ 67%

8/ 19%

6/ 14%

No of obs

Strongly agree   Agree   Disagree   Strongly disagree

section B6

25. **Training provides opportunities to learn new skills, knowledge and attitudes**

Histogram of section B7
Spreadsheet2 in resultate 74v*43c

26. **Managers face challenges in providing the relevant skills, knowledge and attitude to perform on the job and increase productivity for employees in the workplace**

Histogram of section B8_1
Spreadsheet2 in resultate 74v*43c
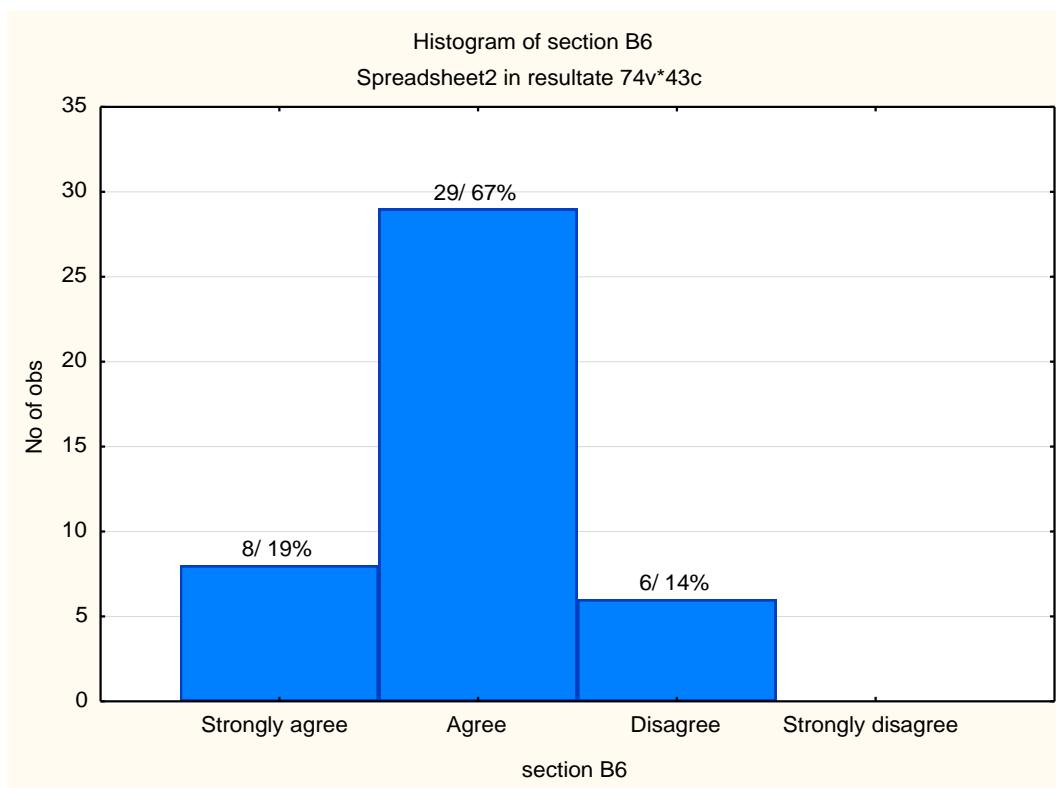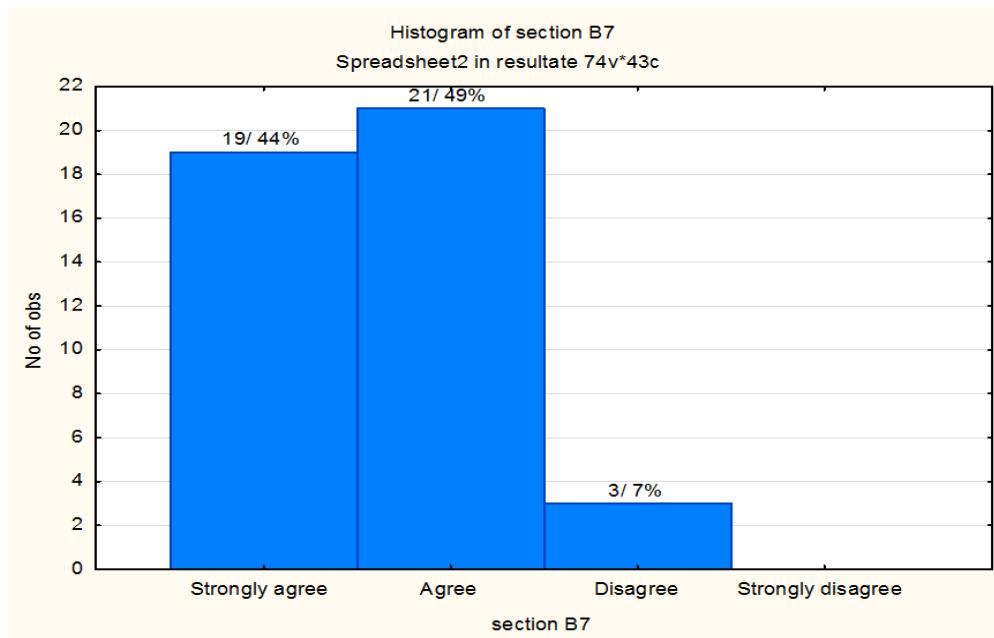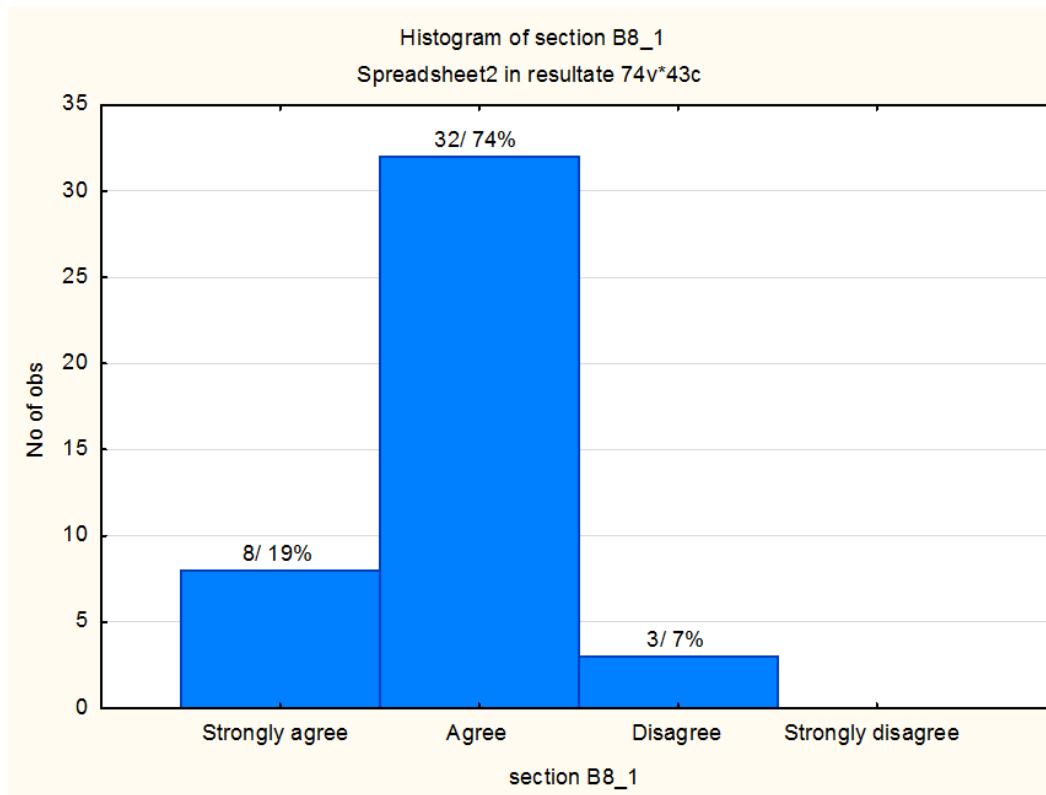
27. Managers face challenges in providing appropriate training for employees for fear of failure during training interventions in the workplace

Histogram of section B8_2
Spreadsheet2 in resultate 74v*43c

28. Managers face challenges in providing the appropriate training for employees in resistance to new procedures and changes in the organisation among employees in the workplace

Histogram of section B8_3
Spreadsheet2 in resultate 74v*43c

29. Managers face challenges in providing the appropriate training for employees due to lack of commitment, cooperation and motivation to attend training interventions in workplace

Histogram of section B8_4
Spreadsheet2 in resultate 74v*43c

30. Managers face challenges in providing the appropriate training for employees by identifying the important areas of the organisation where training is needed in the workplace

Histogram of section B8_5
Spreadsheet2 in resultate 74v*43c

31. Managers face challenges in providing the appropriate training for employees to ensure that training is appropriate for the individual needs and is aligned with the job function in the workplace

Histogram of section B8_6
Spreadsheet2 in resultate 74v*43c

32. Managers understand how to motivate subordinates to participate in attending training interventions

Histogram of section B9
Spreadsheet2 in resultate 74v*43c

33. Employees are motivated to undergo training for potential promotion

Histogram of section B10_1
Spreadsheet2 in resultate 74v*43c

34. Employees are motivated to undergo training to improve skills, knowledge and attitude

Histogram of section B10_2
Spreadsheet2 in resultate 74v*43c

35. Employees are motivated to undergo training for the incentives

Histogram of section B10_3
Spreadsheet2 in resultate 74v*43c

36. Employees are motivated to undergo training for the increasing of motivation and commitment levels

Histogram of section B10_4
Spreadsheet2 in resultate 74v*43c

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37.   Employees are motivated to undergo training for the rapid changes in organisation

Histogram of section B10_5
Spreadsheet2 in resultate 74v*43c

38.   Employees utilise training opportunities optimally

Histogram of section B11
Spreadsheet2 in resultate 74v*43c

39. Motivation by managers has an impact on the development of employees by providing reasonable and challenging work activities

Histogram of section B12_1
Spreadsheet2 in resultate 74v*43c

40. Motivation by managers have an impact on the development of employees consider the individual abilities to perform the job functions

Histogram of section B12_2
Spreadsheet2 in resultate 74v*43c

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41. Motivation by managers has an impact on the development of employees by providing individuals with skills, knowledge and attitude to be successful in completing work activities

42. Motivation by managers has an impact on the development of employees by recognising individual's self-esteem levels in completing work activities

43. **The organisation benefits by providing training to employees**

Histogram of section B13
Spreadsheet2 in resultate 74v*43c

44. **Training needs analysis is conducted to identify what training is needed to identify the training gaps of individuals**

Histogram of section B14_1
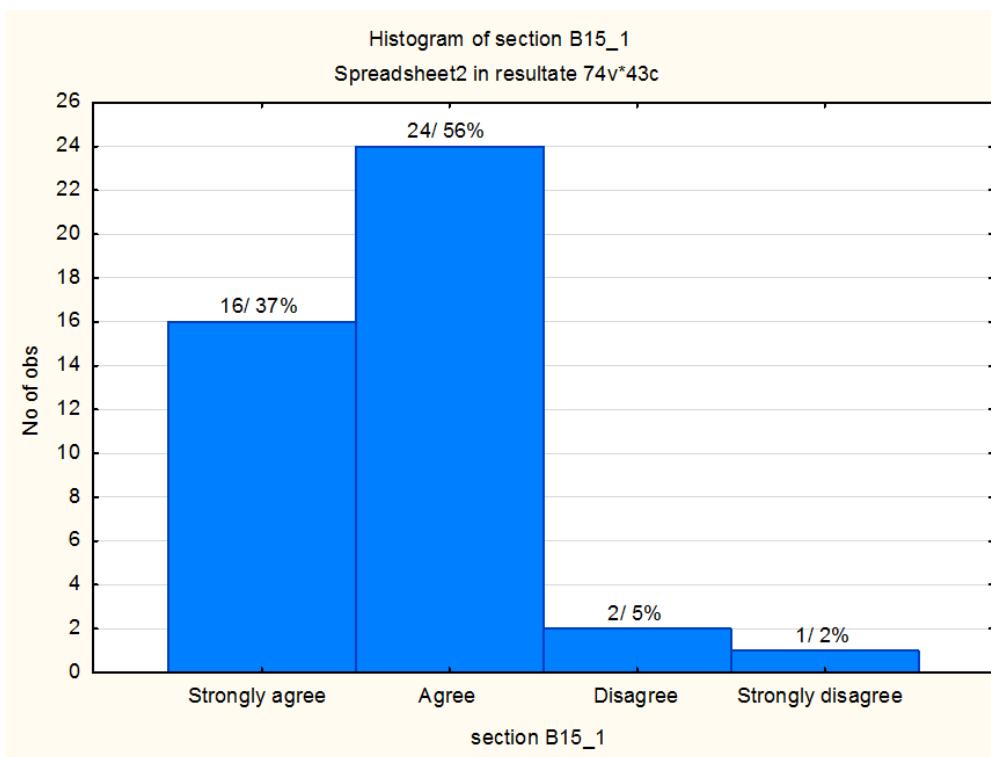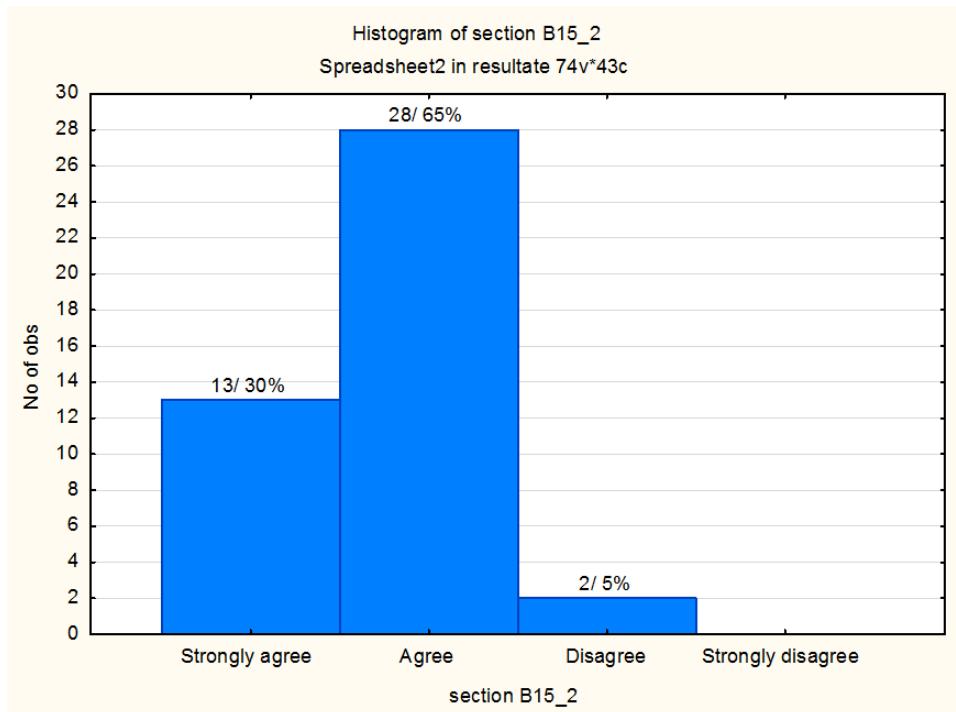Spreadsheet2 in resultate 74v*43c

45. **Training needs analysis is conducted to identify who must attend to identify the training gaps of individuals**

Histogram of section B14_2
Spreadsheet2 in resultate 74v*43c

46. **Training needs analysis is conducted to identify how training can correct the deficiency to identify the training gaps of individuals**

Histogram of section B14_3
Spreadsheet2 in resultate 74v*43c

47. **Training needs analysis is conducted to identify when training will take place to identify the training gaps of individuals**

Histogram of section B14_4
Spreadsheet2 in resultate 74v*43c

48. **Training needs analysis is conducted to identify what the outcomes will be if training is not undertaken to identify the training gaps of individuals**

Histogram of section B14_5
Spreadsheet2 in resultate 74v*43c

49. Training needs analysis is conducted to identify how one determine whether outcomes are achieved to identify the training gaps of individuals

Histogram of section B14_6
Spreadsheet2 in resultate 74v*43c

50. Coaching is an effective ON-THE-JOB training method for the improvement of the individual, job and organisation

Histogram of section B15_1
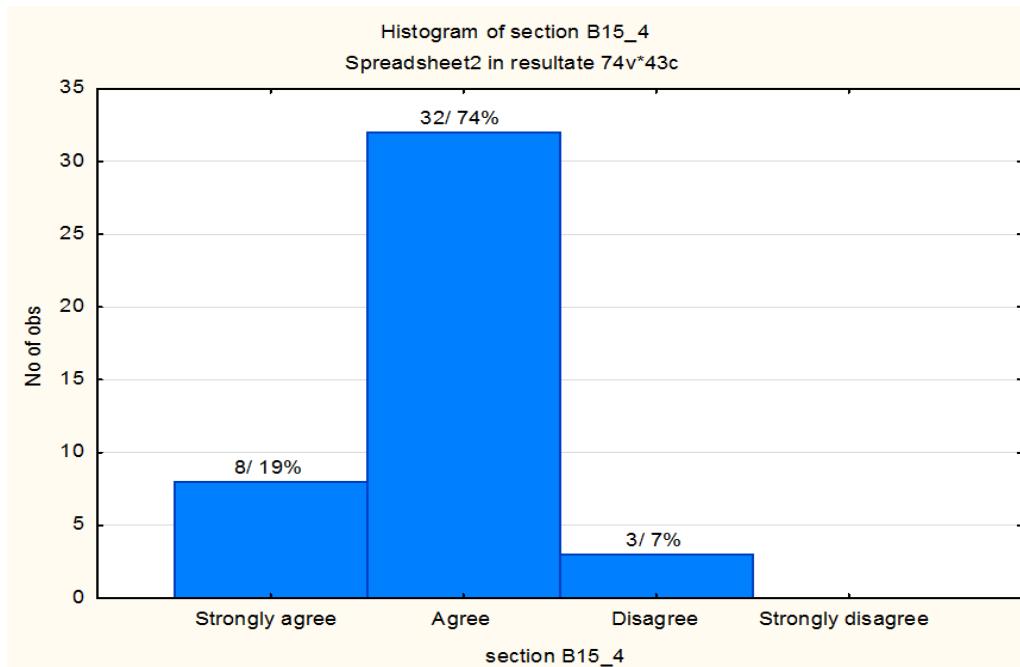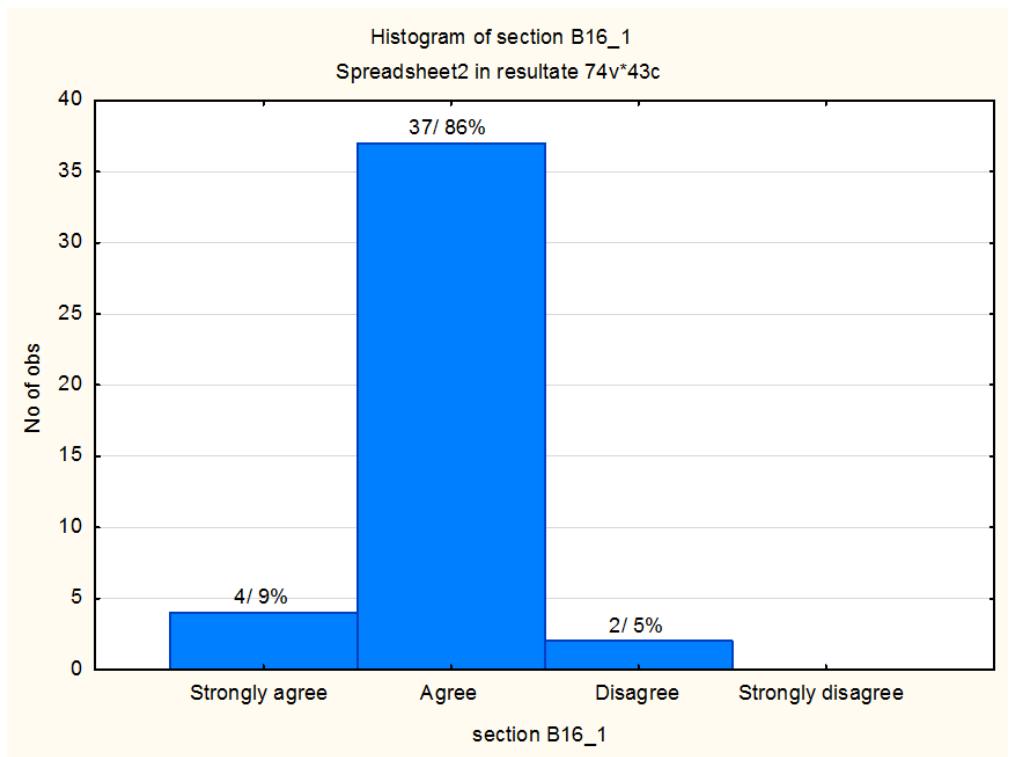Spreadsheet2 in resultate 74v*43c

51. Mentoring is an effective ON-THE-JOB training method for the improvement of the individual, job and organisation

Histogram of section B15_2
Spreadsheet2 in resultate 74v*43c

52. Job-rotation is an effective ON-THE-JOB training method for the improvement of the individual, job and organisation
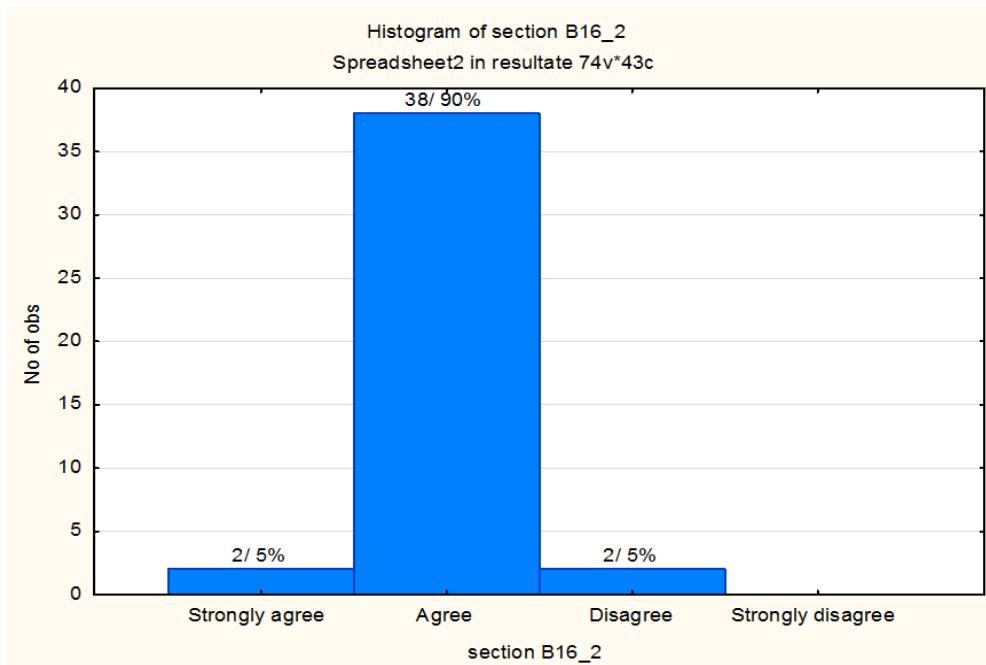

Histogram of section B15_3
Spreadsheet2 in resultate 74v*43c

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53. **Learnerships training are effective ON-THE-JOB training method for the improvement of the individual, job and organisation**

Histogram of section B15_4
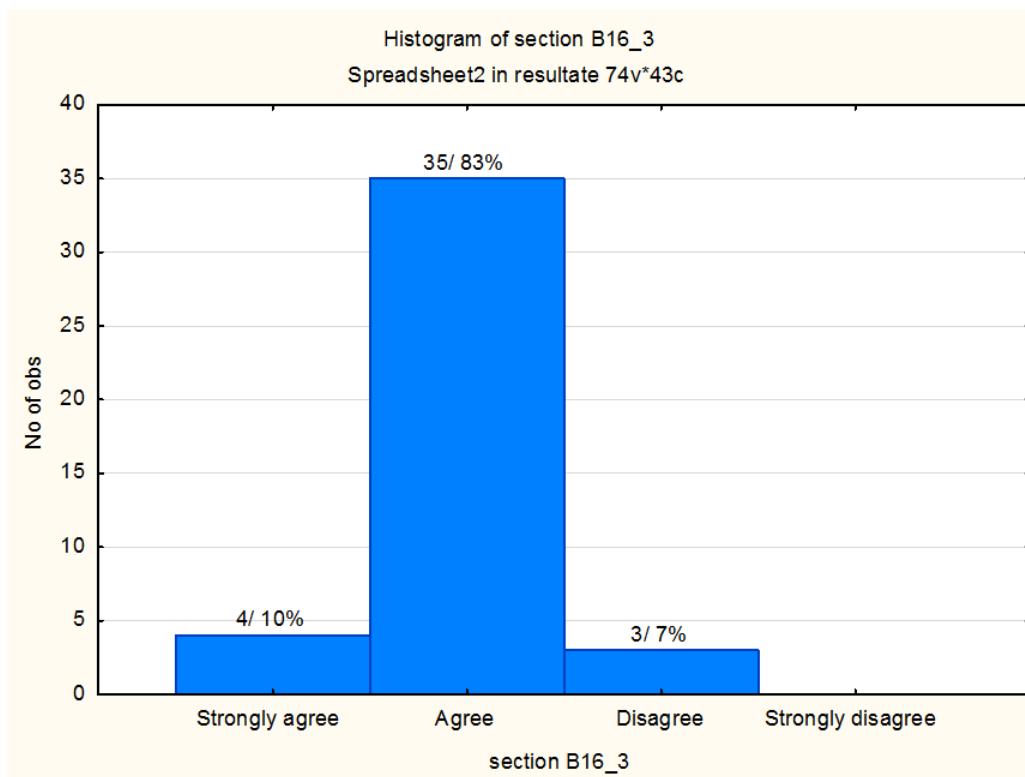Spreadsheet2 in resultate 74v*43c

54. **Case studies are effective OFF-THE-JOB training method for the improvement of the individual, job and organisation**
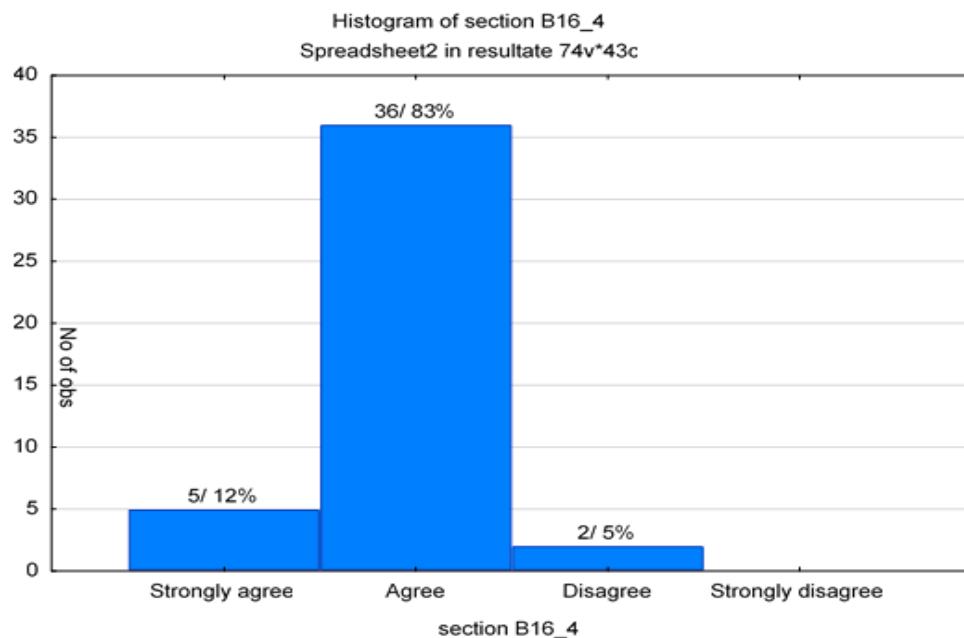

Histogram of section B16_1
Spreadsheet2 in resultate 74v*43c

55. **In-basket training is an effective OFF-THE-JOB training method for the improvement of the individual, job and organisation**
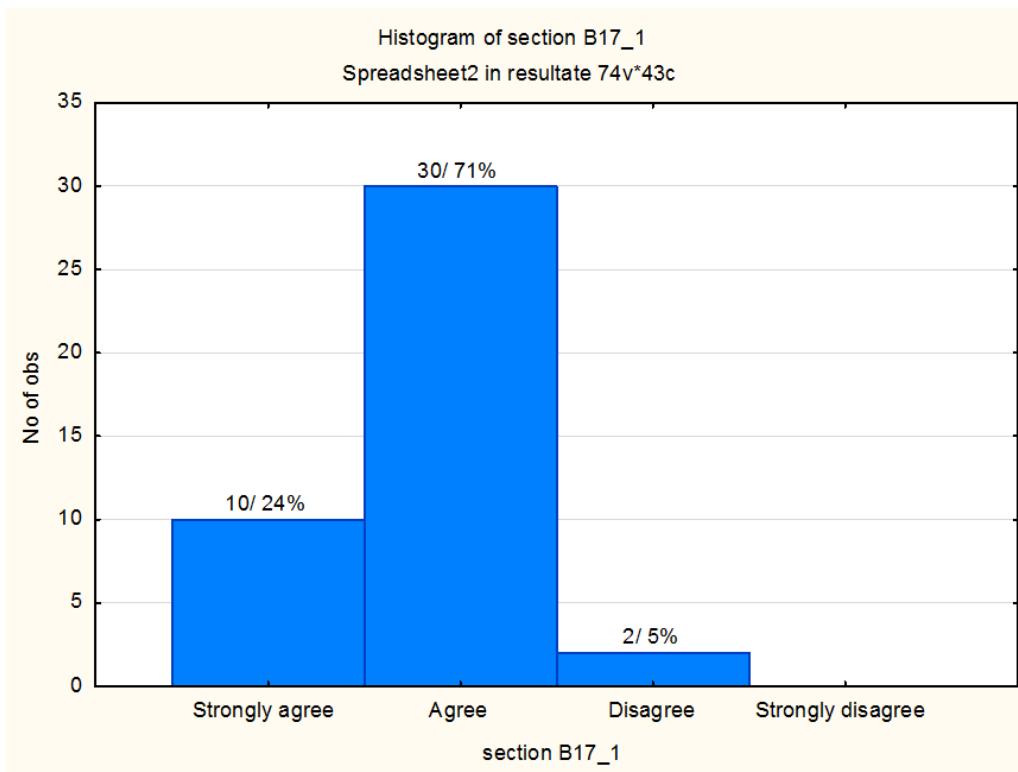
Histogram of section B16_2
Spreadsheet2 in resultate 74v*43c

38/ 90%

2/ 5%   2/ 5%

Strongly agree   Agree   Disagree   Strongly disagree

section B16_2

56. **Role-play is an effective OFF-THE-JOB training method for the improvement of the individual, job and organisation**

Histogram of section B16_3
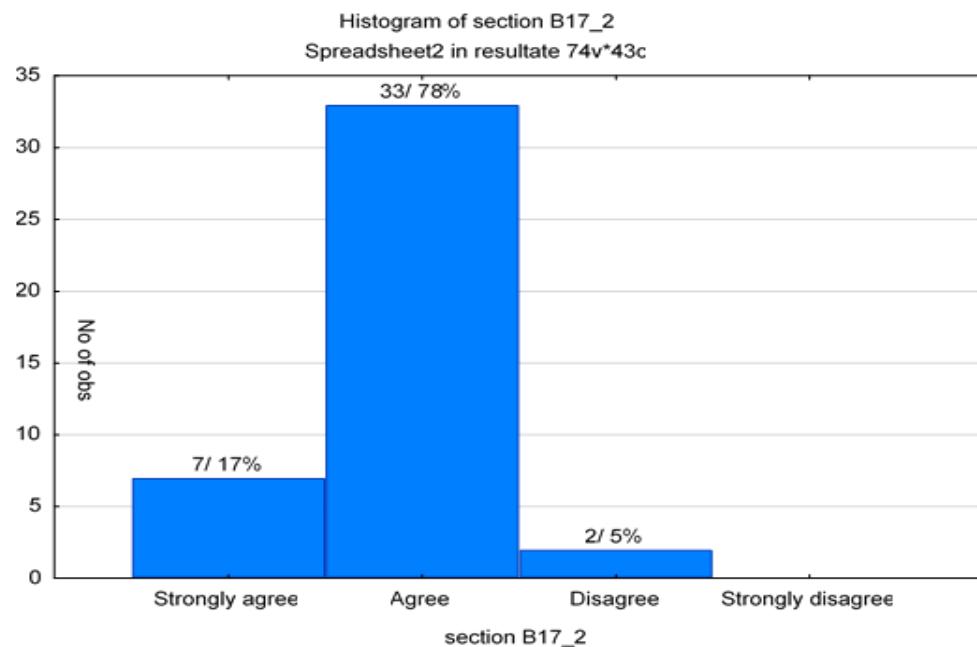Spreadsheet2 in resultate 74v*43c

35/ 83%

4/ 10%   3/ 7%

Strongly agree   Agree   Disagree   Strongly disagree

section B16_3

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57. **Lectures are an effective OFF-THE-JOB training method for the improvement of the individual, job and organisation**

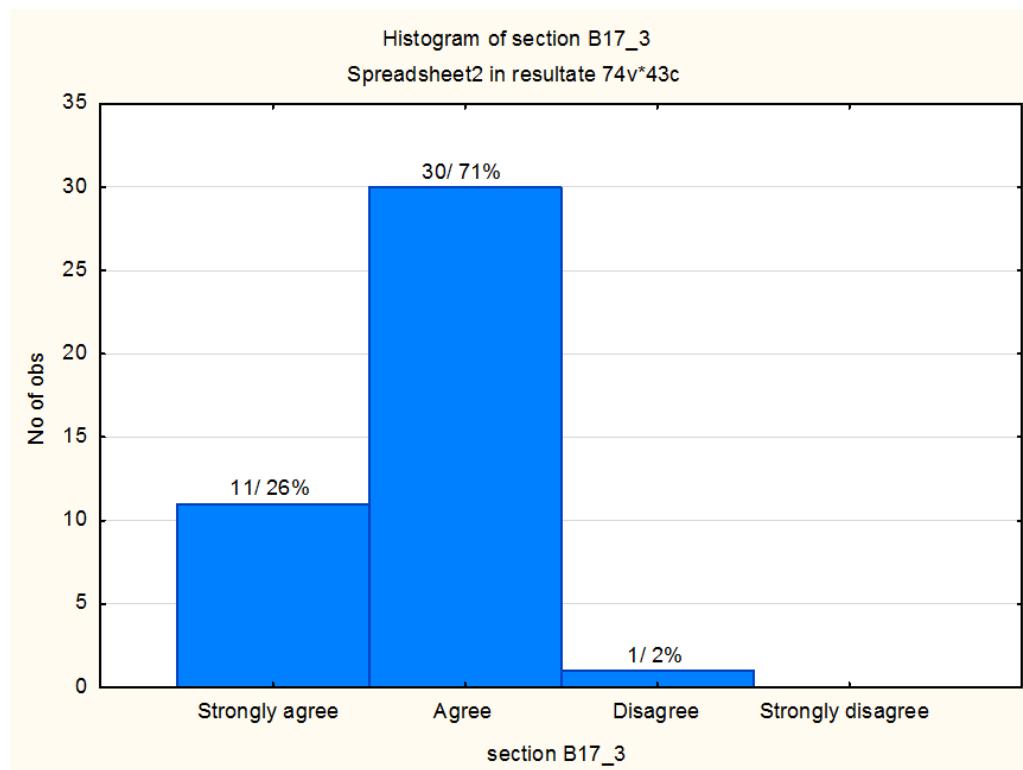Histogram of section B16_4
Spreadsheet2 in resultate 74v*43c

58. **The training evaluation system of the organisation determines and supports the reaction of employees after training has been delivered**

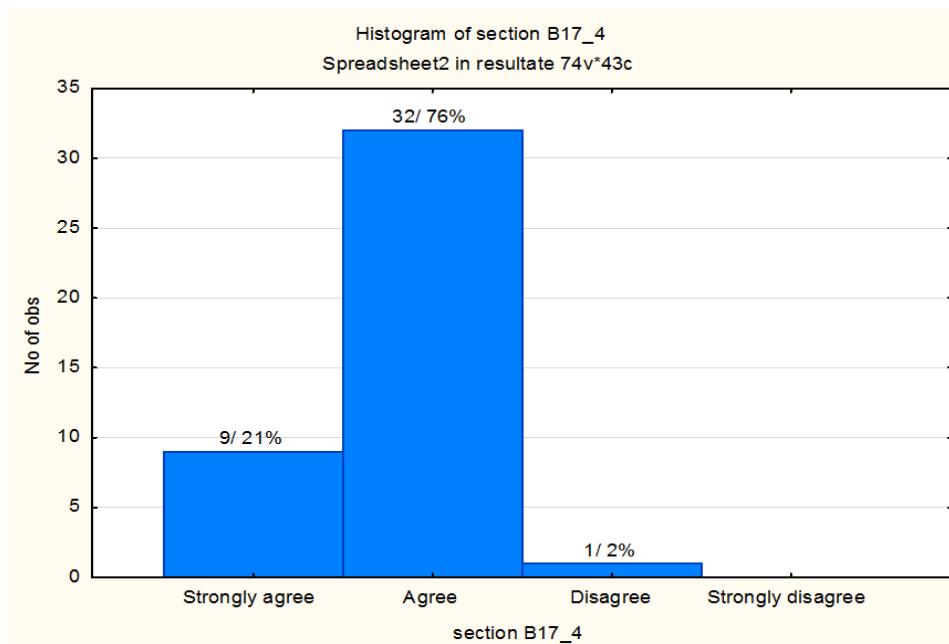Histogram of section B17_1
Spreadsheet2 in resultate 74v*43c

59. **The training evaluation system of the organisation determines and supports learning of employees after training has been delivered**

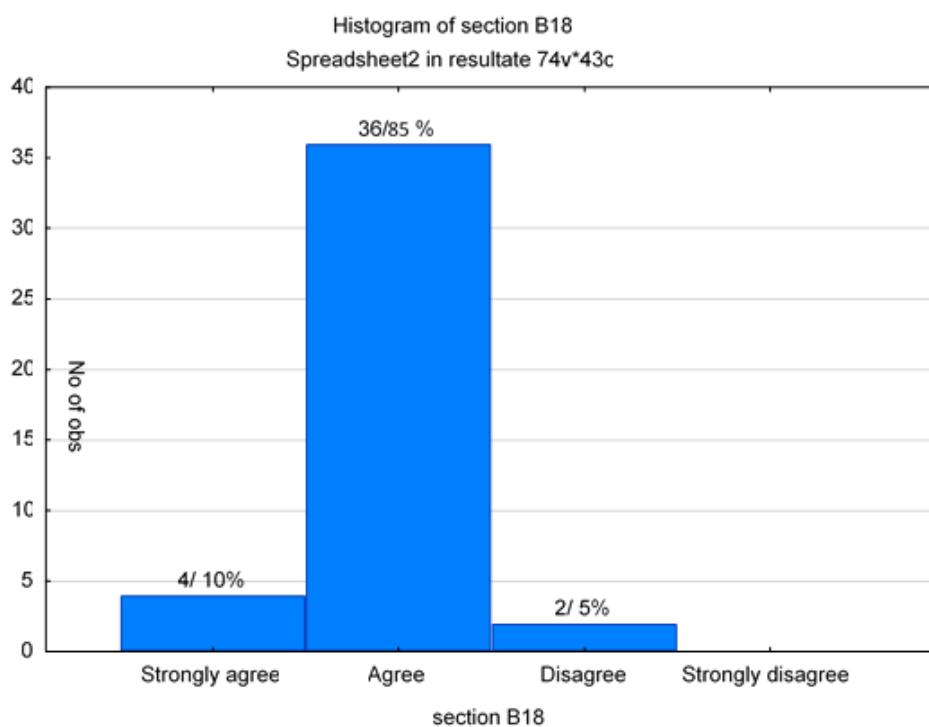Histogram of section B17_2
Spreadsheet2 in resultate 74v*43c

60. **The training evaluation system of the organisation determines and supports the behaviour of employees after training has been delivered**

Histogram of section B17_3
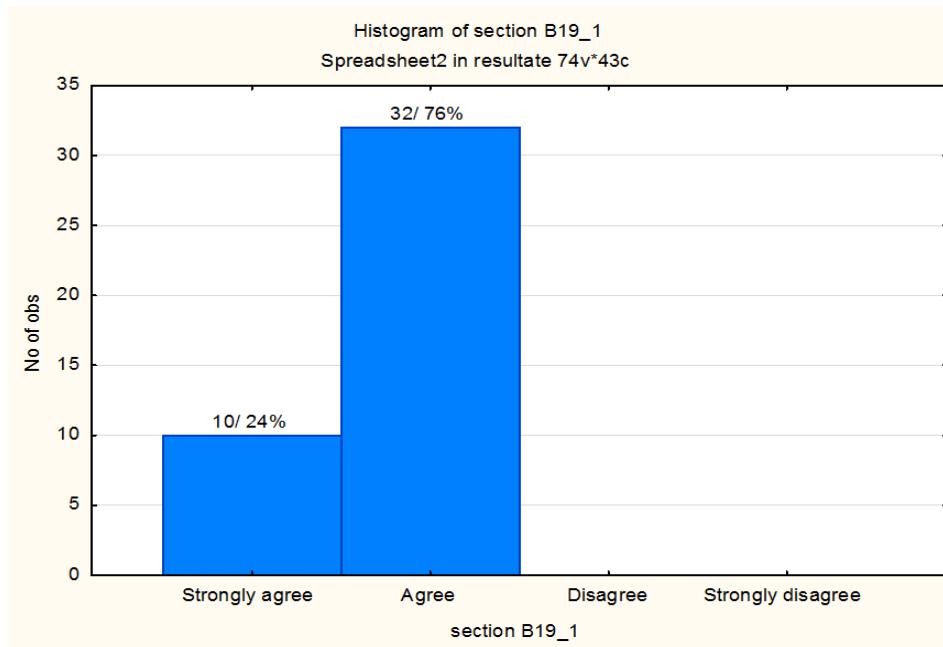Spreadsheet2 in resultate 74v*43c

61. **The training evaluation system of the organisation determines and supports the results of the performance and productivity on the job after training has been delivered**
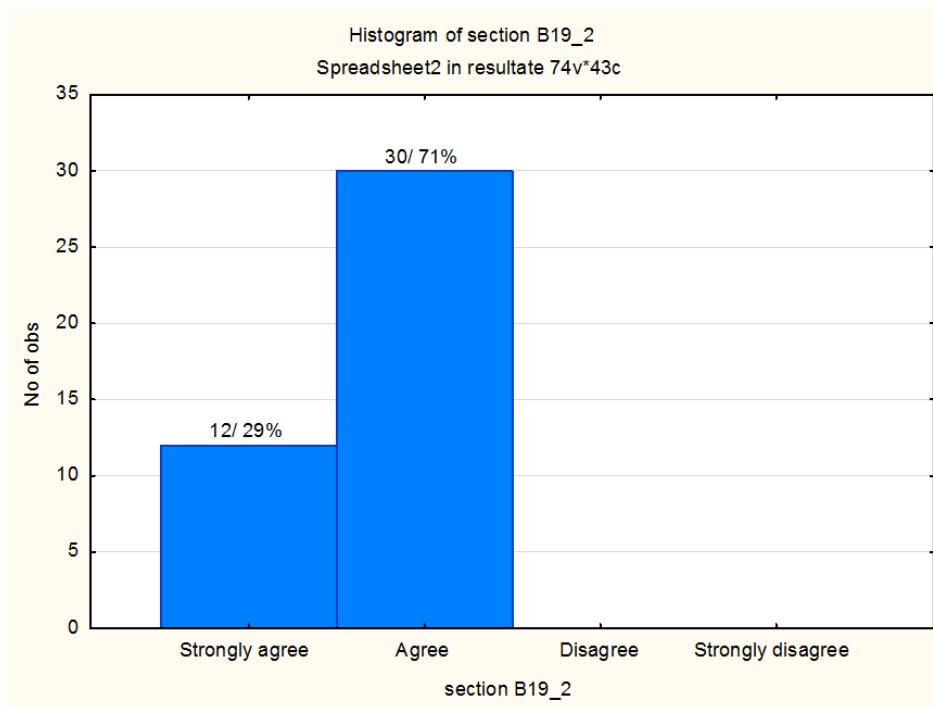

Histogram of section B17_4
Spreadsheet2 in resultate 74v*43c

62. **Training evaluation system assists management to determine financial return on investment in training**

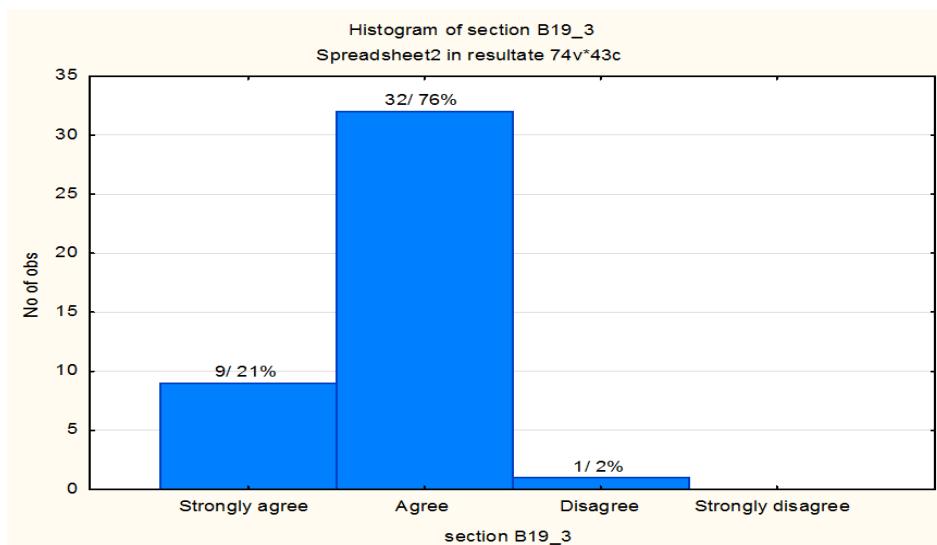Histogram of section B18
Spreadsheet2 in resultate 74v*43c

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63. **The training evaluation system should enable managers to determine the learners have achieved the learning outcomes of the training intervention**

Histogram of section B19_1
Spreadsheet2 in resultate 74v*43c

64. **The training evaluation system should enable managers to determine learning material and activities supports the training outcomes of the training intervention**

Histogram of section B19_2
Spreadsheet2 in resultate 74v*43c

65. **The training evaluation system should enable managers to determine the overall objectives and goals of skills training programmes were achieved of the training interventions**

Histogram of section B19_3
Spreadsheet2 in resultate 74v*43c

66. **The training evaluation system should enable managers to determine the overall effectiveness of the facilitator in terms of the outcomes of the training interventions.**

Histogram of section B19_4
Spreadsheet2 in resultate 74v*43c