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AN ANALYSIS OF THE HUMAN RESOURCE DEVELOPMENT STRATEGIES FOR LOCAL GOVERNMENT: A CASE OF BUFFALO CITY METROPOLITAN MUNICIPALITY

A DISSERTATION SUBMITTED BY

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TO

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Contents

LIST OF FIGURES viii
LIST OF TABLES viii
ABSTRACT ix
DECLARATION x
ACKNOWLEDGEMENTS xi
DEDICATION xii
DECLARATION OF RESEARCH INTEGRITY xiii
LIST OF ACRONYMS xiv
CHAPTER ONE: INTRODUCTION AND BACKGROUND 1
1.1 Introduction 1
1.1.1 Background and context of the study 4
1.2 Problem statement 7
1.3 Research questions 8
1.4 Research objectives 8
1.5 Significance of the study 8
1.6 Preliminary literature review 9
1.6.1 Legislative framework for HRD in Local Government 11
1.6.2 The importance of HRD in Local Government 12
1.6.3 Challenges to HRD in Local Government 13
1.7 Theoretical framework 15
1.7 Research design and methodology 15
1.8 Ethical considerations 16
1.9 Definition of concepts 16
1.9.1 Public Administration 16
1.9.2 Human resources 17
1.9.3 HRD 17
1.9.4 HRD strategy 17
1.9.5 Training and Development 18
1.9.6 Performance 18
1.9.7 Local Government 19
1.10 Delimitation of the study 19
1.11 Limitations 19
1.12 Outline of chapters 20
1.13 Summary and conclusion for chapter 1 20

CHAPTER 2: LITERATURE REVIEW 22
2.1 Introduction 22
2.2 Public Administration in South Africa. 22
2.2.1 Local Government administration 24
2.3 HRD as an integral part of Public Administration 24
2.4 Conceptualising HRD 25
2.4.1 The concept of training and development 26
2.4.1.1 Training 27
2.4.1.2 Development 27
2.4.2 The concept of employee performance 28
2.4.3 The HRD strategy 29
2.4.4 HRD and employee performance 29
2.4.5 HRD and organisational performance 30
2.5 Components of HRD 31
2.5.1 Individual development 31
2.5.2 Career development 32
2.5.3 Organisational development 32
2.6 The HRD process model 33
2.6.1 Needs analysis phase 33
2.6.1.1 Levels of needs analysis 33
2.6.2 Design Phase 34
2.6.3 Implementation phase 35
2.6.4 Evaluation Phase 35
2.7 The purpose of HRD 36
2.8 Theoretical framework 37
2.8.1 Gary Becker's Human Capital Theory 38
2.8.2 The Social Learning Theory 40
2.9 Legislative and policy framework for HRD 42
2.9.1 The Constitution of the Republic of South Africa No 108 of 1996 43
2.9.1.1 Chapter 2 (Bill of rights) 43
2.9.2 The Skills Development Act (No 97 of 1998) 44
2.9.3 The South African Qualifications Act No. 58 of 1995 44
2.9.5 The National Qualifications Framework Act 67 of 2008 45
2.9.6 The Skills Development Levies Act (No 9 Of 1999) 46

2.9.7 White Paper on Human Resource Management in the Public Service 1997 46
2.9.8 White paper on Local Government 1998 47
2.9.9 The White Paper on the Transformation of the Public Service, 1995 47
2.9.10 Public Service Regulations Act of 2001 48
2.9.11 Local Government Municipal Systems Act 32 of 2000 48
2.9.12 Local Government Municipal Structures Act 117 0f 1998 49
2.9.13 Local Government: Municipal Finance Management Act of 2003 49
2.10 Structures responsible for Local Government HRD 49
2.10.1 Sector Education and Training Authorities (SETAs) 50
2.10.2 Local Government Sector Education and Training Authority (LGSETA) 51
2.10.3 South African Local Government Association (SALGA) 51
2.10.4 The HRD Council of South Africa (HRDC) 52
2.10.5 The National School of Government (NSG) 53
2.10.6 The Local Government Leadership Academy 54
2.10.7 Higher Education Institutions (HEIs) 54
2.10.8 Further Education and Training colleges (FETs) 56
2.11 The importance of HRD in Local Government 58
2.12 HRD Challenges in Local Government 62
2.13 HRD Strategies and programmes for Local Government 67
2.13.1 HRD strategy for South Africa (2010-2030) 68
2.13.2 The National Skills Development Strategy (NSDS) 69
2.13.3 National Development Plan (NDP: Vision 2030) 70
2.13.4 The HRD strategy for the Public Service (vision 2015) 73
2.13.5 The Back to Basics Strategy (B2B) 74
2.13.5 The Outcomes approach 76
2.13.6 Internship programmes 76
2.13.7 Learnerships, apprenticeships and mentorship 77
2.13.7.1 Learnerships programs 77
2.13.7.2 Apprenticeship programs 78
2.13.7.3 Mentoring programs 79
2.13.8 Senior Management Services 80
2.13.9 Bursaries 81
2.13.10 Induction programmes 81
2.14 HRD learning activities/approaches 81

2.14.1 On-the-job learning activities 82
2.14.2 Off-the-job activities 82
2.14.3 Through-the-job activities 83
2.15 Evaluation of HRD strategies 83
2.16 HRD Evaluation models 85
2.16.1 Kirkpatrick's Four Level Evaluation Model 85
(1) Level one: Reaction 86
(2) Level two: Learning 86
(3) Level three: Behaviour 87
(4) Level four: Results 87
2.16.2 CIPP Evaluation model 87
(2) Input evaluation 88
(3) Process evaluation 89
(4) Product evaluation 89
2.17 Employee Performance and Management 89
2.17.1 The Local Government performance management system 91
2.18 Transfer of learning 93
2.19 An overview of HRD Practices of the BCMM 94
2.19.1 Annual training Plan 95
2.19.2 Workplace skills plan (WPS) 95
2.19.3 Determination of training needs 96
2.19.4 Training and development funding 96
2.20 Summary and conclusion of chapter 2 97
CHAPTER 3: RESEARCH METHODOLOGY 99
3.1 Introduction 99
3.2 Research design 99
3.2.1 Data collection and data analysis techniques 100
3.2.1.1 Secondary data 100
3.2.1.1.1 Evaluation of secondary data 103
3.2.1.2 Document analysis 104
3.2.1.3 Interviews 106
3.2.1.4 Data analysis 106
3.2.1.4 Sampling 107
3.2.1.4.1 Sampling procedure 107
3.2.1.4.2 Purposive sampling 108

3.2.1.5 Reliability and validity in qualitative research 108
3.2.2 Time horizon 110
3.2.3 Methodological choice 111
3.2.5 Approach to theory development 113
3.2.6 Philosophy 113
3.3 Description of the study area 114
3.3.1 Population 116
3.3.2 Economic Profile and Employment 116
3.3.3 The political structure 117
3.3.4 Administrative structure 117
3.4 Ethical considerations 118
3.4.1 Informed consent 119
3.4.2 Confidentiality 119
3.4.3 Reporting 119
3.5 Summary and conclusion of chapter 3 119
CHAPTER 4: DATA PRESENTATION AND ANALYSIS 121
4.1 Introduction 121
4.2 What strategies BCMM is currently employing for HRD 122
4.2.1 The HRD strategy 122
4.2.2 The workplace skills plan 124
4.2.3 The annual training plan 124
4.2.4 The human resources strategy 124
4.2.5 Talent management strategy 125
4.2.6 Staff training and development 125
4.3 HRD programmes 125
4.3.1 Induction programmes 125
4.3.2 Skills development programmes 126
4.3.4 Graduate Internship programmes (GIPs) 127
4.3.5 Learnerships 128
4.3.6 Continuous Professional Development (CPD) 128
4.3.7 Adults Basic Education 128
4.3.8 Mentoring and coaching 129
4.3.9 Short courses 129
4.3.10 Bursaries 129
4.4. The extent to which these programmes implemented 130

4.5 The effectiveness of these programmes 132
4.6. What the significance of HRD in BCMM 133
4.6.1 The relevance of HRD programmes 134
4.7 What challenges are there? 135
4.7.1 Institutional constraints 135
4.7.2 Lack of in house training capacity 135
4.7.3 Status and priority 136
4.7.4 Lack of permission to attend training 136
4.7.5 Employee attitudes 137
4.7.6 Lack of training assessments 138
4.7.7 Aligning training needs with strategic needs 139
4.7.8 The procurement problem 139
4.7.9 Failure to identify needs 139
4.8 Opportunities for successful HRD 140
4.8.1 Availability of the HRD Unit 140
4.8.2 Adequate HRD budget 140
4.8.3 Implementation of the EPMDS 140
4.9 Analysis of findings 141
4.10 Summary and conclusion of chapter 4 143
CHAPTER 5: CONCLUSION AND RECOMMENDATIONS 145
5.1 Introduction 145
5.2 Overview of all chapters 145
5.3 Findings and recommendations 148
5.3.1 Finding One 148
5.3.1.1 Recommendation 148
5.3.2 Finding two 148
5.3.2.1 Recommendation two 149
5.3.3 Finding three 149
5.3.3.1 Recommendation three 149
5.3.4 Finding four 150
5.3.4.1 Recommendation four 150
5.3.5 Finding five 150
5.3.5.1 Recommendation five 151
5.3.6 Finding six 151
5.3.6.1. Recommendation six 151

5.4 Further Recommendations 151
5.5 Areas for further study 154
5.6 Conclusion 154
REFERENCES 156
APPENDICES 175
Appendix 1: Ethical Clearance 175
Appendix 2: Application to conduct research 177
Appendix 3: Approval letter 178
Appendix 4: Interview guide 180

LIST OF FIGURES

Figure	Page number
Figure 2.1: Framework for the HRD process	36
Figure 2.2: Kirkpatrick's Four Level Model	86
Figure 3.1: The research onion	100
Figure 3.2: Map of Buffalo City	115

LIST OF TABLES

Table	Page number
Table 4.1: Demographic details of participants (key informants)	122
Table 4.2: Training interventions	131
Table 4.3: Learnerships Placement	133

ABSTRACT

Human resources are the most important resource in an organisation; they are the ones that provide talent, skills and effort that make organisations what they are. The same applies in local government, even more so because, without human resources the government cannot carry out its mandate. An organisation's success and effectiveness therefore lies in the people that make up and work in the organization. This study sought to review the human resource development strategies and their impact on local government performance with specific focus on the Buffalo City Metropolitan municipality. The study had an analysis of the legislative framework that gives guidance to the development of skills in local government. It also went on to look at the strategies that are used in local government for human resource development and the challenges that local government municipalities face when it comes to development and implementation of their strategies. The challenges were varied and seem to undermine their efforts; from failure to develop municipal HRD strategies to issues of implementation such as inadequate budgets.

The study revealed that the BCMM is one of the municipalities that do not have a specific human resource development strategy but uses a variety of HR strategies to develop its workforce. It was also found that even though the municipality has adequate budgets to implement HRD programs it does not have a mechanism for assessing the impact of these programs on performance. Their performance management system is under the process of implementation hence it is not yet fully functional, so the municipality implements a number of programs but is lacking in terms of return on investment.

The study employed the qualitative research approach, which comprised of the use of the analysis of official municipal documents and interviews with key informants from the human resource development personnel as a method of study. The researcher went to greater depths in analysing documents that contained the relevant information to answer the research questions and objectives.

DECLARATION

I, Nosizo Ncube, hereby make a declaration that this dissertation entitled: 'An analysis of the human resource development strategies for local government: A case of Buffalo City Metropolitan Municipality', is the product of my own work. Each and every source that I have quoted or used was sufficiently cited and acknowledged through the list of references. I declare also, that this dissertation has not been previously submitted and will not be presented at any other institution for the fulfilment of requirements of any qualification.

Date:……../09/ 2016 **Signature:**

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DEDICATION

To my mum, Mrs J. Ncube, and my dad, Mr M.M Ncube for all your love and support. You understood the value of education, and did everything so that I can have it.

DECLARATION OF RESEARCH INTEGRITY

By submitting this dissertation:

I am committed to uphold research and professional integrity in academia as illustrated in chapter three of this dissertation.

Date:……../09/ 2016 **Signature:**.....

LIST OF ACRONYMS

BCMM	Buffalo City Metropolitan Municipality
COGTA	Department of Cooperative Governments and Traditional Affairs
DoE	Department of Education
DoL	Department of Labour
DPSA	Department of Public Service and Administration
FET	Further Education and Training
HR	Human Resources
HRD	Human Resource Development
HRD-SA	Human Resource development for South Africa
HRDCSA	Human Resource Development Council of South Africa
IDP	Integrated Development Plan
KSA	Knowledge, skills, and abilities
NSDS	National Skills Development Strategy
PDMS	Performance development and management system
EPMDS	Employee Performance development and management system
SALGA	South African Local Government Association
FET	Further Education and Training
LGSETA	Local Government Sector Education Training Authority
NSDSI	National Skills Development Strategy I (2001-2005)
NSDSII	National Skills Development Strategy II (2005-2010)
NSDSIII	National Skills Development Strategy III (2011-2015)

PDP	Personal Development Plan
PSETA	Public Service Education and Training Authority
SDA	Skills Development Act (No. 97 of 1998)
SDLA	Skills Development Levies Act (No. 9 of 1999)
SETA	Service Education and Training Authority
SAQA Act	South African Qualifications Authority Act (No. 58 of 1995)
WSP	Workplace Skills Plan

CHAPTER ONE: INTRODUCTION AND BACKGROUND

1.1 Introduction

Human resources are the most important resource in an organisation as they are the ones that provide talent, skills and effort that make organisations what they are. The same applies to Local Government, more so because, without human resources Local Government institutions cannot carry out their mandates. Employees separate between a municipality's failure and its success in achieving its goals. Taking into cognisance that the human resources form the organisation's intellectual property, they are the source of competitive advantage. According to Adegoke (2010:54), it is in the realisation of the importance of human resources that departments are created to educate, train and enhance the skills of the human resources so as to improve organisational performance. An organisation's success and effectiveness therefore lies in the people that make up and work in the organization. It is high time that organisations realize that their employees have a critical role to play in the ability of an organisation to deliver services and produce products; moreover, they play a major role in improving the productivity and economic growth of a nation. Good human resources development (HRD) practices can make a big difference on the performance of organisations and their positions in the economies. The onus is on the organisation make use of HRD by implementing strategies, procedures and systems to educate, train and skill their employees to make meaningful contribution to the achievement of organisational, individual and societal goals.

Khan *et al*. (2011:63) state that human resources are so important such that they are the backbone of any organisation and they are also the main resource of the organization. For Local Government organisations, it is vital that it retains an efficient and effective human resource because it is the government at grassroots and they have a responsibility to account for the service delivery and well-being of the local communities (SALGA, 2015:9). The human resources' ability of municipalities visibly and directly affect the government's capacity to implement and achieve its development programmes at local level hence it is necessary for the municipalities to train and develop the competencies and skills of their personnel for the improvement of both individual, team and organisational performance for the ultimate achievement of state goals.

It is a truism that a skilled workforce is at the heart of global competitiveness (Tshilongamulenzhe and Coetzee, 2013:18). Noting that globally, the competitive working environment today requires organisations to employ a skilled, productive and motivated workforce, the BCMM is no exception (Ndevu, 2013:107). In the Local Government sector, employees can be compared to the heart of the human body hence employees are an indispensable asset of any public institution (Mello, 2013:1). According to Mzini (2013:11), employees' skills are viewed as the basis for sustaining service delivery in the workplace. The skills acquired by the respective employees define the nature of a particular workforce since the Local Government sector renders a wide range of services to the community (Mzini, 2013:12). It is therefore suggested that these institutions make investments in HRD to assist the management of performance (Sorour, 2012).

Human resource development is important when it comes to the acquisition and assimilation of employees into the workplace (Phago, 2013:37). After human capital acquisition, there is pressure to deliver services of the highest quality (Mello, 2013:127; Phago, 2013:37) under limited resources (Mello, 2013:127). Normally, an employee has to be exposed to human resource development opportunities such as induction programmes as well as other required interventions from the start of their career (Leus, 2013:168). HRD is important in this aspect.

Equally, human resource development is important in terms of talent and retention (Dorasamy, 2013:179). According to Dorasamy (2013:179), employees' knowledge is critical for the long-term sustainability organisations that are dependent of knowledge, technology and information. Their skills, experience and expertise provide organisations with knowledge-focused employees who need to be developed and retained for organisational success. Therefore, developing such a workforce requires employees training and development (Dorasamy, 2013:179).

Still on the need for human resource development, this globalised world of economies requires that every organisation develops a flexible employee base and be competitive (Nel, Du Plessis, Werner, Sono, Poisat, Van Hoek, Ngalo, & Botha, 2014:199). This places the organisations under a lot of pressure to generate ways of developing strategies for HRD crucial to building a workforce with the ability to learn and develop their knowledge and skills (Nel *et al.,* 2014:199). Statistics by Robbins,

De Cenzo and Coulter (2013:36, 274, 248) reveal that: (i) 78% of managers surveyed said they do not understand what it takes to be successful as a manager (Robbins *et al.,* 2013:36) (ii) 25% of managers feel it is most challenging to deal with issues between team co-workers (Robbins *et al*., 2013:274) (iii) 22% of managers feel it is most challenging to motivate team members (Robbins *et al*., 2013:274) and (iii) 45% of employees say they need workers with more or different skills (Robbins *et al*., 2013:248).

Emerging from the above, it is clear that for any organisation to be able to effectively carry out proper development and management of their human resources, they need to have a clearly-defined and a well-co-ordinated way of doing so. It is the argument of this research that poor HRD strategies in municipalities manifest themselves in the poor performance of human resources and thence poor delivery of services. It has been acknowledged by some scholars (Mpofu, 2013: 30; Mzaca, 2007: 15) that there are some serious shortcomings in the local sphere of government, which include incompetence, corruption and mismanagement, all due to lack of capacity. Increasingly, communities are becoming even more restless demanding improvements in the delivery of services, persistently voicing their anger at non-delivery of services, unresponsiveness and unaccountability by municipal councillors and officials to their communities. The Buffalo City Metropolitan Municipality (BCMM) is no exception to such issues because it is evident in some cases that the BCMM has not paid enough attention to HRD as evidenced by poor performance that has led to service delivery protests in the previous years (Nini, 2014).

As Khan, Khan and Khan (2011:64) note, performance is the key element to achieving organisational goals. Thus organisations invest a lot of capital in trying to improve the performance of the human resource, with the aim that it would ultimately lead to better or increased organisational performance. Still the question arises as to how the performance of the human resources can improve the productivity and efficiency of the organisation. Khan *et al.* (2011:64) explain that though there are many factors such as knowledge and job satisfaction, which leads to improved employee performance, the most important factor is training and development. In this regard, this research is aimed at assessing the HRD and training strategies as important tools for augmenting performance in Local Government with, a particular interest in the BCMM. In particular, the study seeks to analyse the role played by

HRD and training strategies in improving municipal performance and hence addressing service delivery challenges resulting from poor employee skills development within the municipality.

1.1.1 Background and context of the study

In the past few decades, the issue human resources development has gained momentum and has been a source of debate as management and academics pondered its role and its importance in the human resource management (Gberevbie 2012:34). According to Ndlulue (2012:73), it has led to questions as to whether HRD is investing in people or it is just a cost to organisations. The emphasis on new public management also has brought about drastic changes that have impacted on the way public services are produced and delivered (Gumede, 2014). Employees have a pivotal role in an organisations' capability to produce and even more so, on a country's ability to improve its performance and grow economically (Gberevbie, 2012:34). Meyer (2007:1) states that HRD is an essential aspect, particularly in a country like South Africa that has underdeveloped human resources and people's full potential has not yet been realised. Local Government is facing two masters when it comes to the issue of HRD. On the one hand it is driven by a political and social responsibility to provide and uplift skills across all economic sectors, whilst on the other hand it is driven by its status as an employer, having the legislated responsibility to address skill and competency gaps, employee development, and capacity problems within its jurisdiction (Mpofu, 2013:33).

Since the demise of the Apartheid system which led to the birth of a new and democratic South Africa a little over two decades back, much effort has been placed on public service transformation to an effective and efficient public service with an ability to meet the high demands of making and delivering a 'better life for all' (Nengwekhulu, 2009). The backbone of building an effective public service has been the emphasis on the creation of effective policy frameworks and systems, modernizing the managerial and technological aspects, and enhancing the administrative practices and culture of the Public Service. Most critical of these efforts has been the struggle to enhance and raise the skills levels of the human resources, giving more focus to their development and management (Nhlapo, 2010:11). As stated in the Constitution that Public Service must cultivate a culture of

good career development and human resource management practices so as to get the most out of on human potential (RSA Constitution section 195(h) 1996).

According to the Department of Public Service (DPSA, 2010), the paradigm of South Africa as a developmental state requires striking and maintaining a proper balance of skills and competencies within government, crucial to achieving the need for services delivery. However, because of problems such as the old un-co-ordinated traditions in training, decline in skills base, poverty and service delivery backlogs inherited from the Apartheid system which was characterised by discrimination and prejudice, there was a huge gap between what was desired for a strong and efficient public service and what existed (DPSA HRD Resource Pack, 2010:11). As Khambule (2011:5) observed, the systems, policies, infrastructure and arrangements for maintaining an adequate and appropriate stream of adequately skilled people could not match up to the new and growing requirements for ensuring a high standard of government performance. There was a need for a more concerted approach to HRD; hence a new agenda for developing human resources had to be developed. Consequently, in 1997 the White Paper on Public Service Training and Education (WPPSTE) was adopted as the agenda to give focus to the approach to HRD.

The WPPSTE was aimed at addressing the fragmentation and lack of coordination in the education and training approach all over public service, and it sought to transform the training and education landscape to needs-based, demand-led, competency-oriented and more outcomes-based training approach (DPSA, 2010:34). It was the first attempt at modernizing public service HRD to a performance-oriented and investment-based practice. The WPPSTE gave numerous recommendations in regards to this, one of them giving birth to the HRD Strategy for the Public Service which now embodies the approach to public service training and education. The strategy was created in 2002 and was implemented first between 2002 and 2006. This marked the beginning of a shift within the public service that redefined the requirements, meaning and the structure of HRD. This shift is more clearly portrayed in the emergent policy and legislative framework for South Africa's the HRD efforts. Consequently, a number of legislation and policy documents followed, which emphasised the significance of HRD in Public Service.

Section 152 (1,2) of the South African Constitution of 1996 states that Local Government is, within its administrative and financial capability, responsible for the promotion of economic and social development as well as basic service provision in a sustainable manner. The human resources capability of Local Government affects the ability of national government to implement its programmes within the grassroots level. Poor human resource capacity poses a great risk to the performance of Local Government and their ability to provide services, and hence investing in municipal human resources is key in addressing this. In spite of all the increase in the legislation to foster HRD in Public service, the local sphere is still facing seemingly endless performance problems. The provision of services continues to be poor. The Auditor-General's reports on municipal financial statements and their performance show that a lot of South Africa's municipalities are still struggling to perform effectively and efficiently (Auditor-general, 2013). Khambule (2011:3) supports the statement by adding that municipalities face problems when it comes to acquiring and retaining skills in their workforce.

Most public officials have a qualification obtained from a tertiary institution. Numerous public officials attend in-service training course on a regular basis. Most, if not all, of these interventions can be described as traditional in nature. The standard and demand for effective action continues to escalate and it requires that officials adapt (Van der Walt and Du Toit, 2014:21). However, focus should not only be on the shortage of skills because that alone will not improve performance. The challenge is not that South Africa is suffering from skills shortages only, but that it's also suffering from quality skills shortages. Some people who possess impressive skills in the public service are the worst performers. According to Mzaca (2007:15), skills that are obtained from formal education only account for a small share whereas a bigger percentage of these are obtained in the work place, thus stressing the critical role of HRD, not only to the individual organisations but for the country as a whole.

According to Van Dyk, Nel and Haasbroek (2002), municipalities are faced with the dilemma of increasing the relevance, effectiveness, efficiency, quality and sustainability of the training and development system to meet the new requirements to reduce their spending and meet their targets. In the 2012/ 2013 financial year, municipalities in the Eastern Cape managed to spend their MIG funds but none of

them managed to reach their targets. According to the Auditor General (2013:31) the failure to meet targets was principally due to issues of poor project management because they were headed by officials who do not have the necessary skills and no corrective actions are implemented against officials that fail to perform their duties. The BCM metro is no exception to such issues as it was found that when it comes to financial processes and reporting the metro relies a lot on consultants. These services cost the metro R7.1 million during the year 2013/2013 under review (Auditor General 2013:38). Using consultants has the disadvantage of bringing more costs to the municipality and there is very little transfer of skills from these consultants to the municipality. Human resource management can only be regarded as effective if sufficient and adequately skilled employees are being appointed and their performance is well managed. The implementation of good HRD strategies has been cited as one of the crucial measures that most municipalities need to achieve this. It is, therefore, in every municipality's interest and responsibility to improve the performance of their employees.

1.2 Problem statement

Poor municipal performance remains a huge challenge in Buffalo City Metropolitan Municipality. This is evidenced by poor delivery of services in the area which negatively affects the livelihood of local people as many of them are dependent on the work of municipalities for sustainable living conditions. The municipality has been failing for many years to receive clean audits and this has raised questions about the competence of its public officials as far as service delivery to the communities is concerned (Auditor General's report 2012). Considering the level of poor performance and poor service delivery, other scholars (Mzaca 2012, Mpofu 2011 & Nini, 2014) have raised the issue of poor HRD as a challenge in Local Government. The BCMM is also lacking in terms of human resource development strategy this makes the development and training of employees uncoordinated and fragmented (LGSETA 2013: 47). Therefore, this study seeks to address the question of whether HRD is being harnessed as a tool to enhance the performance of Buffalo City Municipality or not.

1.3 Research questions

The aim of this study is to analyse the impact of the HRD strategies on municipal performance.

This study will set out to answer these and other relevant questions concerning HRD on enhancing performance in BCMM.

- What strategies are adopted by BCMM in developing its human resources and to what extent are these measures implemented in BCMM?
- What is the significance of HRD on municipal performance?
- What are the challenges faced by Buffalo City Metropolitan Municipality pertaining to developing their human resources?

1.4 Research objectives

In trying to solve the research problem and answer the research questions posed above, this study will have the following objectives:

- To assess the HRD and training strategies adopted by Buffalo Metropolitan City Municipality.
- To evaluate the significance of human resources development and training on the performance of workers in BCMM.
- To identify the challenges associated with HRD and training in BCMM.

1.5 Significance of the study

The research was motivated by the problems that are embedded in the Eastern Cape public service, particularly the continued poor delivery of services due to lack of capacity and poor performance by the municipalities, which adversely affects the citizens. This study will provide a great opportunity to contribute in shaping the policies and practices for HRD in BCMM and raising awareness on the importance of making sure that HRD strategies are correctly aligned with the strategic objects of the municipality.

Research has been conducted on the training and development and its role in organisational performance however they have failed to address the question of HRD strategy and how it can play a huge role in making Local Government more effective in its performance. Regardless of the increasing effects of HRD on organisations, literature on issues of HRD is still quite limited within countries that

are still developing (Debrah & Ofori, 2006: 440). This research aims to bridge that gap and bring to light issues concerning municipal HRD and training. How municipalities can utilise research and knowledge on HRD and how it can be applied to enhance public sector performance and service delivery.

It is the hope of this study that it will birth some information for the heads of organizations on how to use human resources strategies to increase performance. The findings will prompt also management in Local Government to see the problems associated with not fully appreciating the benefits of employees training and development and the recommendations will suggest the best way possible in making human resource development work for the enhancement of performance within Local Government. It is hoped that the study will also increase the consideration of the value and importance that should be attached to HRD and training programmes.

Also this work will significantly contribute to the current information out there for students, researchers and other organisational executives who wish to know more about the issue of HRD and training as pertaining to increasing organisational performance.

1.6 Preliminary literature review

Saks and Haccoon (2011:4) posit that HRD involves planned and systematic activities that an organisation designs to give their employees opportunities to equip them with necessary abilities to work demands. It is described as the systematic process that organisations must undergo so as to make sure that it has capable personnel that can meet current and future demands. Thus, it can be deduced that, HRD is aimed at increasing human efficiency because during the process employees get the opportunity for acquiring current skills and knowledge to execute a number of specific tasks at work. Oribabor (2000, cited in Olusanya, Awotungase & Ohadebere, 2012:49), in support of the above statement opined that the process of HRD is aimed at developing the technical, human, conceptual and managerial competences that are all essential in the achievement of organisational growth

HRD is viewed as a vital formation of every capable administration (Ndlulue 2012:71). The reasons are not that far-fetched; the increase technological advancements in this era of computer technology make it compulsory for every organization to meet these dynamic situations. According to Olusanya *et al.*

(2012:50), when training and HRD is lacking in an organisation that organisation will be faced with tripartite problems of inefficiency, ineffectiveness as well as incompetence. Hence developing human resources for capacity building is central to improving performance as well as sustaining growth and development.

Optimising the employees' contribution to the goals an aims of the organisation is important in order to sustain effective organisational performance. Leading writers have realised the central role that is played by HRD in management. For instance Oforegbunam & Okorafor (2010:76) posit that HRD is considered fundamentally important to any organisation's performance because is the vehicle that takes organizations to their desired destination within a specified time frame. They went further to state that in this competitive world it is imperative for management to develop and retrain its human resources in order to perform well and to survive.

Middleton *et al.* (1993, cited in van Dyk, Nel & Haasbroek, 2002) states that the quality of the workforce is important to a country's development and its economic growth. If a country has a flexible and highly productive workforce, the greater will be their chances at adapting and acquiring technology that is needed for the production of services and quality goods at lower costs. Hence the importance of HRD to ensure that Local Government can keep up with modern technology and can adapt easily to changing situations. Meyer (2007:2), in agreement with the above statements, states that no country is able to sustain economic development as a well as competing globally if it does not develop its human resources to contribute significantly to the economy. The World Competitiveness reports showed that the lack of human resources development was a stumbling block that's preventing the economy of South Africa from being able to compete in the global market successfully.

South Africa has made significant progress in coming up with necessary normative, regulatory and legislative framework for capacity building. There are legislative measures taken that ensure that organisations put training and development of their workforce is a priority. Some even compel organisations to spend a certain percentage of their budget on HRD. However, the Public Service Commission (2008:1) alluded that the issue of limited capacity is still impacting negatively on the ability of government to perform better and to achieve its goals of a developmental

state. Even though it may be apparent that government is making strides to make investments, financially, in HRD and capacity building, there is much ambiguity as to the relevance and quality of training.

The South African training system has often been condemned for lack of relevance to the market demands; it is trapped in tradition and bureaucracy to respond to changing times. According to van Dyk *et al.* (2002:163), municipalities are faced with the dilemma of increasing the relevance, effectiveness, efficiency, quality and sustainability of their training and development systems so as to meet new requirements to reduce their spending. Training is often used to improve poor performance however poor performance continues despite the number of courses that are conducted for officials targeting their skills and virtually improve individual performance.

1.6.1 Legislative framework for HRD in Local Government

South Africa's HRD is influenced by the outcomes based training and education system (Meyer 2007:2). This system focuses more on what the people who are being trained are able to do after the training. The Constitution of South Africa 1996, Section 195(1) specifies that public administration should be development oriented and good standards of human resource and career development should be promoted to increase human potential. For the state to achieve its developmental goals, its personnel needs to be adequately skilled and capacitated to carry out this mandate.

The commitment of the South African government to promoting HRD is more clearly articulated in three main pieces of legislation, that is, the Skills Development Act (SDA) of 1998, the Skills Development Levies Act (SDLA) of 1999 and the South African Qualifications Authority Act (SAQA) of 1995. These pieces of legislation introduced new funding policies, programs and institutions that were designed with the aim of increasing investment in HRD and to guarantee the provision of quality education and training in South Africa as a whole. All these pieces of legislation have played a crucial role in HRD (Mello, 2008:206) as they have in many ways influenced HRD endeavours, to ensure that employees can have adequate skills, competencies and knowledge that they can use in their places of wok (Webb, 2007).

According to Meyer (2007:24), the SDA puts a legal responsibility on every employer in South Africa to improve competency levels of their labour force. The SDLA imposes a levy to be paid by all employers and governments departments are obliged to have a certain percentage of their budgets to be devoted to skills development. The Government also came up with the National Skills Development Strategy and South African HRD Strategy as a way to improve human resources. The National skills development strategy outlines the skills priorities for the nation and runs over the course of five years.

1.6.2 The importance of HRD in Local Government

Local Government, being government at grassroots faces huge expectations from the citizens. Due to its nearness to communities, it is expected that Local Government is in a better place to understand the needs of the people and hence provide services to suit these needs accordingly. However the performance of municipalities is not up to standard to enable it to meet these needs and the developmental goals of the states. This pressure is evidenced by service delivery strikes that have been rocking the country. Hence it is the argument of this research that employees that are better trained and developed will have the ability to perform better and will deliver services effectively to meet municipal goals.

Literature on HRD suggests that investing in HRD and training is related to a variety of benefits for both individuals and organisations (Buckley and Caple, 2007). As a return on investment, organisations would be expecting HRD efforts to lead to desired direct results like a performance increase and indirect but job related results like retention and employee satisfaction. Thus, giving particular attention to human resources development ceases to be a choice but a need if the organisation is to achieve its goals. The inability to develop employees could lead to not achieving set goals. In the same vein, if municipal staff is to deliver their services in an effective and efficient manner, they must be continuously developed. Therefore, organisations' HRD activities must be aligned to their corporate strategy (Millmore *et al*., 2007).

If Local Government invests HRD and training it will rewarded with enhanced performance (Coetzee, 2007:37), because HRD enables organisations to build a workforce that will have the ability to cope better with change, meeting the ever

increasing demands and to prepare future leaders of the organisation. Through HRD employees get an opportunity to develop skills that make them successful in their jobs and develop for the future. For a country like South Africa a skilled workforce also means an improved living standard of living for the entirety of its people.

South Africa's National Development Plan identified that achieving the goal of transformation was in a way dependent on the improvement of the public services quality. The transformation requires that government be able to identify and overcome all the stumbling blocks to the achievement of improved outcomes, this include strengthening local government's capacity play its role in the developmental state. Being at the forefront of increasing the living standards for all citizens, Local Government must be a facilitator, driver and/or enabler of initiatives that support the growth of an equitable and inclusive economy through sustainable service delivery. To be able to carry out such a heavy mandate, the key is good HRD practices

1.6.3 Challenges to HRD in Local Government

Although it is generally accepted that all employees must receive training, some political office-bearers and officials still resist the investment of time and money in training (Van der Westhuizen, Wessels, Swanepoel, Erasmus & Schenk, 2016). According to a bigger percentage of officials within government regarded it as costly, unnecessary, not linked to work practicalities, and done for wrong reasons hence a waste of time (Reilly, 1979:17).

According to Tshilongamulenzhe and Coetzee (2013:17), the labour market of South Africa has a shortage of skilled workers but has an oversupply of unskilled workers and the growth in population is bigger than that of jobs. Currently, there is a lack of comprehensive and strategic human capital management systems (Odden, 2011:8). Alarming statistics show that South Africa's labour force is not adequately equipped to address the country's countless challenges; and this situation has incalculable future social implications for the country, particularly the Public Sector (Van der Walt, 2016:3939). Van der Walt (2016:393) exposes the reality that references to the Public Service are not always favourable. This is exacerbated by the reality that there are (i) low productivity levels in the Public Sector (ii) often ineffective methods, procedures and processes (iii) low-levels of co-ordination, co-operation and integration (iv) general ignorance about new systems, techniques and aids as well

as. Accordingly, to gain acceptance among the public, there is need to ensure that services are rendered briskly and accurately (Van der Walt, 2016:393-4).

According to Robbins *et al*. (2013:200), 69% of employees surveyed say that they have been asked to do things at work for which they have not received any training. This is in contrast to the reality that institutions cannot be efficient in their functions without an adequately trained workforce (Van der Walt and Du Toit, 2014:20). Enhancing productivity in public service can be measured by ensuring the quality the workforce and increasing professionalism among officials (Van der Walt and Du Toit, 2014:20). The public expects the best possible management processes and services from public institutions (Van der Walt & Du Toit, 2014:21) because the public service is obligated to improve the wellbeing of the people.

Since 1994 the local government sphere has been the centre of service delivery in South Africa. However, there are areas in which service delivery is failing and it is uneven across local municipalities. In its mandate, the local government must provide impartial services to people, promote socio-economic growth and also provide them with an accountable and democratic government (South African Local Government Association, 2005:16). Without people power and capability, it means delivery of this mandate will falter. Municipalities recognise that the human resources that make up their workforce are the key drivers of their service delivery successes and investing in them is a huge step to solving the challenges and problems of development in the country (SALGA, 2005:35).

Municipalities face several problems in their attempts to develop and train their employees. Some of these include the lack of budgets, poor procurement of service providers, inconstant and low involvement of senior management, tensions over which training to prioritise, and lack of consensus with labour unions. In a report that was carried out by the Local Government Sector Education and Training Authority (LGSETA) in 2012, it was found that most metropolitans do not have HRD strategies. The lack of a comprehensive human resources development strategy severely undermines their ability to effectively plan, implement, and monitor and evaluate HRD activities carried out (LGSETA, 2013). The LGSETA also states that skills development is not seen and treated as a strategic priority. In many cases, skills development is delegated to middle management, with very limited accountability at

the executive leadership level. Municipalities are faced with several problems with regards to implementing their HRD strategies.

Another challenge that is faced by the municipalities is that of access to service providers (LGSETA, 2013). BCMM in particular has difficulties accessing locally based service providers who are able to deliver services that meet their needs, in terms of training. Service providers have to be brought in, or municipal employees are sent to attend training courses outside the city. This in turn adds to the costs of training, that is, through transportation and accommodation that has to be arranged for the employees going for the training. The value and importance of HRD and training is not seriously considered and sometimes HRD strategies are not properly aligned to the strategic objectives of the organisation.

1.7 Theoretical framework

A theory can be defined as assumption used to explain something and how it works. According to Swanson (2013) theories are formulated for the purposes of explaining, predicting, and understanding phenomena. A theoretical framework is therefore conceptualised as a structure that holds or supports the research study theory (Maxwell, 2013:36. A theoretical framework can be said to be the one that introduces and explains the theory that explains why the research problem being studied exists. It works as a guide to the research and determines variables to be measured and their statistical relationships. For this research the researcher used the human capital theory and the social learning theory. These are explained in detail in the second chapter of this dissertation.

1.7 Research design and methodology

Research methodology is an essential aspect of a study. It entails the manner in which the researcher plans to carry out the study and collecting the data required to understand the phenomenon under study. To that end, this study intended to assess HRD strategies in BCMM. The research made use of the qualitative research paradigm. The qualitative and quantitative paradigms are well known approaches to research. De Vos, Fouche, Delport and Strydom (2011:63) state that each of the approaches has its own function, methods of enquiry, data collection an analysis strategies as well as methods of judging the quality. Qualitative research is most often utilised when answering questions about phenomena in order to describe and

understand it from participants' perspective whereas quantitative research is utilised when answering questions about relationships among variables being measured so as to explain, predict and control phenomena (De Vos *et al.*, 2011:64). Given this background, the researcher believed it much appropriate to use the qualitative research approach, using the following document analysis and interviews. The research methodology is extensively covered in chapter 3 of this dissertation.

1.8 Ethical considerations

Since every organisation that is involved in research has its own formal rules and principles protecting all participants in the activities done for research, each individual researcher has to observe and take the responsibility to uphold all ethical issues in conducting their research. In this regard, the researcher took note of all ethical considerations as pertaining to this study. The researcher also obtained an ethics clearance certificate from the Ethics Committee at the University of Fort Hare prior to collecting data for this study (See Appendix A).

1.9 Definition of concepts

Nzewi, (2008:12), alludes concepts and their definitions are vital in academic discourses. Nzewi further elaborates that these concepts are defined so as to scope out the application and their meaning to articulate their essence in the discourse. Leedy and Ormond (2014:43) opine as definitions for the concepts are made, it is important that they are defined the way they will be utilised in the study. In this regard, this part of the study is dedicated to definition the core concepts used in the study.

1.9.1 Public Administration

Cloete (1998:1) defines Public Administration as phenomenon that consists of the numerous activities carried out every day work of the functionaries employed in the public institutions. It consists of the leadership and executive action in ways that contribute to the wellbeing and potentials of citizens. Cloete (1985:25) purports that the manner in which public administration is performed directly affects the quality and quantity of services provided to communities. Hence the importance of ensuring that public service is furnished with people that will perform their functions to produce high quality services as it directly affects the lives of people.

Public administration as a discipline is an academic field that is concerned with the understanding, development and improvement of the professional practice as well as to train individuals for working in the public service (Shafritz, 2000:3). Van der Walt (1998) purports that; it should educate public officials to be sensitive to the norms and values of communities.

1.9.2 Human resources

This is an organisation's personnel, which is regarded as significant assets due to their abilities and skills. The people who work for an organisation are significant assets because they give the organisation their skills and talents to move the organisation from point A to point B. in terms of municipalities the human resources are the public servants that carry out the mandate of the government at large.

1.9.3 HRD

Human resource development is an essential part of human resources management that focuses on capacity building for the organisational present and future goals. According to Swanson and Holton (2001:4) "human resource development is a process for developing and unleashing human potential through organisation development and personnel training and development for the purposes of improving performance". It can thus be said that HRD is a concept that refers to activities that enables employees to have the capability to improve their work performance and to deliver quality services. It is the education, training and development of employees.

1.9.4 HRD strategy

The HRD strategy can be defined as the strategy that enables the process of a holistic learning encompassing a holistic approach to training and development to take place in society and organisation (McGuire, 2014: 5). A comprehensive HRD strategy must have a strong link with both an organisation's human resource management and its business strategies. According to Cartwright (2003:30) it should encompass the following; learning which is a process whereby behaviour and attitudes are changed, training which is very specific because focusses on mastering of a certain task, development, education which is the expansion of the individual's knowledge and skills, coaching also concerned with skills where by skills and knowledge are transferred from the older to the newer staff, and mentoring which is also a transfer of knowledge on abroad spectrum more like development.

1.9.5 Training and Development

Training: Erasmus *et al.* (2010:2) defined the concept as the process of systematically modifying the skills, knowledge and behaviour of an employee to enable the organisation to achieve its goals. This process is usually aimed at improving the employee's performance within in the organisation especially when there is a fall in performance standards due to poor attitudes amongst employees or a lack of requisite skills and knowledge. Hence training can be seen as intentional intervention to solve shortcomings in skills, knowledge and attitudes.

Meyer (2007:6) defines training as the transfer of skills to employees so that they will be able to perform a task effectively. Nel *et al.* (2014:193) inform us that training mainly aims to enhance employees' work performance in a short period, according specific job standards. It leads to changes in behaviour that are needed in in meeting the organisation's goals. These definitions entail that training has a bit of a narrow scope as it issued to bridge a gap between actual performance and expected performance.

Development: Development refers to a broader, multifaceted and ongoing set of activities, including training that is aimed at upgrading an employee's performance level (DeCenzo & Robbins, 1994:34). Nel e*t al.* (2014:194) also, defined the concept as "the formal education, job experiences, relationships, and assessment of personality and abilities that help employees serving in a managerial capacity or preparing for managerial posts within an organisation". According to Noe (2013:8), development and training are similar except development tends to be more long-term oriented as it helps prepare employees for future jobs or positions.

Although writers such as Robbins (1980) and Megginson (1981, cited in Van der Walt & Du Toit, 2014:22) distinguish between the terms 'training' and 'development', the distinction is merely academic and the terms can be combined (Van der Walt & Du Toit, 2014:22). Accordingly, in this study, training and development refer to one and the same thing.

1.9.6 Performance

Performance is the act of carrying out or accomplishing a task with the aim of meeting set objectives. It can be defined using its opposites, high and low. Where

high performance entails the provision of high quality, cost effective and accessible services to the community and low performance entails the opposite.

1.9.7 Local Government

Callanan and Keogan (2004:28) defined local government as an administrative subsystem of the government, which has control and authority over local affairs. It is a decentralised institution with powers decentralized by a higher level of government over a specific geographical area. In South Africa, local government municipalities have governing rights over the affairs of their communities, in a manner that is subject to legislative framework and the provisions of the Constitution.

Local Government is made up of three types of municipalities that is category A, category B and category C municipalities. BCMM is a category A municipality which affords it exclusive legislative and executive authority over its area of jurisdiction. It became a category A municipality in May 2011 after the Local Government elections, when it was decided that it does meet the criteria for metro status. The Municipal Structures Act of 1998, states that, the category A municipality one that is has strong economic and social linkages, has bigger centres of economic activities that is used for conurbations and needs integrated planning.

1.10 Delimitation of the study

This section speaks to how the research will be bounded. In this regard the researcher narrowed the scope to be limited to the Buffalo City Metropolitan Municipality. The scope was also limited to the HRD issues.

1.11 Limitations

This section pertains to structural challenges that the researcher may affect the results of the study. According to Lutabingwa and Nethonzhe (2006:700), it is part of the responsibilities of researcher to make sure that the shortcomings in the research are made known to the readers. In this regard, the limitations and problems that were experienced in this research pertain to time, financial constraints and other logistical issues. The fact that some municipal and other documents are classified and are not available to the public such as documents from the HR department pertaining to their trainings conducted, and memos, it was a constraint in the research process. However these limitations did not impact on the results in terms of validity reliability.

1.12 Outline of chapters

Chapter one presented a synopsis of the study that is, it explained the reasons for undertaking the study as well as the benefits that are hoped to accrue in terms of HRD as a tool for enhancing performance. The chapter stated the introduction, background to the study, problem statement, the significance and objectives of the study as well as the methodology that was used. It also gave clear definition of important terms that were used in the study.

Chapter two is focuses on reviewing literature. It will contain a conceptualisation of HRD and organisational performance and as well as the importance of HRD in organisations.

Chapter three is devoted to discussing the research methodology; it will expand on the methodology that will be used to carry out the quest for the answers for this study

The fourth chapter will be dealing with the presentation and discussion of the research findings

Chapter five examines the collected data and then recommendations for the solution to the problems will be given.

1.13 Summary and conclusion for chapter 1

As has been discussed above, the government of South Africa has introduced and enacted several legislative frameworks to make provision for the development of human resources in order to ensure that the public service is equipped with adequately skilled personnel. However, for some years now it appears that there is still a problem of poor performance and service delivery in the public service, leaving people with the question as to why it is so. Hence this research is aimed at assessing those issues in order to try and perhaps pin point the problem and make suggestion on how to overcome them.

In order for the government to effectively and efficiently provide service delivery to the population, the public sector requires employees that have sufficient skills. To accomplish this result, these human resources need to possess the essential skills and expertise to carry out their functions and duties competently. It is the lack of proper training and development strategies that leads to such inefficiency and poor performance in municipalities; they are not investing sufficiently in skills training and

development for their workers. This problem of poor performance levels within the Public Service makes the achievement of developmental state goals seem unrealistic. The demand and standards for effective action are constantly increasing and officials have to adapt to this, hence the necessity for training and development.

This chapter was aimed at providing a general background to the study; the scope of the study was discussed that is the problem statement, value of the study, research questions, research objectives, and important terms that are going to be used in the study were defined.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

The previous chapter dealt with introducing the research study. It gave a brief description of what the study is all about and also gave a brief discussion on the background of the issue in question. The chapter also gave the statement of the problem that poor human resource development practices are art of the causes of poor performance in local government, in particular the Buffalo City Metropolitan Municipality. Then it concluded with the brief outline of the methodology and the outline of the whole study.

This chapter is focusing on the review of related literature on the HRD with particular focus given to HRD in the South African Local Government sphere, the importance and challenges that are faced by Local Government in ensuring that HRD is used for the maximisation of potential in the Local Government workforce. The Auditor-General's publication reports on the performance and financial statements of Local Government show that local municipalities are still having a difficult time performing efficiently and effectively (Auditor General's report, 2012). As a way of addressing such issues, the government has put in place HRD specific regulations and policies that provide the basis for improving skills and competency of public service employees. This chapter conceptualises the concept of HRD and discusses the policies and strategies used in Local Government as tools for HRD.

2.2 Public Administration in South Africa.

Public Administration has a wide ranging scope and there have been debates surrounding the discipline. The roots of the field of Public Administration can be traced back to the late 1880s in the works of Von Stein (1885), where at that time the field was considered to be a form of administrative law. Von Stein (1885) considered Public Administration as a science that was integrating several disciplines such as public finance, sociology and political science. However most common is the works of Woodrow Wilson who has become more influential in the science because of his article 'The Study of Public Administration' of 1887. His works popularised the science of Public Administration even more than von Stein because in his works he advocated for the separation of politics from Public Administration, argued for the

training of public servants to obtain effectiveness in management and considering a commercial view in government (Thornhill and van Djik, 2010:99). Other scholars such as Frank Goodnow (1893), Leonard D White (1926), Luther Gullick and Lyndall Urwik (1937) also made an immense contribution to the development of the field of Public Administration as they tried to integrate scientific management principles into the science of Public Administration.

Public Administration is a concept that refers to two distinguished but very closely interrelated activities, that is, a professional practice which is the totality of the activities of all the people who work for governments and, an academic field that is concerned with the understanding, development and improvement of the professional practice as well as to train individuals for that practice (Shafritz, 2000:3). Scholars in the Public Administration field came up with a distinction between the terms Public Administration and Public Administration stating that 'Public Administration' with the capital letters P and A is the study of 'Public Administration' (Ijeoma, Nzewi and Sibanda, 2013: 23). The former being the academic discipline (Vyas-Doorgapersad, Tshombe, Ababio, 2013: 3) that studies the professional practice and the latter being the actual practice that consists of all the operations that have the purpose of fulfilling public policy (Denhardt, Denhardt & Blanc, 2014:2).

The practice of Public Administration in South Africa is governed by a set of lawful principles and values (Hoexter, 2012:60). The functions of government are to abide by these basic principles and values stated in the South African Constitution, 1996 Chapter 10, section 195 (1). These basic values and principle govern the way in which Public Administration is carried out, and they include the following:

- Promoting and maintaining high standards of professional ethics;
- Promoting the use of resources in an efficient, effective and economical way;
- Being development oriented;
- Exercising equitable, fair, impartial and unbiased service provision;
- Being responsive and encouraging public participation in public policy making;
- Exercising transparency and timely provision of accurate and accessible information to the public;
- Representation of the rainbow nation; and

- Cultivation of good HRD and career management practices and maximization of human potential.

2.2.1 Local Government administration

In as much as Local Government administration is also governed by the principles of Public Administration laid out in the Constitution, it is also guided by the provisions of Chapter 7 section 152. The constitution gives provision for the establishment of Local Government municipalities to be the centre of service delivery in the country. Municipalities through this provision have the right to govern the affairs of their communities and have the authority to exercise power over the administration within their areas of jurisdiction. The Constitution also stipulates the objects of Local Government as:

- Providing a democratic and accountable government to local communities;
- Ensuring services provision to local communities in a sustainable manner ;
- Promoting socio economic development;
- Promoting a healthy and safe environment; and
- Encouraging participation of local organizations and communities in Local Government affairs (South Africa Constitution, 1996).

2.3 HRD as an integral part of Public Administration

Cloete (1985), who is believed to have fathered Public Administration in South Africa, advanced the theory of generic principles that make up Public Administration in South Africa. These principles can be viewed as values that enable Public Administration to carry out its functions efficiently. The then termed the principles generic functions. These six generic functions include policy making, human resources provision, financing, organising, determination of work procedures and control. However for this study more focus will be given to the principle of human resource provision. Cloete (1985:25, cited in van der Walt, Cheminais, Bayat & Fox, and 1998:10) is of the opinion that human resource provision is an intrinsic part of the enabling generic functions and, it can be explained as the process of obtaining, deploying, and retaining personnel of adequate quantity and quality to produce positive impacts on the effectiveness of the organization. It includes the totality of human resources functions; for instance recruitment, selection, placement and the development of the workforce as well as their welfare.

It is understood that managing an organisation involves effective deployment of three types of resources that is human, financial and physical resources. However among the three, the most important and crucial is the human resources as observed by Armstrong (2009:21) who clearly recognized that, human resources are the most valuable of an organization's assets as they interpret plans, objectives and policies into tangible results and actions. According to Van der Walt, Bayat, Fox and Cheminais (1998:13) without adequate, productive human resources Local Government will be incapable of carrying out its functions efficiently. Hence the importance of developing and training human resources that is at hand to ensure that Local Government remains with competent and capable human resources. Though the task of keeping public service with sufficient, high quality personnel is however a challenging one since the public sector has to make do with budgets that are always shrinking in real terms, HRD cannot be viewed as secondary to accomplishment of tasks but as part of the process (Vyas-Doorgapersad, Tshombe & Ababio, 2013: 3). Adequately skilled and knowledgeable workforce is the key to goal attainment. HRD is therefore an integral part of Public Administration that gives focus on capacity building for present and future public service targets.

2.4 Conceptualising HRD

HRD is a name that is used to present the latest evolutionary phase of the longstanding of educating, training and developing people for the achievement of organisational, societal and also individual goals (Twyford, 2014:14). Gberevbie (2012:30) conceptualised HRD as the practice of shaping and transforming the knowledge, skills, creative abilities, attitudes, values and commitment on the basis of current and future organisational and job requirements for better workplace productivity. In the same vein, Chalofsky, (2012:20) states that HRD refers to the practice and study of enhancing organisations, teams and individuals' learning capacities through developing and applying learning-based interventions for the purposes of augmenting individual and organisational growth and efficiency. It can thus be said that HRD is a term that refers to activities that enable employees to have the capacity to performance better and to deliver quality services.

Saks and Haccoon (2011:4) posit that HRD involves planned and systematic activities that an organisation designs to give their employees opportunities to equip them with necessary abilities to meet work demands. It is described as the

systematic process through which an organisation goes in order to make sure that it has capable personnel that can meet current and future demands (Twyford, 2014:17). Thus, it can be deduced that, HRD is aimed at increasing human efficiency because during the process employees get the opportunity for acquiring current skills and knowledge to execute a number of specific tasks at work. Oribabor (2000, cited in Olusanya *et al.,* 2012:49), in support of the above statement, argues that the process of HRD is aimed at developing the technical, human, conceptual and managerial competences that are all essential in the achievement of organisational growth.

The definition of HRD that is most suitable for the purpose of this dissertation is that made by Swanson and Holton (2001:4) that:

"HRD is a process for developing and unleashing human potential through organisation development and personnel training and development for the purposes of improving performance".

From this definition and others above, it can be deduced that HRD should be on-going process aimed at improving performance and increasing effectiveness through means such as training and development. All the components of the definition relate to the study. Focus also is given to how skills can also be acquired and utilised effectively and efficiently in the workplaces*,* not only on acquiring education and training through qualifications. HRD will be viewed as the combined use of organisational development, training and development and career development to enhance the effectiveness of individual employees, teams and organizations.

2.4.1 The concept of training and development

There are three kinds of resources that are found in organisations (Gilley 2001). These are financial resources, physical resources and human resources (Gilley 2001). Physical resources are continually updated to keep up with the advancements in technology as well as making sure the organisation stays competitive. Human resources, being the people that are employed by an organisation, are not upgraded like physical resources but theirs require an update in their skills, knowledge and abilities, and this is done through activities of training and development to help them perform optimally.

2.4.1.1 Training

Many writers, such as Meyer and Foruie (2004:7), Noe (2013:8), Kavanagh and Thite (2009:310), Thorne and Mackey (2003:2-3), Van der Walt and Du Toit (2014:16) and Warnich *et al.* (2015:342) have defied the concept of training differently. According to Meyer and Fourie (2004:7), this concept refers to a process people are provided the requisite attitudes, knowledge and skills for performing a job efficiently. They further explain that training is most often focused on new employees' orientation, and technical job skills.

According to Kavanagh and Thite (2009:310), training is the planned acquisition of skills, competencies and knowledge used to execute specific job in a work situation. Kavanagh and Thite (2009:310) continue to aver that it is a systematic process used by organisations to modifying skills, behaviours and knowledge of their employees to enable organisations to achieve their goals. Warnich *et al.* (2015:342) concurred with the above by defining training as a procedure through which employees gain requisite capabilities used to achieve organisational objectives. For Warnich *et al.* (2015:342), training can be separated into two categories, which are, specific training and general training, where:

- General training refers to training interventions that focus on skills that can be used at most workplaces, for example learning how to improve reading and writing and how to communicate effectively; and
- Specific training refers to training whereby the employees obtain skills and information customized to their own workplace, for instance training aimed at giving employees an understanding of the organizational budgets recruitment processes.

2.4.1.2 Development

For Warnich *et al*. (2015:342), the concept of development refers to the systematic efforts that are used by an organisation to mould the individual employees' skills or knowledge for future role, jobs as well as for personal growth. Warnich et al., 2015:342, further assert that activities that are carried out for an employee's development happen continuously through their career and they will be an ongoing part of their job. Thus development is an integral function of management to enhance and preserve their employees' job competences. It is therefore necessary

that managers must keep up to date with new developments personnel management, and other human resource practices.

Saks and Racoon (2011:4) posit that training and development are part of human resource development which involves planned and systematic activities that are designed by an organisation to give their employees opportunities to acquire skills and knowledge to meet current and future work demands. According to Noe (2013:8), training is more short term focused whereas development is focused on the long term and future job demands. These two concepts however cannot be separated into watertight compartments because people who are being trained for a specific purpose will also be undergoing development during the process (Erasmus et al, 2010:2).

2.4.2 The concept of employee performance

Employee performance can be defined according to an individual's ability to execute their job responsibilities and duties well (Brown, 2008:3). According to Kenney *et al.* (2008) employee performance can be measured using the performance standards that would be set by the organisation. There are several measures that can be used to measure performance against set standards such as effectiveness, efficiency, productivity and profitability (Ahuja, 1992). Employee performance is a very crucial factor in an organisation's ability to achieve goals and responsibilities. It is a reflection of the extent to which an employee satisfies his or her job requirements (Shields, Brown, Kaine, McLean, O'Leary & Robinson, and 2015:4).

What is emerging from the above is that employee performance entails the means through which individual and organisational objectives are achieved. Many organisations usually assess their employees' performance on every quarter or on yearly basis in order to identify areas that need improvement. In Local Government employee performance is evaluated through the Performance Management Systems (PMS). The performance management system was introduced national to Local Government as an instrument for ensuring development in the local sphere through the White Paper on Local Government (1998).

2.4.3 The HRD strategy

Swart, Mann, Brown and Price (2005:83) state that an HRD strategy refers to a set of systematic and planned activities that are focused on the development of individual competencies and abilities so as to achieve current and future strategic goals. This process of human resources development must be practical, action oriented and has to bring about solutions to in a manner that enables both individual employees and the organisation to reach their targets (Friedman, 200:5).

Van Dyk, Nel and Haasbroek (2007:71) allude that it may be regarded as an enabling strategy, that is, it should enable the organisation to improve on its human capital's potential. A comprehensive HRD strategy must have a link to both the business strategy and the human resource management strategy in organisations. According to Cartwright (2003), it should encompass the following; learning which is a process whereby behaviour and attitudes are changed, training which is very specific since it is concerned with mastering of a particular task, development, education which is the expansion of the individual's skills and knowledge, coaching also concerned with skills where by skills and knowledge are transferred from the older to the newer staff, and mentoring which is also a transfer of knowledge on abroad spectrum more like development.

From the foregoing, it cab ne deduced that HRD should be a planned and ongoing process that leads to enhanced capabilities for the achievement of set objectives. It also alludes to the fact that HRD strategy should coordinate all the activities that are employed in the development of certain capabilities that are needed in order to deliver current organisational objectives as well as to enable the organisation to compete in the future.

2.4.4 HRD and employee performance

HRD as conceptualised by the variety of scholars mentioned above suggests that it is the process through which an organisation's employees are transmuted from their current state to that which is desired in terms of enhanced knowledge, skills and abilities through some forms of capacity building in order to achieve good performance of organizational workforce. According to Gberevbie, (2012:31), this entails that if an organisation fails to improve its employees by training them for the required knowledge and skills through adopting an HRD strategy chances are high

that the organisation will have in its employment a workforce that is not competent enough to accomplish goals and service delivery.

When it comes to government organisations the performance of employees is most associated with the public service provision. Muda and Rafiki (2014:152) state that even though government organisations are non-profit organizations, the employees still have to possess qualifications and skills standards that will uphold the credibility of the public institutions. The foregoing indicates that there is a positive relationship between an organisation's HRD capabilities and the productivity of its employees. Higher employee productivity is most likely to be achievable through properly adopting and purposefully implementing HRD strategies to build the capacity of their employees for improved performance.

When employees are exposed to various HRD programs it puts them in a good position for improving their competency, and that way they will be able to effectively leverage their capacity in conducting their tasks. According to Choi and Sun (2011:9), when employees get training opportunities to learn a variety of knowledge skills and abilities that are task related it enhances their sense of task efficacy. Furthermore, if an organisation has practices that support HRD it sends a clear message that the management has interest for training and developing their employees, which encourages employees to improve their skills, knowledge and competencies to perform better.

At the Local Government sphere, HRD should be focused not only in improving knowledge, skills and abilities but also on empowering municipal employees at different hierarchical levels to be able to make informed choices and decisions so that they can lead better. General employees should be equipped for current and future activities (Vyas-Doorgapersad, Tshombe, Ababio, 2013: 3). Therefore HRD is a necessary tool for planning to prepare employees for future responsibilities in a changing environment.

2.4.5 HRD and organisational performance

According to Swanson (1995, cited in Weinberger, 2006:80), HRD is the process through which an organisation improves its performance through the capabilities of its employees. Muda and Rafiki (2004:153) concur by stating that because an organisation's employees are its source of competitive advantage, its performance

partly depends on the employees' behaviour. These behaviours are shaped through the HRD programmes that are planned and implemented by the organization. Hence the performance of the individual employees reflects the organisation's capacity for achieving goals efficiently and effectively.

Choi and Sun (2011:9) note it motivates employees to achieve set targets when the organisation offers them incentives that are equal or more that their expected contributions. An organization's efforts to train and develop its employees are one such incentive as it offers clear evidence that it is willing to invest meaningfully in the employees (Graham & Nafukho, 2008: 10). In addition, HRD practices convey a message to employees that the organization values their contribution and supports their long-term development. Organizational support or care as perceived by employees increases the perceived insider status of employees. Such perceptions increase the employees desire to stay in the organisation and hence put much effort in the realisation of the organisation's goals (Choi and Sun, 2011: 9). The skills, knowledge and abilities that are received in training and development process are highly related to the organizations' performance. Investment in human capital is positively related to organizational performance. HRD plays such a crucial role in the improvement of self-ability of organisation's employees in achieving organisational objectives.

2.5 Components of HRD

According to Gilley (2002:26), HRD has three component areas that vary from organisation to organisation depending on their commitment to improving their human resources. They are individual development, career development and organisational development. They all have the same focus: which is the improvement of individual performance. Individual development focuses on performance improvement on a shorter term and has a low level of organisational enhancement; career development is long term and multifaceted which has a bigger effect on the efficiency of the organisation. Organisational development produces the most efficiency and it requires the greatest skills and the most commitment to HRD.

2.5.1 Individual development

This component entails the process of developing new behaviours, skills and knowledge which leads to performance improvement with regards to the current job

training. Gilley (2002:26) argues that this process focuses on the individual's growth and development through learning activities and training programs. The purpose of individual development is to improve the skills, competences and knowledge of individual employees whilst addressing the organisation's needs and those of the individual employees.

2.5.2 Career development

According to Gilley (2002:48), most of the performance problems are related to careers, when employees are feeling overlooked and trapped in their current jobs they tend to have increased levels of stress and this decreases they performance and they fail to meet organisational expectations. Career development comprises of planned, organised and structured activities that result in a mutual plotting between the organisation and individual employees and organisation. It focuses on the analysis that leads to the identification of individual's values, interests and competencies required for the development of skills for future jobs. Career development encompasses carer planning and career management (Werner & De Simon, 2011:12). The organisation is responsible for career management while the employee is responsible for career planning. Career planning is the process by which employees set up career objectives and developed activities that will help achieve them and career management is the specific human resource activities like as training and development, performance appraisals and job placement. These two processes combine to make up the organisational career development process

2.5.3 Organisational development

Werner and De Simon (2011:11) defined organisational development as the process of improving organisational efficiency and improving the effectiveness of its members through planned interventions. It (organisational development) is about developing and creating ways to solve the organisations performance problems through ensuring a link between the structure of the organisation, its culture and human resource processes. The purpose of organisational development is to ensure that the organisation has the capacity to self-renew. That is the ability to introspect and uncover the problems, shortcomings and weaknesses then directing necessary resources to solve the problems. Thus the organisation will be able to confront new and ever changing challenges and circumstances that come its way. According to

Gilley (2002:76), OD is not effective unless all the members of the entire organisation are involved.

2.6 The HRD process model

HRD interventions can be used to address several problems and issues in an organisation (Powell, Rocco & Roth, and 2015:140). They can be used for orientation and socialisation for new employees, for providing knowledge and skills to help individuals and groups to become more effective in their jobs (Gibb, 2011:69). Hence Werner and De Simone (2011:10) argue that in order to make sure that the objectives are met, the design and delivery of HRD interventions must be done with care. Werner and De Simone (2011:10) argue that HRD interventions must be designed using a four step process, that is: (1) the needs assessment, (2) the design, (3) implementation and (4) the evaluation steps. Gibb, (2011:70) emphasises that the process should be systematic, not fragmented and ad hoc. The stages complement each other in a way.

2.6.1 Needs analysis phase

This phase is the process through which an organisation tries to identify and articulate its HRD needs (Coetzee, 2007:85). The need can be a shortcoming in terms of current performance or it can be problem that requires changes in the operations of the organisation. Identifying needs encompasses taking an assessment of the organisation, its environment, job tasks and employee performance (Werner and DeSimone 2011:27). Needs analysis is used to identify an organizations goals and its efficacy in achieving the goals, to identify the gaps in the existing skills and the desired ones required to effectively perform the job successfully, gaps between current employee skills and required skills effective job execution as well as the conditions in which the HRD activity will take place. There are three levels of needs analysis that have to be considered, that is individual, task and organisational analysis (Werner & DeSimone, 2011:111).

2.6.1.1 Levels of needs analysis

(i) Individual analysis: Individual analysis identifies gaps between the person's capabilities currently and those that are required or desired. This analysis assesses the extent to which the individual employees are performing the job well and it

determines which employees need an intervention and what type of intervention it should be.

(ii) Task analysis: Tasks analysis gives information about a tsk or a group of tasks and the skills, knowledge, attitudes and competencies that are needed. It entails the requirements for specific jobs and it results in information about the job that can be used to establish performance standards and the skills knowledge and competencies needed to achieve the standards.

(iii) Organisational analysis: Organisational needs analysis starts with the analysis of the short and long term strategic organisational objective. According to Schuck, (2015: 40)This type of analysis is used to give a better understanding of the organisation's characteristics, that is its strengths and weaknesses, as well as to figure out where HRD interventions are needed and under what circumstances it will be conducted. Organisational analysis focuses on the whole organisation, identifying which part of the organisation needs an intervention. At this level training and development needs are viewed in terms of organisational needs. When carried out correctly the result should be the establishment of a clear statement of the goals that should be accomplished through the planned HRD activities. It requires a broad view of the whole system of the organisation and what it aims to achieve (Werner and DeSimone 2011: 111).

With this kind of information, HRD professional can know what kinds and where interventions are need, which needs to be included in them and whether there are any problems with them. Needs analysis may as well reveal solutions to the problem that it could be training, or a change in management practices

2.6.2 Design Phase

The second stage in the process is the design of HRD program; it is basically for planning the details of the program. After completing the assessments of needs it is imperative to then translate all the identified issues from the analysis phase into specific objectives and goals for HRD programs. According to Krishnaverni, (2010: 263) this process facilitates the establishment of clear learning plans and objectives for what should happen in the HRD program. Part of the decisions will include selecting the proper persons to deliver the program which can be difficult depending on the availability of resources. Some Local Government departments would use

outside consultants where there is a lack of HRD staff. The selection and development of program content is also done during the design phase. This includes making decisions on choosing the most appropriate setting, techniques that will be used to facilitate learning (e.g. role playing, simulation, lectures), and the materials that would be used to deliver the program (Powell, Rocco and Roth, 2015:136).

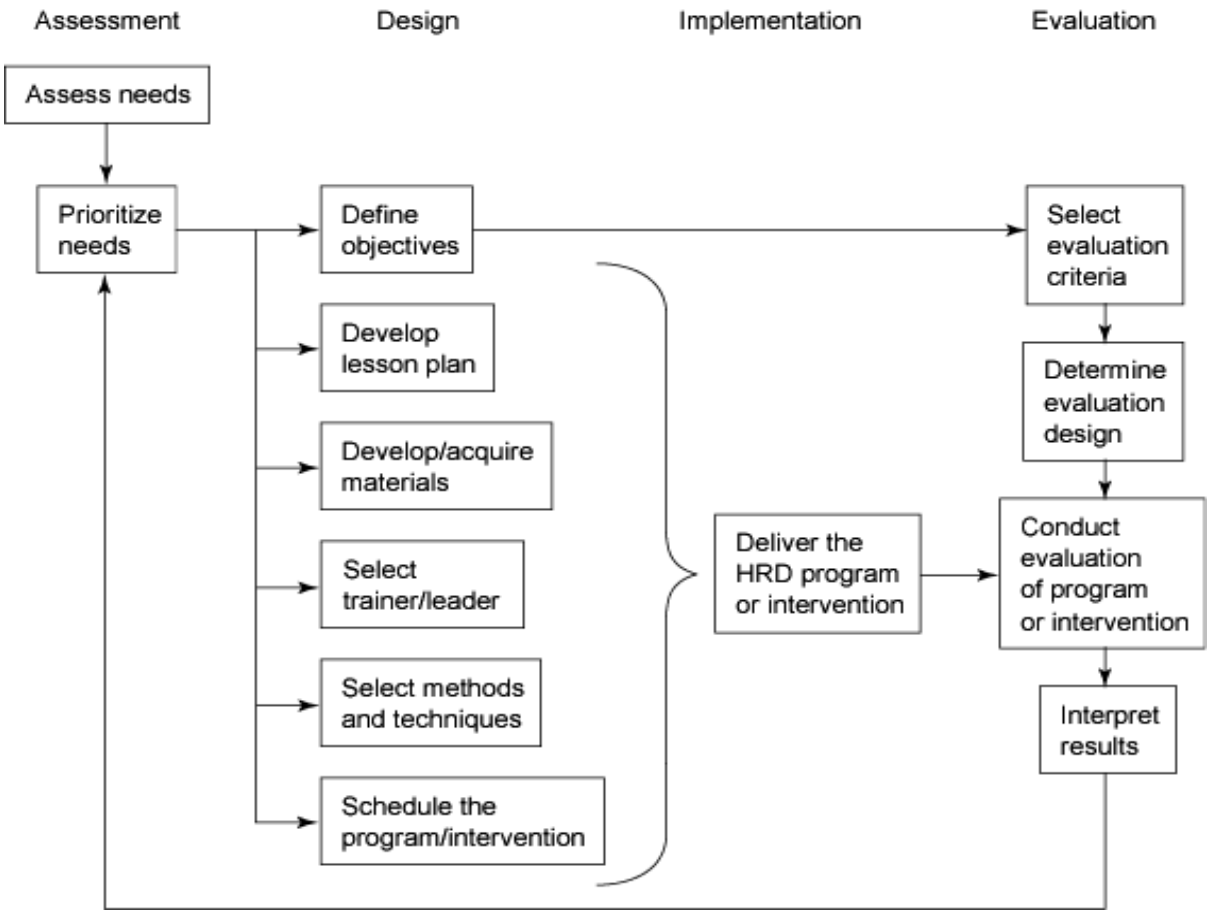
2.6.3 Implementation phase

The previous stages are aimed at ensuring the implementation of the HRD programs goes effectively. This entails that the implementation of the program should be done using the approach that is chosen as most appropriate as determined in the design phase. The implementation phase is where the actual programme selected in the design phase is carried out (Werner and DeSimone, 2011:166). This stage of the delivery of program possess many challenges such as creating an environment that will enhance learning and resolving any other problems that may arise and basically trying to deliver the program as planned in the design phase.

2.6.4 Evaluation Phase

The evaluation entails the last stage in the HRD and training process. This stage focuses on measuring the effectiveness of the intervention. When evaluation is done properly, is yields important information on the reaction of participants to the program, what they learnt, whether they will use what they learnt on their jobs and if the program has led to any improvements on the organisation's performance and effectiveness. The information from such evaluation enables management to make informed decisions in terms of various HRD aspects. When Local Government HRD managers are armed with such information they will be in a better position to compete and lobby for additional resources. Werner and DeSimone (2011:203) however, contend that this phase is very important but it is most often underemphasised.

Figure 2.1: *Framework for the HRD process*



Source: Werner & DeSimone (2011)

This HRD process in Figure 2.1 above shows the importance of properly designing HRD interventions or programs. It is very important to carefully design the interventions because a bad design will result in objectives not being achieved, Gibb, (2011: 70) which translates to a loss in terms valuable resources of time and capital. The design has to be according to the needs of the employees. Organisations that develop good designs for their programs according to the needs of their employees and the organisations always get the best results (Werner & DeSimone, 2011:168).

2.7 The purpose of HRD

Organisations are facing a huge task of having to achieve the best possible results in the way of effectiveness and efficiency in production, service delivery as well as maximisation of profit using the employees that are available at their disposal. Due to this, HRD has arisen as a vital tool for enhancing employee capabilities for organisational performance. Mohammed (2006:27) argues that the progress and success of organisations depends on their ability to fully recognize the potential and

talents of their employees. And the South African public sector is not and cannot be an exception in HRD for improved performance, which can be achieved by purposefully using HRD strategies.

Scholars such as Smith (1990:1), Swanson (1995:208), Nadler & Nadler, (1989:6) argue HRD has the main purpose of improving performance. This notion is premised on the idea that if HRD is practiced purposefully in an organisation it must contribute to the organisational goals which are consequently meant to be achieved in an effective and efficient manner. Many scholars argue that a proper HRD strategy should be linked directly to the strategies and goals of an organisation where the skills, capabilities and knowledge of the employees are used to achieve the strategic goals. Hence Swanson (1996:15) states that, if HRD should be aligned to the strategic objectives of an organisation, and performance is the means by which those strategic objectives are to be achieved it then follows that HRD must focus on improving performance.

Gilley (2001:13) states that the purpose of HRD is to make a difference, it focuses on the resource that people bring to the success equation for both organisation and individuals. HRD has two core threads that are, (1) individual and organisational performance and (2) individual learning and organisational learning, (Gilley 2001:13). Lawrie 1986 cited in Gilley (2001:13) also identified four purposes of HRD that is, “the training of new employees, the training of employees to perform new duties and responsibilities, improving the skills and competencies employees in their current positions as well as preparing employees for growth and upward mobility”.

2.8 Theoretical framework

Theory is a word that is derived from the Greek word *theōria,* and it can be defined as an assumption or a collection of ideas used to explain something, grounded on some values that are independent of the thing being explained (Anfara & Mertz, 2015:2). According to Swanson and Chermack (2013:14), theories are formulated for the purposes of explaining, predicting, and understanding phenomena. A theoretical framework is therefore conceptualised as a structure that holds or supports the research study theory (Maxwell, 2013:36). A theoretical framework introduces and explains the theory that informs us the study problem exists. Merriam (2009:66) states that it works as a guide to the research and determines variables to be

measured and their statistical relationships. Heming (2004:25) states that a theoretical framework reflects the stance that is adopted by the researcher in his or her study and that is why it can also be said that it frames the work hence it can be argued that it positions that research in the topic being studied. For this particular research the researcher deemed it more appropriate to use Human Capital theory by Gary Becker and the social learning theory.

2.8.1 Gary Becker's Human Capital Theory

The Human capital theory came to existence in the 1960s. As a term, human capital is used to refer to knowledge, personal traits and skills that are that give the ability to perform labour for economic gains. Mincer (1962, cited in Muda & Rafiki, 2014:4) defines human capital theory as the schooling and education that prepares the labour force and Becker (1964) defined it as "a form of investment by individuals in education up to the point where the returns in extra income are equal to the costs of participating in education. Returns are both private to the individual in the form of additional income, and to the general society in the form of greater productivity provided by the educated". The ultimate principle underpinning this theory is the idea that an individual's capacity to learn is of has comparative value to other resources which are used in the process of producing goods and services, (Todaro, 2011:365). If these resources are used in an effective manner it yields profitable results to individuals, organisations and the whole society (Schultz, 1961, cited in Nafukho, Hairston & Brooks, 2004:546). In this regard, the Human capital theory explains the profitable results accrue to training and education as an investment in human resources. Also at the centre of the theory is the proposition that people are another form of capital to be developed (Engelbrecht 2003; Becker 1993; Hendricks, 2002 in Nafukho *et al.,* 2004:548). From the perspective of the human capital theorists, training and education is a sort of deliberate investment which then prepares the labour force and increases the individual and organisation's performance at the same time encouraging growth and development at a national level.

The theory makes an analogy of conventional investments in physical capital because people are considered as capital (Todaro, 2011:365). In other words the human capital theory explains that investing in the education and training of an individual employee is the as making a business investment in equipment. After the initial investment in human capital is made, a stream of higher future returns can be

generated. In this case HRD and training can be seen as an investment in human capital in order to improve future productivity of the employees thence increased performance of the municipality which accumulates to better service delivery. Investing in human capabilities can work as a tool for fostering achievement of goals in Local Government.

The definitions of the theory show that the main result of investing in human resources is the transformation that manifests at the level of the individual as an improvement in performance, and at the level of the organisation as an improvement in production and profitability and at the societal level it manifests as multifaceted benefits to society such as service delivery. Just as the Human capital theory maintains making an investment in people make them more productive, HRD also advocates that investing in the training and development and education of employee improves performance and productivity. According to Becker (1993:392) the process of either disinvesting or investing in human capital often changes the very nature of an individual: training and development can change a person's lifestyle from that of perpetual unemployment to one of good and stable earnings. In the same vein HRD efforts may alter organisations capacity to perform through improved workforce productivity. Local Government as an organisation is not an exception to this because if there is no investment in developing human resources municipal goals may not be achieved. Investing in their development ensures that every employee is capacitated to be committed to the municipality's strategy and objectives.

Becker (1964, cited in Muda & Rafiki, 2014:1) asserts that investing to gain knowledge, skills and other capabilities through training and development programs is much more important than any concern in investing in physical capital because employees constitute a source of sustainable competitive advantage. Expenditures on better health, education and training should not be considered only as benefits that stem from economic growth and rising incomes; but they must also be viewed investment people's potential which makes and sustains the economic growth. According to Ziderman (2000:352), national governments and international aid agencies have endorsed the paradigm shift form relying on policies that emphasise investing in machinery, plants, infrastructure to strategies that give central focus on the investments in human capital.

As much as HRD comprises of the development of capabilities of employees, it also entails deploying and utilising these human capabilities in different contexts (Kraak, 2010:64). The human capital theory perfectly explains the importance of investing in education for enhanced human capabilities but like any other theories it has its own shortcomings. The human capital theory focuses on schooling as the basis for explaining job performance and associates poor performance with lack of skills only whereas in practical work situations, people with good formal education sometimes perform the worst. Hence the researcher decided to also use the social learning theory to augment the shortcomings of Becker's theory in underpinning this study.

2.8.2 The Social Learning Theory

The social learning theory was also chosen to explain the phenomenon under study. This theory was developed by Albert Bandura and his associates. The theory presupposes that the process of learning is a cognitive one that happens in social contexts through direct instruction or through observation. These theorists believe that people actively process information and they are conscious of the relationship that exists between their behaviours and the consequences attached to the behaviours.

Albert Banjura's social learning puts an emphasis on the importance of observing and modelling other people's emotional reactions, behaviours and their attitudes. According to the theory learning does not, however, necessarily result to changed behaviour, there are steps that are involved in the processes of observational learning and modelling. These underlying processes are: attention, retention, reproduction and motivation. This explains that there are conditions to learning, paying attention to the model, remembering so that behaviour can be reproduced and also motivation to actually reproduce or imitate the learned behaviour.

Armstrong (2009:496) argues that HRD programs may be rendered ineffective and unsuccessful if they were not grounded on an understanding of the theory of learning. This learning theory provides the background for the development and use of HRD techniques and programme. Having a good understanding of the basic concepts of how people learn is very important for those who plan and conduct HRD programs. It is also essential even at the initial stages of program identification.

The social learning theory best fits in understanding issues of HRD as its premises assume that learning allows for people to adopt certain types of behaviours. In the theory Bandura emphasised that learning can occur through observation of the behaviours of others and by direct experience, the modelling process. The social learning theory presupposes that the capacity of man to learn through observation allows him to obtain large and integrated units of behaviour. This is of particular relevance to HRD because modelling has been used in HRD with much success through the training approach known as demonstration-based training (Werner and DeSimone 2011:53). In this behaviour modelling training, trainees are told which behaviours to learn and are shown film in which an actor who will be demonstrating how to perform this behaviour. As employees are put through the process of training and development they get to directly experience and observe from others the behaviours that are required to perform best their jobs. Through different types of HRD strategies employees will tend to adopt the necessary behaviours and skills.

HRD is a force that advocates for learning and gaining new knowledge skills and abilities for the work place. These behaviours are moulded through the HRD programmes are implemented by the organization. For Local Government, employees learn desired behaviours and attitudes that result in them being able to perform their jobs efficiently and effectively through HRD strategies such as training.

As presupposed in the theory, learning does not occur in a vacuum and does not automatically lead to changes in attitudes and behaviour. The same can be applied in the issue of developing human resources using training techniques. When people are put through a learning experience of training it does not necessarily mean they will automatically apply new behaviours and attitudes to their work. They sometimes need motivation to actually display these new behaviours and attitudes in form of executing tasks. If the employees perceive the HRD programmes as perfunctory processes they may not be motivated to learn or to reproduce the learnt behaviours. In the opinion of Choi and Sung (2011:13), meaningfulness and quality of these programmes also act as motivation to reproduce and transfer learning into actual performance.

Furthermore, it is essential to take note of the learning theory in HRD because it can help in directing inquiries to the areas that HRD interventions are likely have the

most effectiveness. Noe (2005:109) alleges that in social learning theory after HRD efforts have been made, it is the efficacy of the individual that influences learning, that is, their belief as to whether they can obtain the knowledge and learn some skills. Evidently self-efficacy has some direct relevance in the success of HRD interventions. Noe (2005:109) further argues that a person with high efficacy will put more effort to learn in a training and development exercise and is most like to continue observing and learning new skills. In this regard if an employee's self-efficacy expectations are low, they are likely to be reluctant to put effort in improving their performance, if they do try, they will most likely exert less effort than the person with a high self-efficacy. Hence Werner and DeSimone (2011:53) emphasise the importance of trainers and supervisors act in a way that will increase the trainees' judgement of their self-efficacy as well as their expected outcomes.

2.9 Legislative and policy framework for HRD

There is a framework that governs and directs HRD and training processes in South Africa for the private sector and the public sector. The legislation and policies were enacted on HRD so as to priorities training and development in all organisations and to drive performance improvement within the public service. It has made strides in ensuring that the development of the workforce has a place in the national development agenda. The South African Constitution of 1996, specifically in section 195 (h) laid down the basis for the regulatory framework which enabled mechanisms for the development of employee skills in the public sector. This provision is amplified in, amongst other pieces of legislation, the Skills Development Act, 1998, and the National Skills Development Strategy (NSDS). Meyer, Mabaso, Lancaster and Nenungwi (2004:11) state that these pieces of legislation provide evidence of how serious the government is in addressing the problem of skills shortages. The main purpose and desired impact of these pieces of legislation and policies is mainly to improve HRD in South Africa and to thereby improve skills development as a whole in such a way that the potential of the South African people is maximised, through skills and knowledge acquisition, to work competitively and productively for the achievement of a better quality of life for all.

2.9.1 The Constitution of the Republic of South Africa No 108 of 1996

The South African constitution is the supreme law of the land, this entails that all things and legislation are all are subject to its provisions. The issue of developing human resources is given provision in the Constitution as well. Provisions are made for the roles and responsibilities of each sphere of government, in Section 152 roles and objects of Local Government are clearly stated amongst which it is obligated to make sure the service provision local communities in a manner that is sustainable. These roles and objectives cannot however be efficiently and effectively carried out unless human resources in each sphere are adequately equipped with necessary skills, attitudes and knowledge to carry out the mandates. The Constitution hence further stipulates that public service must cultivate a culture of good human resource management and career development practices so as to maximise on human potential (RSA Constitution section 195(h) 1996). Furthermore it is stipulated in Section 153 (b) of the 1996 Constitution that municipalities must take part in national and provincial development programmes such as training and development.

2.9.1.1 Chapter 2 (Bill of rights)

The service delivery of local municipalities is also guided by the principles of the bill of rights that are enshrined in the Constitution. This chapter is viewed as the cornerstone of South African democracy and is binding to all the organs of the state. According to the Bill of rights, the state has the responsibility of respecting, protecting, promoting and fulfilling all the rights that are in the bill. It protects all the e rights of the South African citizens and affirms the country's democratic values of equality, freedom and human dignity (Constitution Chapter 2, 1996).

Local Government municipalities have been taken to court by citizens due to failure to observe the requirements of Chapter two of the constitution. This emphasis the need for all public servants to ensure that their workforce is knowledgeable of the values of the Constitution and the bill of rights so as not to infringe on the citizen's rights in carrying out their mandate and delivering service delivery. The bill of rights ensures also that the public servants are aware of the socio economic, civil and political rights of citizens so that they will be able to handle them in accordance with the law. The citizens have to know where to go for assistance and the public officials have to know their responsibility with regards to the issue of rights.

2.9.2 The Skills Development Act (No 97 of 1998)

The Skills Development Act is the main piece of legislation on which the HRD strategy in South Africa is grounded. It presents public service with a solid strategy to cultivate skills. One of the aims of the SDA is to improve the social services delivery through giving employees prospects for acquiring new skills and knowledge by encouraging employers and employees to use their workplaces as dynamic environment for learning. The SDA gives provision for municipalities to create workplace skills plans detailing the skills that are required by the workplace. Section 2 (1) of the Skills Development Act 97 of 1998 proposes its functions as:

- Developing the knowledge and skills South Africa's labour force;
- Promoting investment in training and education and ensuring that the investment has good returns;
- Encouraging municipalities to be learning organizations;
- Providing municipal management with the opportunities for acquiring skills;
- Encouraging management to participate training programs including leadership;
- Improving the previously disadvantaged people's employment prospects;
- Redressing inequality in training and education and in the workplace.

According to Meyer (2007), the SDA puts a legal obligation on every employer in South Africa to improve competency levels of their labour force. The SDA has several main elements such as the National Skills Authority and the Sector Education and Training Authorities that focuses on developing sector skills plans and approving workplace skills plans among other functions.

2.9.3 The South African Qualifications Act No. 58 of 1995

Nel, Kirsten, Swanepoel, Erasmus, Poisant, Sono, and Schultz (2008:434) state that a large number of qualifications and training courses have were introduced in the market and this made it difficult for learners to evaluate which courses are relevant and which ones are irrelevant. It is also not easy for employees to weigh the value of these qualifications that learners acquire. In order to solve such problems of evaluating the credibility of training courses, the SAQA was established. It serves to control the quality of all qualifications that are introduced in the market place, promote the quality of the qualifications and to ensure relevance and recognition of

all qualifications that are offered by different institutions in South Africa. According to section 5 of the SAQA Act, 1995, the South African Qualifications Authority will be responsible for exercising authority over the development of the National Qualifications Framework as well as formulating and publishing policies pertaining to the registration of bodies obligated to establish the standards and qualifications for education and training.

The SAQA tries to unify training and education in the country and recognises training and education as both forms of learning. This means that education is more than just about the theoretical and training is not just about practical skills. It tries to bridge that divide that was recognised as roles of each (Coetzee 2007:29). The SAQA is the one that decides on the exact detailed criteria which any learner ought to meet before they can be issued with a qualification. This criterion includes a description of all the knowledge, attitudes, values and skills that a qualified person ought to have or be able to show. The South African Qualifications Authority is important for training and education in terms of establishing and enforcing standards of excellence in training and education. Employees will also be more willing to attend training courses if the courses are registered by SAQA.

2.9.5 The National Qualifications Framework Act 67 of 2008

National Qualifications Framework (NQF), a set of values and guidelines that provide a vision and the structure for the development of the national qualifications system (Meyer et al 2004:13). The NQF is the national effort to harmonise education and training into an integrated structure of renowned qualifications. With the NQF education and training are brought together in a single co-ordinated system which is designed to encourage lifelong learning. The NQF gives a framework in which the quality of education can be assured regardless of where it takes place, be it in schools at home or in the workplace and regardless of the age of the learners too. According to Willemse (2002:7), the NQF makes it possibility that learners can achieve different national qualifications via a wide range of mechanisms and systems of delivery. It tries to ameliorate challenges that are currently facing the provision of training and education in the country (Coetzee 2013)

2.9.6 The Skills Development Levies Act (No 9 Of 1999)

Coetzee (2007:35) states that one of the explanations why skills development was poor in South Africa was because spending on training and development was very low, not enough. The Skills development levies Act (SDLA) provides the regulations to control how the skills development strategy will be funded. The Act also established an obligatory levy structure for the purposes of financing education and training as envisioned in the SDA. The SDLA imposes a levy to be paid by all employers and governments departments are obliged to have a certain percentage of their budgets to be devoted to skills development. The reason for a national levy for skills development is based on an idea that there has to be a link between the acquisition of new skills by employees and training that takes place in the work environment. Hence the SDLA addresses the poor levels of investment in training (van Dyk et al, 2001:41). Public services, however, are exempt from paying the levies but they are required to budget a percentage of the money they pay in salaries for training purposes and they must make reports on the usage of the one percent when they submit annual training reports and workplace skills plans to their SETAs.

2.9.7 White Paper on Human Resource Management in the Public Service 1997

The White Paper on Human Resource Management in the Public Service, 1997 has a human resource management vision of creating a Public Service that will be well managed and competent, committed to and capable of delivering a good quality of services to all the citizens of South Africa. According to the White Paper 1997, in order for public service to deliver on its developmental and operational objects there is need for its employees to be effective and efficient in doing their work. It is necessary for the Public Service to move towards ensuring that the following management principles are made actual:

- The delegation of responsibility and authority to managers must be increased by the national, provincial government departments;
- Develop the workforce to the level of being service-delivery oriented, multi skilled and multicultural;
- Drive towards being efficient and effective; and
- Making the work environment to take into consideration both the employees' needs and those of the organization (WPHRM in the Public Service, 1997).

The White Paper also emphasises that employees are a valuable resource to any department and in order to enjoy maximum benefit for the nation and the individuals, human resources have to be trained and developed. Regarding the training and development of employees the White Paper states that the assessment of employee performance must facilitate training and development. According to the White Paper on Human Resource Management in the Public Service, (1997:20) the management of performance in the workplace should serve the purpose of ensuring that employees know what is expected of them and that management knows the performance of their employees in terms of set objectives and poor performance should then be detected easily and corrected. Thus the performance assessments will indicate weaknesses and strengths in an organisation so that strategies will be developed and applied to deal with these, and the future training needs of employees and other strategies to develop employees will be detected.

Chapter 5.10.1 of the White Paper states that employees who are prepared to willingly devote themselves to the Public Service, should be given every opportunity to broaden their skills and to develop themselves in order to benefit both the individual and the department. The white Paper also further explains that each employee should be responsible for their own training and development. That they should be able to identify their own training and development needs so that the supervisors and management can support their development endeavours.

2.9.8 White paper on Local Government 1998

The Local Government White Paper established a the vision for Local Government as a key component of the developmental state which is given to improving the quality of life and meeting the material, economic and social needs of local communities through working with local partners such as the communities themselves and civil societies. This White Paper spelled out the framework and programme in terms of which the existing Local Government system was radically transformed and key to this transformation is capacity development of the public service employees.

2.9.9 The White Paper on the Transformation of the Public Service, 1995

The objective of the White Paper on the Transformation of the Public service was to create a legal frame work that was to be the guiding tool for the establishment and

enactment of new policies and legislation for the transformation of South Africa's public service. It is stated in Section 13 of the White Paper that "Accordingly, a coherent strategic framework for HRD will need to be developed at both the national and provincial levels. Such a framework will have as its purpose the development of an optimal fit between the needs of the employee, the job, the organisation and the environment, so that employees reach their desired level of satisfaction and performance, and the organisation meets its goals" (WPTPS, 1995:47). This piece of legislation basically introduced the drive for the modernization of HRD to an investment driven, performance-based and equitable undertaking.

2.9.10 Public Service Regulations Act of 2001

The Act stipulates that all public service employees must have ongoing and equitable access to training that is aimed at achieving a public service that is responsive, effective, representative and efficient. The kind of learning and training must provide for career development at the same time promoting work performance. The training and development must be needs driven and should also strategically linked to all the other programmes and practices of human resource management. In Section B4 the Act goes further to task the heads of department with ensuring the availability of adequate financial resource for implementing training and development initiatives. In Paragraph B 9 it is stated that employees training opportunities should also be determined by the supervisor in line with the departmental training courses that indicate the importance of career planning. The employees training needs must coincide with the training needs of the department.

2.9.11 Local Government Municipal Systems Act 32 of 2000

The local sphere of government is expected to play a developmental role and improve their performance standards when it comes to service delivery to their people. Section 68 (1) of the Municipal systems Act necessitates all Local Government advance the capacity of their human resources to such standards that will enable their exercise of power and functions to be done in a manner that will be economical, efficient, accountable and effective. The Act also in Section 3 asserts that should any municipality find itself in a position where, on top of the levy paid in terms of the SDLA, does not have enough finances to deliver on its HRD obligations it can also apply for such funding from the LGSETA. Even the Constitution obliges government to take part in the capacity building needs of Local Government stating

in Section 154(1) that provincial and national spheres of government must strengthen and support Local Government capacity for managing its affairs and performing its duties.

2.9.12 Local Government Municipal Structures Act 117 0f 1998

The structures act expatiates on the provisions of the Constitution for the establishment of municipalities. The Act elucidates on the establishment of municipalities by their types or categories, their municipal councils membership, operations and dissolutions. The Act also establishes the division of powers and functions between the different municipality categories (MSA, 1998: 20). The responsibilities and the roles of every official of the municipality is also defined in the Act such as ensuring integrated development planning; capacity building within their areas of jurisdiction where there is a lack in capacity to exercise power and execute functions as well as ensuring that the resources are distributed in an equitable manner within the municipalities.

2.9.13 Local Government: Municipal Finance Management Act of 2003

This piece of legislation is aimed at securing all-encompassing and sustainable financial management in Local Government. The Act establishes financial norms and standards that local municipality must observe so as to ensure financial viability always. According to the Auditor General (2013), municipalities are not performing well and part of the reason is the lack of capacity. Some municipalities have vacancies in crucial positions and have a high turnover; hence the need for sound HRD practices that will make people who are in in key financial management positions possess the abilities, knowledge and skills to perform optimally.

2.10 Structures responsible for Local Government HRD

The improvement skills, knowledge and competencies within the Local Government sphere has been realised as to be the key to economic growth (Parnell, Pieterse, Swilling & Woolridge, 2002:56). The government established national structures that are responsible for developing and expanding the skills base. The effort to raise the numbers for skilled people that can contribute to the economy requires the ongoing co-ordination, planning and implementation of skills HRD initiatives between stakeholders, such as government, business, training and education institutions (such as TVET colleges, HEIs and other private service providers), SETAs, as well

as civil society and labour. Even though these stakeholders may have different mandates, they have found that the development of human resource capacity is a common interest which will lead to the socio-economic growth of the communities they serve. This section of the study will discuss the role of these different structures in the development of human resources within Local Government.

2.10.1 Sector Education and Training Authorities (SETAs)

The sectorial education and training authorities (SETAs) were created in 2005 and were later reviewed in 2005 (Coetzee, 2007:31). These authorities are responsible for facilitating the implementation of skills development initiatives in their specific sectors. There primary aim is to ensure that all the economic sectors in the country develop the skills that are needed in the market and that to drive the achievement of the National Skills Development Strategy goals. They are responsible for the implementation and identifying priorities for skills development. SETAs cover every industry and occupation in the country, amounting to a total of 25 SETAs that established by the ministry of labour in the year 2000. Their functions include the following:

- Making a contribution to the development of skills. They seek to improve skills of employees and those who wish to employees of the public service;
- Developing sector skills plans within the framework of the national skills development strategy; and
- The implementation of sector skills plan through the establishment of learnerships, approving the workplace skills plans, allotting grants to employer in the agreed manner, the training and education providers and employees, as well as monitoring these processes within the sector (Coetzee, 2007: 32).

According to Coetzee, (2007:34) The Sector Skills Plans ought to outline both the present and future learning as well as qualification requirements of the employers and their workers. Interventions must then be developed upon agreement with all the stakeholders to ensure that a match between education and training, the current and estimated needs of the sector is created.

The responsibility of ensuring that education and training initiatives within the sector are successful lies with each sector authority. The SETAs are expected to make and

implement their own sector plans that are specific to them so that employees and other people wishing to work in the sector will have better opportunities. Their role is not to provide training per se but to provide all the support for the training in the sector. Another key function of the SETAs is to ensure the skills development actions in their sectors are relevant and of quality.

2.10.2 Local Government Sector Education and Training Authority (LGSETA)

The LGSETA were established in the year 2000; as per provision of the SDA. The LGSETA caters for the training and development requirements of municipalities in the country. This SETA is mandated to implement the skills development initiatives and programmes which cover the training and development of Local Government employees, those who are unemployed, the traditional leaders, as well as ward councillors so as to elevate local communities through basic service delivery.

Informed by the municipalities' Workplace Skills Plan, LGSETA are obligated develop a Sector Skills Plan, which is important as it alerts the SETA to be informed about their sector, the changes that are happening within the sector and the type of skills and abilities that are needed to support its growth. Depending on the needs of particular municipalities, LGSETA must also develop learnerships and skills programmes. (SALGA, 2007/2008b:29). The mandate of the LGSETA, put in simple form, is to forge skills development in municipalities. The objectives of the LGSETA are as follows:

- To facilitate leadership, education, skills development and training strategies to promote the competence and efficacy in basic social services delivery, good governance and administration, financial management, project management and the ethics of public servants in municipalities and water institutions in line with the principles of Batho Pele;
- To support creation of jobs and the eradication of poverty and the promotion of Tourism and small businesses; and
- To ensure the all stakeholders participate in planning and implementation of Sector Skills Plan (LGSETA, 2005:1).

2.10.3 South African Local Government Association (SALGA)

The SALGA was formed in terms of the Organised Local Government Act, No 52 of 1997 to function as a national and provincial representative of the local sphere of

government. According to SALGA (2009:148) the role of the association as employer is central to HRD in Local Government. It has to build and monitor the capacity needed by human resources in order to deliver effective municipal services and promote a developmental state. SALGA is tasked with the following activities that it has to deliver in municipalities:

- Local Government strategy development for their human resources;
- Skills auditing;
- Strategy development for human resource in Local Government;
- The development of a system for performance management for local municipalities;
- Training on resolution of conflict;
- Creating partnerships with HEIs to ensure that municipalities get involved in training and development programs like project management, leadership, financial management; and
- Implementing capacity building programmes to make municipal councilors and officials.

2.10.4 The HRD Council of South Africa (HRDC)

The HRD Council is and institution that was created by the government to advice on the best way of implementing the National HRD strategy of the country. As a council the HRDC is aimed at creating an environment that is coordinated, integrated and enabling for the improvement of HRD and skills development for the people of South Africa. In principle, the HRDC ensures that all HRD programs, interventions, projects, strategies and policies are optimised and reorganized to ensure support to the overall objectives of government. The HRDC also has aims to increase the HRD needed for the successful transformation the economy to a knowledge economy and developing institutional synergies in order to encourage a culture of lifelong learning and training at the individual, organisational and national levels. It must identify the human resource blockages and recommend solutions

According to Thakhathi (2015:18), the HRD council has an essential role to play in the HRD affairs and must ensure that as far as HRD is concerned, the country is safe. Its operations are driven by a 5 point work plan. First, it must strengthen and support FETs to expand access; by 2015 they were supposed to have increased

their enrolment by one million students. Second, it must ensure that there is adequate production of intermediate and professions in order to meet the vision 2030 target of 30000 artisans. Third, the Council must ensure that there is adequate production of academics, partnerships in research and development and stronger industry-educational institutions. Fourth, the Council must also enhance foundational learning. Last, the Council must promote worker education across the board. The HRDC therefore can be considered as the custodian of developing the nation's most important resource, which is the people, from the early childhood development to the apex of educational endeavours.

2.10.5 The National School of Government (NSG)

The National School of Government (NSG), formerly known as PALAMA is an organisation that was established with the objective of contributing to the solutions to the issues of uneven performance within public service. It was launched officially in the year 2013 with the aim of addressing the need to have functional state machinery to deliver both theoretical and practical approaches to Public Administration and management. According to Levan, Fashgba and MacMahon, (2016:216), the main purpose is creating an effective and efficient public service trough providing relevant training and development programmes to the members of the public service. Former Public and Administration Minister, Honourable Lindiwe Sisulu, at the launch of NSG, stated that "the responsibility to deliver the development and learning for public officials is something that cannot and should not be outsourced hence the establishment of the NSG".

The National Development Plan (NDP) outlined the set of issues causing poor performance in the public service and they included instability in leadership, inappropriate staffing and skills deficits. The NSG aims to integrate experience and lessons learned from the past so as to address current public service skills issues. It provides concrete, client oriented, organisational development interventions leading to optimum performance and delivery of services. In an effort to deliver value adding and more relevant HRD-related interventions, the NSG offers programmes in the following fields: public service induction, administration, service delivery and customer care leadership, provisioning administration, legislative issues, change management, as well as human resource management and development. The NSG is in essence a call to building a capable and development oriented public service.

2.10.6 The Local Government Leadership Academy

The Local Government Academy (LOGOLA) is an independent organisation that is aimed at establishing excellence within Local Government. This is done through the provision of education services to public officials and public employees. The LOGOLA was a developmental Local Government initiative to address the leadership and management issues in Local Government. It was established by the Department of Provincial and Local Government, with the task to develop focused and relevant programmes to empower Local Government councillors and appointed senior management officials.

Leadership is essential to the implementation of an organisation's vision, and goals and future aspirations (Thakhathi, 2012). For Local Government leadership turns out to be very important as their vision has to do with creating better life for all citizens. The paradigm of a development oriented Local Government needs municipalities to be influential, visionary and strategic in their operations. It requires that municipalities be strategic in making their policies and organise partners and resources to meet its developmental objectives and basic needs (White Paper on Local government, 1998).

According to the Development Bank of South Africa (DBSA) Development Report (2000), "Councillors are ambassadors for their communities, they lobby other spheres of government or the private sector, they defend the interests of minorities and the marginalised, and they serve as trustees or protectors of the natural environment or historical heritage". All these tasks cannot be effectively performed if they do not possess the adequate leadership skills. Competencies and skills like these need a combined effort of training and development.

2.10.7 Higher Education Institutions (HEIs)

HEIs (HEIs) make up South Africa's highest level of the formal education. The formal system comprises institutions like universities and technical colleges. Higher education is essential the national development agenda of South Africa. The HEIs are responsible for producing high skills level for the economy; theirs is an important role because they produce managers, scientists and graduates that are innovative and capable of introducing and managing change. According to the National

Planning Commission (2011b:318), HEIs are key in a country that is still developing like South Africa, that they execute three foremost roles within society:

- Educating and training the human resources for a higher level of skills for the labour market needs of both the private and the public sectors, while simultaneously equipping people to be entrepreneurs and innovators;
- Production of new knowledge and discovering ground breaking innovations to respond to pressing societal challenges because South Africa is in need the kind of knowledge that will equip its people for this dynamic society and economy; and
- Creating social mobility through strengthening social justice, democracy, equity as well as advancing active citizenry.

HEIs contribute acutely to the promotion of social justice and democratic values. Furthermore they are models for democratic participation and inclusiveness through their own institutional cultures, structures, processes and practices. They achieve these ideals through their socially responsive university curricula, teaching practices, and knowledge generation agendas (Cloete, Bailey & Maassen, and 2011:14).

HEIs are at the forefront of introducing the knowledge economy, they should be the leaders in the competitive, rapid and innovative economy (Pillay, 2010:21). This speaks to the importance of relevance of training in universities. According to the HRDC (2014:4), there is a problem of shortage of academics in scarce skills areas facing South Africa, but at the same time it has a high level of unemployment. The NPC (2011:317) notes that the problem of graduates going through unemployment in the face of such acute skills shortages indicates that the universities are producing graduates that do not meet the needs of the society and that of the industry. The Engineering Council of South Africa reported that only 10 percent of graduates who had been registered as engineering candidates managed to register as professional engineers between 2009 and 2011, which is reflective of the mismatch between skills needs and skills demands.

The NDP envisions that by the year 2030, South Africa must have HEIs that can make meaningful contribution to the high level development of human resource potential and increase competitiveness through a shift to a more knowledge-intensive economy. However, according to HRDC (2014: 23), South Africa is faced

with a problem of having an inadequate academic workforce in terms of numbers, requisite skills and qualification. Noting that South Africa is faced with skills gaps and an ageing workforce (Tshilongamulenzhe & Coetzee, 2013:17), the HRDC (2014: 23) further observes that nearly half of the professors and a fifth of academic community will soon retire before 2026, leaving the country with a gap and a problem of replacing them. The HRDC goes on to show that of the entire academic community, only 36% of them hold a doctorate degree and that only one in every 6.9 Master's students will go on to get a doctorate (HRDC 2014:24). The foregoing evidence only buttresses the notion that there is a need for specific and purposeful initiatives to make sure that the academic workforce is capacitated to withstand the future demands of research, teaching and learning.

Thornhill (2013:241) suggests that educational institutions should supply the training, since they already have all the facilities. Accordingly, in South Africa, training and educational programmes are offered by schools, colleges, universities as well as by private training institutions (Erasmus, 2013:20). When it comes to the BCMM, universities play a vital role in terms of HRD and other research demands. According to the BCMM (2015b: 53), local universities assist with the knowledge management strategy in municipalities. The local HEIs guide the implementation of research studies within the municipality. This process leads to an improvement in the quality of the municipality's knowledge based that constitutes of the se research product. BCMM (2015a:73) further explain the HEIs contribute invaluable support to the municipality with their relevant expertise and equipment, for example Fort Hare University with its robust agricultural focus, Walter Sisulu University which strong in strong rural development focus, the Nelson Mandela University which has a strong engineering faculty and Rhodes University which is strong in terms of economic development. Universities constitute provincial centres of learning which BCMM is and will continue to utilize in the implementation of its own research agenda.

2.10.8 Further Education and Training colleges (FETs)

The Further Education and Training Act (No. 98 of 1998) gave birth to a new landscape for the FETs (RSA 1998). According to the Department of Education (2001), the FET Act brought about a transformation vision which brought about a new organisation of the FETs. The Act led to the merging of the then Technical and Vocational Education and Training colleges, as they were called, into 50 new public

FET colleges. The FET Act of 1998 laid the legal framework and gave guidance to the establishment of these new FET colleges in the period 1998 to 2006.

FET colleges are institutions known for their flexibility in terms of the programmes they offer and their forms of delivery. According to Akoojee (2008:297), these public FET colleges are at the centre of the nation's commitment to skills development agenda; they are the main component of the skills agenda. FETs are not only expected delivery the type of skills that meet the country's economic development needs, they have to expand their access to include the previously excluded people to reflect the new democratic order. A target was set that they had to expand enrolment by more than a million learners by 2015, which was driven by the need for inclusion as much as it was on development.

The Accelerated and Shared Growth Initiative of South Africa (ASGISA) that was introduced in 2005 cites the shortage of high level and intermediate skills as the main limitation to South Africa's accelerated and shared growth. As a way of promoting development of these skills and unblocking stumbling blocks to such development, the government introduced the Joint Initiative for Priority Skills Acquisition (JIPSA). Both these strategies established the essential role played by colleges addressing vital skills deficits and in the general fight for skills development (McGrath & Akoojee, 2007). The NSDS 11 also argued that the FETs play a critical role in the delivery of critical skills imperatives. These colleges have been earmarked to respond to these national skills development imperatives in creative ways, asserting their role as preferred providers for the delivery of skills. Principally the FETs are there to offer post school youth with a strong theoretical component of occupational qualifications as well as offering them with theoretical foundation knowledge that would equip them to enter into higher education and access academic qualifications or to be trained towards specialised occupations. The FET sector in South Africa is consequently touted to have made major contribution to the reduction of intermediate skills shortages in South Africa.

FET colleges are, therefore, considered essential to the success of the South African national development agenda and there is at last some consensus about the role of this sector which was once so racial and gendered in the past. FETs play a pivotal role in developing a knowledgeable and skilled citizenry able to contribute effectively

to the social and economic development of the country. The public FET colleges therefore represent a crucial component of the success of education and training endeavours. According to Akoojee (2008:300), the Republic of South Africa depends on FET sector for specialised category of skills

For the vision 2030 of the NDP to be accomplished, FETs also have a major role to play as the backbone of vocational training. The NDP calls on all FETs to embrace the vision. They have to become preferred institutions for vocational training in order for them to have an impact on the skills profile of South Africa. 30000 artisans are expected to be produced by the year 2030 from these institutions NPC (2011: 320).

2.11 The importance of HRD in Local Government

The Local Government was created to be a key delivery agent of services within its specific jurisdictional areas, due to the reality that the national government would not be able to address all the issues in as detailed a manner as local municipalities. Furthermore, the local municipalities represent the third sphere of government which was established with the deliberate intention to government closer to the people, to give the population a better opportunity to be involved in the governing processes that affect their lives. The White Paper on Transforming Service Delivery (1997:3) argues that the results of a transformation of the public service will be judged by its ability to deliver services that satisfy all the needs of the South African. The people will use the practical changes that they see their day to day lives as the one criterion. Koma (2010:111) also argues that the sphere should successfully shift from mediocrity to excellence in service delivery due to its constitutional and developmental mandate and he stresses the value of HRD in achieving this.

Local municipalities stand as the cornerstones of delivery of services, because they are at the apex of service delivery where the lives of the South African people must be changed for the better. Rodrigues and Chincholkar (2005:6), in their definition of HRD, state that it is a process by which people are enabled to make things happen. For Local Government, this statement means that if HRD is lacking municipalities will be operating with people who do not have the adequate experience, skills, knowledge and competencies to ‘make things happen’ in terms of producing quality goods and services delivery, thus achievement of grassroots government goals

become a phantasm (Koma, 2010:113), yet Local Government, being government at the service delivery grassroots, faces huge expectations from the citizens.

Due to its proximity to the people, it is expected that Local Government is in a better position to understand the needs of the people and hence provide services to suit these needs accordingly. However the performance of municipalities is not up to standard to enable it to meet these needs and the developmental goals of the states. This pressure is evidenced by service delivery strikes that have been rocking the country lately (Nini, 2014).

Performance has become an issue especially within Local Government institutions: without HRD interventions for performance improvement, municipalities will continue to battle performance (Hussain, 2015). Hence Craythorne (2006:179) argues that South Africa has an urgent need to train and develop its municipal employees and managers in order to sufficiently address the ever increasing unfulfilled needs of its populace. Craythorne (2006:179) further explains that the demand municipal services continues to grow and change in nature, hence if the municipal labour force is not being adequately trained service standards will go down and worst case scenario some of the services might altogether cease to exist. In order for Local Government to efficiently and effectively implement and execute its core mandate, of delivering services, there is an essential need to continuously improve the current workforce by promoting its qualifications and professional portfolios. The intended improvement would be based on service offerings, as well as future business expansion as per national and constitutional mandate.

South Africa is still faced with the tripartite problem of poverty, unemployment and inequality. In all the efforts to address these challenges, the NDP places the Local Government authorities at the core of the solutions and to do so a capable workforce is vital (NPC, 2011b:407).

HRD and training is not only important for increasing employee knowledge, skills and abilities but it also has positive impacts to communities. Through the training and development of municipal employees the government is ensuring that it has capable people to address the community needs and utilise resources in an economical manner (Vyas-Doorgapersad, Tshombe & Ababio, and 2013:3). The quality of services and products produced by the public service will also be improved. Van der

Waldt *et al*. (1998:191) summarises the benefits of implementing HRD for the government as follows:

- Benefits to the government as an employer

HRD enables the government and ensures that all the services that are and products that will be produced thereafter are provided efficiently. This may lead to the expansion of products or services and thus increase public funds, which in turn can improve productivity and create a stable labour force in which personnel, are satisfied and motivated.

- Benefits to the government employees

HRD is not only valuable to the organisation but it's valuable to the individual employees and potential employees as well. Through training and development employees get to improve their knowledge skills and abilities there by improving their position in the labour market and thence their income. It also protects them from perpetual unemployment and they are able to address issues of poverty (van der Waldt *et al*., 1998).

Furthermore, in this twenty first century is a changing world (Antwi and Analoui, 2008:505; Hussein, 2015). Even though changes have always been an inherent part of human beings but nowadays the social, economic cultural and technological changes are happening more rapidly. A person could start their job using their secondary and or tertiary qualifications and be adequately equipped to carry out the requirements of the job. However due to the ever increasing specialisation and technological advancements further training and developments are a requisite for very employee to be well equipped. Changes in technology and changes in the application of regulations and laws, renders employment positions inaccessible if one does not have further in-service training (Shaheen, Naqvi & Khan, 2013). Therefore, municipal services also need a continuous and strategic HRD practices to enhance the knowledge, skills and competencies of municipal workforce in line with the changing environment in South Africa.

The issue of change is one that is shared by Henry (2013) who posits that the advent of the New Public Management (NPM) brought about many changes to the public sector land scape, and organisations in the public sector are now faced with some

complexities. There is higher demand for reliable and quality products and services from the public and competition for productive and competitive human resource is high. The NPM model is a result of the search for a minimalist government, it is about reinventing government through emphasising on empowering communities rather than only delivering services; steering, as opposed to rowing; encouraging competition rather than monopolies; concentrating on earning, not just spending; moving from a public service driven by rules to mission driven public service; solving problems by leveraging the market-place, rather than simply creating public programs and decentralization of authority (Hussein, 2015:358). In South Africa, NMP principles are embraced but they are not implemented objectively due to the incompetence in the human capital (Gumede, 2014:47).

HRD fortifies the capabilities of the workforce, gives them a competitive advantage professional and enhances personal capabilities (Sommerville, 2007:210). Moreover, it leads to an increase job satisfaction for employees and gives them a greater understanding of their jobs. It boosts self-development and self-assurance in the workplace and hence allows workers to be more effective at problem solving (Ukandu, 2013:574). The role played by HRD is therefore essential, especially in the South African Local Government sphere where its human resources are not fully equipped and the people's potential is not yet fully realized (Meyer, 2002:1).

Hussein (2015:359) further argues that HRD basically serves the following purposes and objectives in Local Government:

- Augmenting the knowledge, capacities and skills employees in Local Government so as to enable government to execute the targets for developmental programs and plans for the achievement of its mission and vision. This position is also shared by Armstrong (2009) also shares this opinion pointing out that HRD contributes to the achievement of organisational goals; and
- Refining the recruitment, personnel relations, retention, promotion, incentives and rewards as well as succession planning and retirement practices and

policies beneficial to both individual employees and to Local Government at large.

2.12 HRD Challenges in Local Government

The Global Competitiveness Report (2005-2006), states that HRD is South Africa's greatest weakness (Barker, 2007: 146). The ultimate aim of HRD and training must be capacity building for the organisations to deliver quality services to the people. Developing Local Government human resources is a vital exercise for municipal performance because the better they performance the better the productivity of Local Government as a whole. The local communities would also have confidence in a capable government. According to Coetzee, Tsholongamulenzhe, Kiley, Botha and Truman (2013:3), a highly knowledgeable, multi skilled workforce is the most important competitive resource available to Local Government. Municipalities are however faced with myriad problems with regards to implementing their HRD and training plans. Some of these include the lack of budgets, poor procurement of service providers, inconstant and low involvement of senior management, tensions over which training to prioritise, and lack of consensus with labour unions (Coetzee *et al.,* 2013:3). This section will discuss these challenges and others in depth.

The organisational structures themselves present a challenge in the sense that even though they differ from organisation to organisation, the HRD units are usually placed very low on the hierarchical structure. According to DPSA (2006:19), in most organisational strategic conversations, HRD units are not given priority in many municipalities. Furthermore, these units are mostly understaffed in general, their financing and processes are still very much uneven, and the framework of responsibilities in HRD is still very diverse, generally unclear and incoherent. Such shortcomings impact in a rather negative manner on the development of human resources for performance improvement.

Local Government faces challenges not only in the creation of HRD strategies but also in implementation. Gberevbie (2012:30) concurs by stating that putting in place strategies for motivating and encouraging employees to commit to the aspirations and ideal of the organisation poses a major challenge in most organisations, including how to turn these aspirations and ideals into improved performances and productivity in the organisation's human resources. Bhatti and Qureshi (2007), in

support of the foregoing, state that implementing good HRD strategies for performance improvement has always been a challenge to management. The first issue that should be dealt with is the development of clear HRD strategies because failure to develop proper HRD strategies leads to difficulties in their implementation.

Erasmus (2001:11) shares this argument by stating that a country like South Africa that wishes to experience economic growth and to utilise its citizens as effectively as possible, must successfully develop and implement the national training strategy. However, according to the LGSETA (2012), most metropolitans do not have HRD strategies. The lack of a comprehensive HRD strategy severely undermines their ability to effectively plan, implement, and monitor and evaluate HRD activities carried out (LGSETA, 2013). For those municipalities that have managed to develop their HRD strategies they also face a challenge in translating them to well-designed training and development programmes aligned to the goals of the strategy. The LGSETA also states that skills development is not seen and treated as a strategic priority.

For HRD strategies to be successfully implemented there are issues of budgets that need to be taken into consideration, amongst others. Government is always faced with an abundance of services to deliver while running on low budgets. Inadequate funding is a serious challenge facing Local Governments hence there is an argument that finances are part of the challenges affecting successful HRD in Local Government. To most municipal governments, raising adequate revenues from their own sources is a mammoth task. According to the Public Service Commission (PSC, 2011), during the assessment of the public service HRD practices the departments were receiving at least 1% of the departmental budget for the purposes of implementing skills training and development. It was however discovered that these budgets were inadequate, since municipalities have to outsource training and development form external providers like consultants, tertiary institutions and professional bodies that have expensive courses.

It is understandable that municipalities have financial challenges but HRD should be equally prioritised because it is essential for government to be able to efficiently and effectively provide goods and services. Hence HRD should be viewed as a key component of service delivery and well equipped and motivated human resources

are key ingredients to service delivery. It must not be viewed as secondary to service delivery because trained public officials make a difference in the quality of services that the government offers to its citizens. Employees will be more confident in carrying out their duties.

Another setback to the effective HRD programmes is the issue of lack of coordination between departments and management support (Antwi & Analoui, 2008). For HRD initiatives to be carried out successfully, it requires coordination of all involved units within an organisation. According to the PSC (2011:10), within the public service some HRD components argue that some managers do not take employee training and development as a priority; there is no meaningful engagement between managers and their employees with regards to personal development plans; they also do not do monitoring and evaluation to identify employees weaknesses. Other managers fail to let their employees attend planned training and development interventions with the excuse of workloads, which is basically adding to unnecessary fruitless expenditures. Such lack of support from management and discord with regards to HRD initiatives leads to wasteful expenditures and waste of time which are both expensive resources when it comes to achieving municipal goals.

In South Africa, the public sector is a larger organisation consisting of nearly 1.2 million officials working in a multiplicity of national and provincial public institutions (Thornhill, 2013:117) and represents about 9% of total employment in South Africa (HRDSF: Vision 2030:34). The public service must compete for skills in order for it to be viable seeing as it is a significant employer and has a big impact on the economy. However, this presents a challenge to the sector as they try to keep a good skills base even more so in scarce skills areas.

According to Cloete (2014:149), the work in public institutions is continually undergoing change and it is only by means of purposeful training that it will be possible for employees to adjust to change in the most advantageous manner. Employees in the public sector need effective, relevant and regular training to perform optimally (Wessels, 2013:145) because nowadays, all employees have to learn to behave themselves in the work environment (Cloete, 2014:149). The ASTD (2006) contends that the global institutional experience is that many employees do

not possess the required skills to assist their employers to grow and succeed in achieving organisational objectives. The widening gap between the skills required by the institution and the current capabilities of employees is evident (Wessels, 2013:145).

Erasmus *et al.* (2009) expose the reality that staff training in South Africa has been neglected over the past few decades, resulting in low productivity, older staff members being redundant, higher staff turnover and fear of technological advancement. This point is taken further when it is revealed that there are some departments with low productivity, slow and inefficient service, poor supervision, customer complaints, low and poor morale, personnel complaints and grievances (Van der Walt & Du Toit, 2014:24), delays in the work system as a whole, excessive waste, lack of co-operation among employees, ineffective management system (McCourt & Eldridge, 2003), ineffective and inefficient performance, high employee turnover, dispute, poor service delivery (Coetzee, 2007) and unacceptable levels of absenteeism (Coetzee, 2007, McCourt & Eldridge, 2003; Van der Walt & Du Toit, 2014:24).

Therefore, another challenge that Local Government faces is the issue of attracting and retaining qualified, skilled and competent people in its administration. According to the Auditor General (2013:59) the average vacancy rate overall in Local Government is 17% and the vacancy rate for senior managers in the financial units was 18% and 16% for the 2012/2013 year ended. Mzaca (2007) shares the same observation as he stresses that Local Government and South Africa as a whole, is not suffering from a shortage of skills only, but for the past two decades it has also destroyed its capacity for human resource training and development. There is not only a lack of capacity in training amenities alone but also in the accessibility of trainers that are adequately competent in the disciplines that are most needed in the economy.

South African municipalities are obliged by the Skills Development Act to create Workplace Skills Plans, which are usually done by various workplaces in the sector describing which skills are required, the employees who need these skills and how they are going to acquire them even how much it will cost them to deliver. According to the LGSETA (2013:51), when it comes to workplace skills plans municipalities

perform poorly in their implementation. At the year-end, the number of employees actually trained is constantly fewer than what would have actually been planned. This is due to several reasons including the fact that some line mangers do not see the importance of training in the delivery of departmental objectives. In some municipalities, line managers would either not release people or release different people for the training, after the service providers have been contracted and training had been scheduled. Whereas some municipalities line managers are responsible for the budgets and hence they plan and schedule training events without having an input from the human resource departments. This reveals absence of coordination between line management and the human resource department (LGSETA, 2013:51).

A long-term organisational strategy for human resource development can assist individuals in preparing them for the future, and the strategy can be implemented through training (Opperman, 2015:24) which Opperman (2015:25) ranks as one of the top ten international HRD practices. Bearing in mind the complexity and dynamic nature of public issues and consequent challenges public managers face, human resource development is of extreme importance (Van der Walt & Du Toit, 2014:397). Erasmus *et al*. (2009) and Erasmus and Van Dyk (2003) assert that institutions benefit from training in that services are improved, the morale of the workforce is improved, relationships between supervisors and staff members are improved, productivity is increased, employees get to adjust to change and a positive climate for growth and communication is created. Therefore, there is need for intensive training programmes to be established to ensure that public servants are well-informed to improve service delivery (Opperman, 2015:12) and to transform the public sector into a world-class service provider (Mello, 2008).

It emerges therefore that, to do HRD and training effectively, an additional challenge is to determine training and development gaps and people must be trained and developed accordingly. Local Government municipalities use Personal Development Plans (PDPs) to determine individual employee training needs, however, because this is a law, the PSC reported that in some municipalities employee complete their PDPs so as the comply with requirements of legislation without really identifying their needs properly (PSC, 2008:21).

In most municipalities it is now mostly accepted and agreed that HRD is essential for the performance of the organisation, however this perception and sentiment is not always translated into practice and consideration given to HRD components of the organizations. According to LGSETA (2013:59), in some municipalities skills development is not seen and treated as a strategic priority. In many cases, skills development is delegated to middle management, with very limited accountability at the executive leadership level. Without support from executive leaders, skills development practitioners struggle to drive a coherent, municipal-wide skills development process. It is however of paramount importance that the management weigh in on the skills development planning and implementation process. The PSC (2011) concur that skills development is not taken as strategic priority stating that, if it happens that there is an over -expenditure in any area, the budget for training and development in many departments is the one that gets used to supplement. In this regard, the plans for HRD will be put on hold till they can make other funds available.

There is another challenge to implementing successful HRD programmes because of fear of the unknown and/or change, employees may be assuming that they are avoid future risks. For instance, implementing new technologies might lead to departmental transformation and employees are not ready for change. According to Farago & Skyrme, (1995:4) public sector managers have a challenge of being reluctant to invest in training and development that they still need to overcome. They further expatiate that there are many reasons as to being reluctant to train, such as prejudice or personal fears and employee may also prevent managers from releasing employees for training. Be that as it may, the remaining factor if that if an organisation does not train, it will not be able to transform itself, or effectively respond to changing demands and cannot be defined as an organisation that values HRD.

2.13 HRD Strategies and programmes for Local Government

HRD is a vital factor that contributes to the growth potential of a country. According to van Dijk (2013:2), South Africa has the typical profile of a developing country, that is, it has an abundant supply of unskilled people with a shortage of skilled people. In this regard, the Public Service is functioning in an unbalanced environment where resources are scarce and limited whilst the expectations and needs of the local

communities continue to expand and grow. HRD is concerned about helping people fulfil themselves at their workplaces. Gone are the days when training and development was reserved for the new employees alone .in this globalised world that is dominated by ever-changing technological advancements it is imperative to continuously develop and train employees be it old or new. Technological changes provide various opportunities for growth and improved productivity but without proper training the technology becomes a weakness and not strength. Hence all HRD strategies and programmes for Local Government must increase the institutional capacity of the whole public service.

HRD programs are, by definition, are meant to increase employees capacity to perform optimally and achieve performance expectations. Extensive HRD efforts present many opportunities for training and development to employees, which are likely to elevate their skills, knowledge and abilities. HRD programs should be aimed at furthering and supporting the strategic goals and objectives of the organization and to improve the skills levels in the country as a whole. This section will discuss first the strategies that guide the development of human resources in Local Government as well as programs that are utilized by Local Government.

2.13.1 HRD strategy for South Africa (2010-2030)

According to the Department of Education (2010:5), HRD is very essential in the development agenda of South Africa, hence this strategy represents a very essential intervention for promoting this development agenda. Through improving the knowledge, abilities and skills of individual HRD enables improvement in people's productivity levels in doing their jobs. An increase in skills base and an improvement in productivity both translate to a support for the country's economic development and social development as well. Again, looking at HRD from a national perspective, it entails purposefully taking actions to increase labour force skills levels for the purpose of maximising individual opportunities. The DoL (2010:13) argues that the ever increasing complexity of the work place, due to the globalisation impacts on national economies, trade and production, has drawn HRD at the core of development strategies and government policies. These developments in the global context have a bearing on how countries respond and how their economies relate in the global economy.

The HRD strategy for South Africa is a national strategy to ensure that there is integration and coordination in the planning, implementation and monitoring of HRD on the national and sectorial levels, with the progress being measured against documented indicators. The country has been trying to address the critical challenge of ensuring that the training and education system is properly aligned with the skills needs as well as the development needs of the economy and (HRDSSA, 2010:7) Hence the main aim of the HRD-SA is to increase development so as to make sure there is a balance between the supply of human resources and their demand.

2.13.2 The National Skills Development Strategy (NSDS)

The government came up with the National Skills Development Strategy as a way to improve HRD. The NSDS is a document that outlines the national priorities in line with the development of skills and runs over a five year period. The NSDS emphasises that for all the people of South Africa to effectively participate in the social and economic development of the country and their own development must have some capabilities. The NSDS I of 2001 to 2005 had its own five key objectives that put much emphasis on impartiality and the need to promote lifelong learning in the workplace setting, learning aimed to be driven by demand based on the needs of employees. This strategy was very impressive however did not amount to much. According to Kraak (2010:70), the strategy 'remained a policy text with ambitious goals'. This was among other things due to lack of coordination and interdepartmental cooperation.

It was against the background of the poor results of the first strategy that the Department of Education had to redraft and formulate a new and improved strategy. The NSDS II of 2005 to 2010 too emphasised about equity, the quality skills development and training in the place of work. It also acknowledged the necessity to support disadvantaged groups to acquire knowledge, competencies and experience within the environment of the workplace in order to obtain essential skills. This NSDS II was aimed at bridging a gap and unifying theoretical learning and training that takes place in the workplace, as well as promoting a structure for skills development that would more effective in responding to the labour market requirements (DHET 2011). Again, not much happened within the five years of the implementation of this strategy. According to Kraak (2010:72), there were pervasive policies holes in the

training and education landscape that lead to failure in relating demand to supply in any meaningful way.

The third NSDS is based of eight strategic priorities developed from the shortfalls in the previous two strategies, with its emphasis being structured learning and work experience that culminate in qualifications that are recognised nationally. It is with this idea that the NSDS 111 tries to ensure a transition between the theoretical learning and workplace training. The NSDS 111 is an effort to bridge the gap between the theoretical qualifications which are produced in learning institutions with the demands of the labour market to try and ensure that organisations have employees that would be in possession of appropriate skills. It's an effort to try and solve the problems of mismatches and shortages of skills in the country as a whole and to enhance productivity in the economy. Hence it promotes the growth of, universities, FETs, SETAs, universities of technology and other private training providers to address national skills needs. Better use of workplace skills programs is encouraged as is the use of worker- initiated training initiatives. Because the NSDS emphasises that the citizens of South Africa can only meaningfully participate in their self-advancement and the socio economic development of the country if they are in possession of general capabilities, also goes on to advocate for partnerships in making this possible. The NSDS III promotes partnerships between public institutions of learning and ensures that access to skills development and training opportunities is enhanced and measured against, the core transformation and developmental obligations of gender, class, race, age, HIV/AILDs pandemic, disabilities as well as geographical considerations. It aligns the work of employees with available resources so that there can be effective service delivery.

2.13.3 National Development Plan (NDP: Vision 2030)

The NDP is considered the blue print for paving South Africa new development path. The NDP is aimed at ensuring that all the South African people enjoy a good living standard of living by focusing on eliminating poverty and reducing inequality by the 2030 (NPC 2011:4). The plan identified the main impediments to fast economic growth and thence brought forward a guide to more comprehensive economy that can iron out the social and economic imbalances the country is facing, among other things. According to the National Planning Commission (NPC) 2011a, "South Africa can realise these goals through drawing on the energies of its people, growing an

inclusive economy, building capabilities, enhancing the capacity of the state, and promoting leadership and partnerships throughout society". Every sector and citizen is to play a critical role in the realisation of the vision. According to Zarenda (2013:13), the credibility of the plan rests with the capacity and capability of government to effectively implement, monitor and ensure that the plan is kept on track with the vision. South Africa needs to come up with a different way of training, educating and developing its people so that this vision could be realized.

The Plan emphasises the need to professionalise the public service, to enhance capacity and accountability, to improve government coordination, and to prosecute corruption. Even though the plan has wide raging objectives for it to be achieved, there are three issues that take precedence:

- Reducing unemployment through faster economic growth;
- Improving the quality of education, skills development and innovation; and
- Enhancing the state's capacity to play its transformative and developmental roles.

One of the core implementation principles of the NDP is the principle of continuous capacity building. The plan stipulates that capacity building should be treated as an on-going process. HEIs such as the universities and FET colleges are seen as the major drivers of knowledge and information systems that contribute to the economic development of the nation. In this regard, universities are urged to define their niches to enhance their ability to contribute to national objectives whereas FETs must becoming vocational learning institutions of choice such that learners choose the vocational pathway even before completing their matriculation.

The NDP calls for the creation of a strong, capable and developmental state which strongly suggests that the government must ensure that it has institutions that are capable and capacitated to deliver on their mandates. A capable state is defined in the NDP as one that is able to formulate and implement policies in an effective and efficient manner. A focus on capabilities is at the core of the NDP, that is, the capabilities of the individuals, the state and its institutions to ensure that each person can live a life they desire. The Plan identifies the critical initiatives to build an expert public service and a state that has the capability to play its role of transformation in making the vision 2030 a reality. The state is the one that provides the institutions

and the infrastructure to drive the economy hence its capacity to carry out the functions has a great effect on the lives of the citizens. Education and training is viewed as a society's enabling factors to solve problems, to develop, alleviate poverty and reduce inequality (NPC 2011a:261). According to NPC (2011a:294), building national capabilities requires quality early childhood development, schooling, college, university and adult education and training programmes

For the vision to be realised, there is need for a state that will have the capacity to play its transformative and developmental role. Public service has to be well coordinated and staffed with skilled personnel that are committed to these developmental objectives. To do so, the Plan speaks to making Local Government a career of choice for the graduates that want to make a contribution to this country's development (NCP 2011a:365). Local Government authorities should be able to attract people who are sufficiently skilled and promote a sense of professionalism, common purpose and a commitment to developmental goals. The recruitment of staff must also be on the basis of suitability for the positions.

According to the NPC (2011b:418), skills shortages are evident mostly in Local Government, and especially in rural municipalities. Hence, if Local Government is to be efficient in their core functions they need promising graduates. It however cannot be expected that these graduates will possess the necessary skills as new entrants hence the need for a vision on how they can develop their skills through training. According to the NPC (2011b:419) effective training is empowering and fosters a common understanding of basic principles and it gives people a chance to develop specific skills. However, this training has to be created in such a way that it's tailored to fit in the individual needs because a one-size-fits-all approach will not cut it. There is a requirement in municipalities for engineers who will operate, build and maintain the municipal infrastructure such that when such functions are outsourced, the municipality will still be able to commission and oversee the contractors (NPC 2011b: 423).

The NPC highlights that there is a requirement to strengthen Local Government's ability to achieve its developmental role because it has an acute part to play in the vision 2030. The municipal Integrated Development Plans need to be utilised more strategically aligned so as to focus greater attention on the foremost priorities

envisaged in the NDP that relate to the core mandates of Local Government such as spatial planning, infrastructure and basic services (SA News, 2013). The IDPs ought to be used to focus on facets of the NDP that fit in with a municipality's core responsibilities. This would allow the IDP process to be more manageable and the participation process more meaningful, thus helping to narrow the gap between the aspirations contained in the NDP documents and what can actually be achieved. To effectively do this, the IDP process needs to be headed and carried out by the municipal staff themselves without outsourcing it to consultants to do on their behalf. The NDP calls upon the mayors to be the very active champions of the, spearheading the implementation at both local and provincial levels (SA News 2013).

According to the NPC, these objectives can only be achieved if South Africa draw on the energies of it people and enhancing the state's capacity. Building a professional public service requires an increase in the pool of people which in turn can be realised if public service and Local Government are made careers of choice for graduates and staff provision is done on the basis of suitability for the job.

The NDP also touches on the issue of creating HRD programmes for Local Government that Local Government must be able to attract graduates to be willing to work in local municipalities. According to Thakhathi (2015: 25) formalized graduate recruitment schemes must be put in place to allow young graduates to join the Local Government. The scheme must attract graduates who are talented and they are offered stimulating and rewarding career. Different internships must be introduced to allow many graduates to enter the Local Government sector and prepare them to take up positions in Local Government.

2.13.4 The HRD strategy for the Public Service (vision 2015)

The Human Resource Strategic Framework Vision 2015 was launched in 2008 and the revised edition of the strategy for the public service that was introduced in 2002.This is the strategy that coordinates HRD activities for the entire Public Service. It is based on for core pillars of capacity development, organizational support structures, governance and institutional development needs as well as growth and economic developmental initiatives. Some of the objectives for the strategic framework vision 2015 are:

- To address the national skills challenge with sectoral and provincial economic and developmental growth needs;
- To ensure a continuous supply of Local Government sector specialist skills and absorption into labour market; and
- To enable human capital performance in Local Government level that ensures effective service delivery.

The strategic framework encourages that all government departments, provinces to develop annual HRD implementation plans and design their own monitoring and evaluation tools as well as preparing the Public Service Annual HRD Performance Review Report (Strategic HRD Framework 2015: 129).

2.13.5 The Back to Basics Strategy (B2B)

The Back to basics (B2B) is an approach that was launched in September 2014 as a strategy developed in order to build and strengthen the capability and accountability of municipalities. The approach is aimed at revitalising and strengthening the performance of the Local Government sector, in order to address the challenges faced by Local Government, to address the service delivery challenges faced in the country and ultimately, in order to rebuild the trust of the citizenry in the system of Local Government. The back to basics strategy is based on the idea that if municipalities are to get bigger things right such as spending money wisely and getting clean audits they have to start by getting the basics right like ensuring that water is delivered to citizens, potholes are filled and traffic lights are in working condition. So by 'getting the basics right' local municipalities will be able to guarantee effective service delivery, ensure well-run and efficient municipal administrations, and provide a better life for all communities.

In preparing this strategy, an assessment was made on the performance of the Local Government institutions and it was found that only a third of the municipalities were doing well, the other two thirds was either doing ok or they were totally dysfunctional (Nel, 2015). The dysfunctional municipalities are the bottom third of the municipalities. According to the Service Delivery Review (2015:15), these require significant work in order to create a turnaround because they are failing the citizens. Some of the problems that were seen in the bottom third municipalities include endemic corruption, municipal councils that do not work and poor financial

management which has in turn caused continuous negative audit outcomes. There is a poor record of service delivery and basic functions such as fixing potholes, collecting refuse, maintaining public places or fixing streetlights, are not performed. While most of the necessary resources to render the functions or maintain the systems are available, the basic mechanisms to perform these functions are often not in place. In The Eastern Cape, out of the 45 municipalities, 14 of them are in the bottom third dysfunctional category, 13 are said to be at risk and only 18 are doing well (COGTA, 2015:10) .

The B2B strategy rests on five key pillars in order to improve the municipalities' functioning to serve the communities better by getting the basics right. Getting the basics right involves putting people first and engaging with the communities, sound financial management practices, good governance, delivering quality of services and building sound institutional and administrative capabilities to ensure that every municipality performs basic functions without compromise. To drive this mandate there is need to have mayors and mayoral committees that have a vision for change and leadership calibre to drive the process. Municipal managers and senior managers must be able to have an understanding the core mandate and orientation, they must understand their specific role in the delivery the Local Government's vision as a driver of the developmental state and as envisioned in the Local Government White Paper of 1998, and act in a manner that ensures that Local Government primarily serves its people by delivering basic services.

According to the BCMM (2015:55), the B2B approach is geared towards enhancing the role of developmental Local Government in the acceleration of basic services delivery. The program focuses on ensuring that municipalities strengthen their administrative processes and systems, making sure that there are no vacant positions and that the positions are taken by committed and competent and committed people whose performance is monitored closely. Councillors and officials also have to be trained and capacitated in order for them to be to meet their governance and service delivery requirements effectively. That there are implementable HRD and management programmes.

2.13.5 The Outcomes approach

The government of South Africa introduced the outcomes approach in 2010 as a way of enhancing accountability of all the public institutions at all administrative levels for results. It is focused on achieving the expected improvement in the life of citizens by clarifying the expected achievements, how they will be achieved and how the government will know they have been achieved. This research has particular interest in the outcome number as it speaks to responsive, accountable, efficient and effective Local Government (The Presidency, 2010:1). This is also a service delivery agreement created in order to ensure expediency in the delivery of public services in Local Government.

According to the OECD (2013:182), the policy priorities of the government were translated into twelve outcomes. These outcomes will help the government ensure that results improve the lives of citizens rather than just carrying out functions. Institutions are obliged to sign performance agreements that help them improve performance to ensure keep up with agreed expected outcomes. The DPSA states that, if government is to deliver on the outcomes the training and development of public servants has to be needs based, respond better to the priority skills needs of the government, make contribution to improvement of performance, support the developmental agenda of the state as well as to the reduction of unemployment and poverty.

2.13.6 Internship programmes

Internship programmes are provided for by the Skills Development Act. They have been used as part of education and training for a long time, internationally is used as a strategy for developing skills. In South Africa apprentice ship is regulated by the Skills Development Amendment Act of 2008 and managed and they are managed by the SETAs (Coetzee *et al*., 2013:159) with the co-ordination of the DoL and the DPSA.

Internship programmes are aimed at attracting students and learners to the Public Service by offering them opportunities to acquire skills and work experience before completing their studies. This effort assists municipalities to recognise this as one of the credible sources of the talent pipeline needed by the municipality as it also faces

the inevitable realities of high staff turnover. These internship programmes where conceived with the desire for:

- Contributing towards the development of committed and competent cadre of public servants;
- The development of skills for interns to enable them to find employment in the public service at the same time improving their employability;
- Offering insights as to future possible employment opportunities in the public service; and
- Helping graduates evaluate their career options within the public service.

The main goal of internship programmes is to develop inexperience and unemployed graduates; hence the DPSA (2009:20) set basic standards for these programmes. These include the instruction that each department that has interns should ensure the availability of a mentor for each intern, there should be a standard of measuring intern performance as well as ensuring that the interns participate in a statured learning that will develop their skills.

2.13.7 Learnerships, apprenticeships and mentorship

This section discusses the above three programmes.

2.13.7.1 Learnerships programs

Learnerships are defined as structured learning where practical work of a specific nature and duration are required. They were introduced in the SDA as a mechanism for government to invest intensively in the skills development for empowerment and economic purposes especially to reduce unemployment and poverty (Coetzee *et al*., 2013:147). Learnerships are a way of aligning training initiatives much nearer to the requirements of the labour market because they provide a relationship structured working experience and structured learning. It is argued that learnerships are a cost and time effective way of empowering learners since they combine both knowledge and work experience.

The learner ship framework seeks to establish an effective and efficient training and development programme aimed at bridging the gap between academic study and competent performance in the workplace by offering structured training opportunities to unemployed youths that will enable them to gain a practical work experience. The

learnership should lead to a qualification registered with the South African Qualifications Authority and the proposed learnership should be registered with the Director-General of Labour (SDA, 1998: Section 17(1)).

Learnerships can be considered the product of the new democratic government which sought to do away with an influx of graduates with irrelevant qualifications or where there was an over-supply. Learnerships, such as in Local Government financial management, have been tailored to address the need for the historical shortage of qualified Local Government financial managers. Learnership programmes are to be approved by the LGSETA and registered with the Department of Labour. Employers who offer learnership programmes are given grants by the LGSETA and enjoy the benefit of tax rebates. It should also be noted that the training provider ought to be accredited with LGSETA and SAQA to offer such learning programmes. Accreditation serves as a measure to ensure quality control

According to Kruss, Wildshcut, Rensburg, Visser, Haupt and Root (2012:3), learnerships were established as a mechanism for the promotion of skills development and to enhance the learning capacity of the country. It was meant to address the shortcomings of the apprenticeship system in terms of increasing access and providing a structured system for workplace learning. This system caters for 4400 to 55 000 learner and exceeding per year nationally (Kruss *et al.,* 2012:11).

2.13.7.2 Apprenticeship programs

Apprenticeship has been used as part of education and training for a long time, internationally is used as a strategy for developing skills. In South Africa apprentice ship is regulated by the Skills Development Amendment Act of 2008 and managed and administered by the SETAs (Coetzee *et al* 2013:159). They were reprioritized in 2006 and new targets were set for the system in order to revive it. According to Kruss *et al.* (2012:11), they cater for 9000 to 12000 per year approximately mostly the unemployed.

In terms of success for the learnerships and internships, Kruss *et al.* (2012:11) argue that there is a high rate of completion. Kruss *et al.* (2012:11) state “the major limitation in the implementation of the learnership and apprenticeship systems is that they do not enable equal labour market access for all participants, particularly vulnerable constituencies and those who experience social inequality on the basis of

race, gender and class". Another cause for concern is that the programmes are limited in their locations, geographically Learnership programmes are concentrated in metropolitan areas in three more densely populated and affluent provinces - almost 60% are provided in Gauteng, Western Cape and Kwa-Zulu Natal. There is very little provision of and access to programmes in the poorer provinces where they may be needed most to contribute to regional, and particularly to rural, economic development. The majority of learnership enrolments were at the basic and intermediate skills levels – NQF 4 and below. This is a mismatch as if there are no demands for higher level of skills needed and most of them were in the financial sector

2.13.7.3 Mentoring programs

Mentoring refers to a developmental relationship with a more experienced 'expert' and a less experienced (and usually younger) protégé (Irissou, 2012:23). According to van Dyk *et al.* (2001:261), mentoring has become an important method of empowering employees for a particular job in South Africa. Mentoring in the workplace describes the relationship where a more experienced employee makes use of their better knowledge and understanding of the task or work to support the development of a less experienced member of the staff (Erasmus, Swanepoel & Schenk, 2005). This method allows employees with a chance to share personal skills as well as professional experiences to grow and develop each other in the process. Mentoring is known as the most effective way of assisting newcomers into the organisational culture. However for it to be successful it is important that the skills knowledge and attitudes that the learner would require for the job be formulated and that the plan for achieving it be drawn up. The mentor must also be willing to share his/her experiences and wisdom with younger employees and in turn, the younger employees must not be too scared to ask questions (Fiorillo, Volpe & Bhugra, 2016)

Mentoring has the advantages of better enabling new employees to make the transition from being new outsiders to being part of the group. It enables them to develop interpersonal relationships and to discover their roles within the department effortlessly. The most important positive result from mentoring is that group dynamics will be enhanced and employees see an improvement in their work performance and their ability to interact with each other (Fiorillo, Volpe, & Bhugra, 2016).

Currently, the BCMM makes use of the mentorship program in order to develop the capacity of human resources that will improve performance in the future. According to the BCMM (2015a:76), the municipality has a Geographic Information System (GIS) unit that is part of the Infrastructure Skills Development Grant which provides the opportunity to unemployed graduates in the Eastern Cape to be professionalized. However, this unit has only two members of staff only and the unit is seriously short staffed and under capacitated. Hence a professional GISc mentor was to mentor the GIS graduates and assist with the work in learning towards capacitation of the municipality. The GIS unit plays a vital part in the municipality of implementing approved strategies, providing adequate, current spatial information, safeguarding spatial information, distributing, sharing spatial information and development of GIS skills. Such a mammoth tasks cannot be on the shoulders of only two staff members if service has to be effectively and efficiently provided.

2.13.8 Senior Management Services

This programme was established in 2001 for the people at management positions at the salary level of 13 and higher. These Management development programs are aimed at ensuring that the public service is equipped with adequate and competent number of managers to meet its present and future needs. This encompasses the improvement of performance of the existing managers, provision of opportunities for growth and development as well as making sure that departments make provision for management succession. The senior management services hopes to increase effectiveness of departments through:

- Making sure that managers are aware of what they are expected to do and the standards to which their performances will be measured as well as the competency levels that need improvement; and
- Identifying managers that are showing potential, ensuring that they make personal development plans and that they receive development accordingly to prepare them for more demanding responsibilities.

According to the HRD strategy for Public Service (2002:32), the management development programmes of government departments must be linked to their business objectives, identified skills and knowledge gaps, with the focus on providing for future management needs in the light of Public Service priorities

2.13.9 Bursaries

Various bursaries are available to support education in the public service. Bursaries are regarded as a means to provide access and entitlement to ongoing and meaningful opportunities for training and education. The BCMM offers bursaries and provides assistance for its workforce in scarce skills occupations through paying subscriptions to their varied professional institutions as well as through payment for seminar and conference attendance (BCMM, 2015a:65).

2.13.10 Induction programmes

According to Cloete (1997), orientation is a general introduction of the employee to the public employment. The purpose is to provide new entrants with a good understanding of the nature of government, its functions and a working knowledge of their immediate duties and responsibilities. McNamara (1999) opines that a well-developed process for orienting new employees helps to get the employees on the right foot when starting their jobs. It is a programme that seeks to equip new entrants into the Public Service with knowledge and understanding of the organisation of the state, the legislative, policies and regulatory environment governing Public Service operations and services delivery. Induction is mandatory to all new entrants into the Public Service (DBSA, 2010:9).

The Department of Public service and Administration (DPSA) introduced the Compulsory Induction Program in the public service in 2012 that compels all the entrants of public service employment to enrol and complete this program before the confirmation of probation. This was introduced as a way to translate the relevant policies into impactful practices. The CIP is a program that stretches over the course of two years

2.14 HRD learning activities/approaches

There are various approaches to the delivery of HRD activities that can be adopted by an organisation, depending on the employee and organisational needs (Nel, Du Plesis, Sono, & Poisant, 2011:460). Nadler (1990:16) notes “that all the HRD activities are meant to either improve performance on the present job of the individual, train new skills for new job or new position in the future and general growth for both individuals and organization so as to be able to meet organization’s current and future objectives”. These provide different benefits to organisations and

employees. In this regard Nel *et al* (2011:460) posits that decisions as to how to approach and deliver it are critical. HRD and training approaches can be divided into three categories, that is, on the job learning activities, through the job and off the job activities. All of these types of learning activities are aimed at increasing individual knowledge skills and competences which are all in all result in performance improvement.

2.14.1 On-the-job learning activities

Estep (2008:10) points out that on-the-job-training is an old method of training where a person who knows the job is showing the one who does not know the job how things are done. On-the-job-training is mostly used even today because it is a simple approach; an employee who knows the job is tasked to induct the one who does not know how to do the job. They are suitable in individual instruction. These include workshop and seminars designed for group participation and are usually provided by the organisation internally. Again, on-the-job-training simplifies the problems of transferring what has been learnt because it is done within the job context, and as a result the learner understands better how learning is applied to the work that is being done. The methods that are used in on-the-job-training are in such a way that they enable the employees to learn at the same time that they are performing their job tasks. According to Coetzee et al (2013:352), on the job training is increasingly regarded as the most effective method because it enables learners to practice and gain feedback in time. On the job training helps employees to get the knowledge of their job in a better way

2.14.2 Off-the-job activities

Off-the-job training means the kind of training that is done outside the employee's workplace (Saks, Haccoun, Belcourt, 2010:209). These include college courses, workshop and seminars conducted by outside consultants and instructors. They are used to supplement internal organisational learning and or to provide specialised learning that an organisation could not otherwise provide. Municipalities use off-the-job-training differently and do not only use a method where the trainer is just giving a lecture on what has to be learnt. Other methods that can be used are a case study method, role-playing, in-basket training, discussion, continuous education programmes and lecturers at educational institutions (Nel, Werner, Haasbroek, Poisat, Sono & Schultz, 2008:464).

2.14.3 Through-the-job activities

These are learning activities that manifest themselves as new assignments or responsibilities that foster growth, confidence and development. They include job enrichment and job rotation programmes designed to increase skills knowledge and competencies and or behaviour. Job rotation is a training method whereby workers alternate through a diversity of jobs. They may be in the same job between weeks to a year before they rotate to another job. Job rotation helps the employee to learn a variety of job skills and a wide range of operations within an organisation. The technique also provides new and diverse work skills giving employees a variety of experiences and challenges in a short period of time. The challenge with job rotation is that he contends that due to individual differences, people are not equally suited for all jobs. Workers are then reluctant to rotate out of their 'best jobs' or their comfort zones (Moyo, 2005:35).

2.15 Evaluation of HRD strategies

When an organisation decides to improve the performance of its workforce through training and development they must also think of how to evaluate such processes. In light of the financial and other resources that are poured into the development and training of workforce, it is very important for the management to know whether the HRD interventions are actually improving performance in order to determine if they had the desired impact. Topno (2012:16) define evaluation as the process of making value judgements about the effect of a program in order to determine the extent to which objectives were achieved. It is the most essential part of HRD interventions. Topno (2012:6) further elucidates that all good HRD and training programs begin with identifying HRD and training needs and they end with evaluation.

In order to see the effectiveness of the implementation of training and development programs, the government needs to assess any changes in the attitudes and skills of employees, both before and after training programmes are held; in other words, the government has to consider looking at the differences in achievement between, before and after participating in the training programmes. It is necessary to evaluate each step in the planning and implementation of the programmes in order to make timely adjustments to the programmes and approaches.

According to Rainbird (2001:226), evaluation is an activity that allows those involved in the planning, delivery of the programme to learn and make judgements about the implementation and outcomes of the programme. In this regard, Talbot (2011:181) contends that a comprehensive evaluation must include assessment of:

- The validity of the training and development policy and the delivery approach to the identified learning need;
- The training and instruction methods, aids, materials, location and ability of the trainers; and
- The ultimate results in terms of performance of those who have learned.

The evaluation should be extensive and systematic in order to yield required results because the purpose of evaluation is to determine whether or not the objectives and content of learning activities are consistent with the current needs of the organisation, if the o0bjectives are being met in an economical and effective manner and if not, what changes must be made (Talbot, 2011:180). Hence it is important to measure the performance before the training and development activity and after the activity to see if it has made any difference.

According to Bramley (2004:7), the purpose of evaluation of HRD activities can be grouped into three classes, that is feedback, control and intervention. Feedback about the effectiveness of particular activities, and the extent to which the objectives are being met is important because it helps in the development of the programme and for planning future ones. McGuire, (2014: 106) alludes that evaluation helps give control over the design and delivery of activities and align the training and development policies and practice with organisational goals. Individuals engaged in training activities are eager to know if the efforts are making a difference.

Monitoring and evaluation is one critical aspect of an effective HRD function and a core responsibility in governance. In the public service however, training and development programmes evaluation may be the least developed part of the training process. According to Huque and Vyas (2008:195), there is an obvious dearth of training programme evaluation in the public sector. Public organizations seek simple and inexpensive, yet dependable ways of measuring the results of their investments.

What is evident from the foregoing is that if an organisation does not evaluate its training and development activities shortcomings and successes these efforts may be meaningless and regarded as a waste of time and financial resources. Proper assessment of the effectiveness of training packages helps to make sound decisions relating to the continuation of the programme, improvement of the existing or future programmes and allocation of training resources.

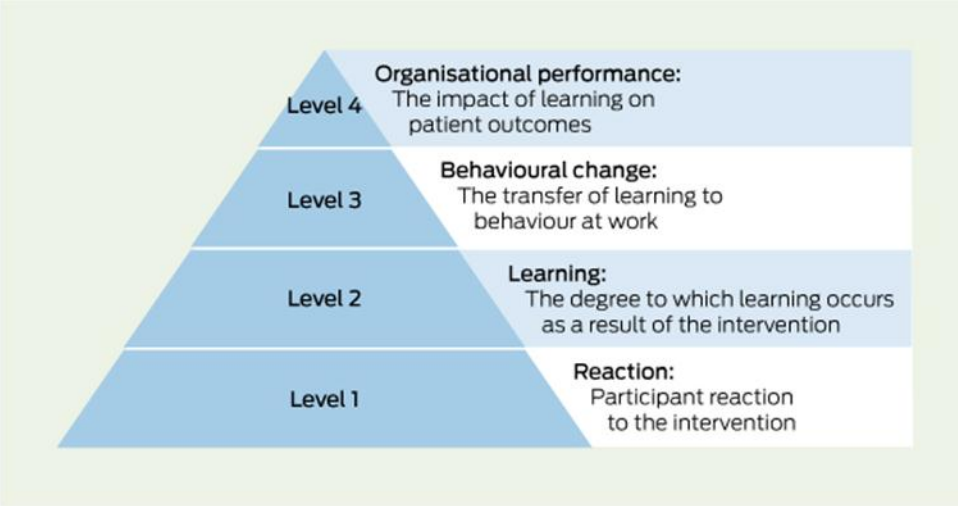
2.16 HRD Evaluation models

There are several models that can be used to evaluate HRD and training programs However evaluation is sometimes the least considered aspect of these programs (Werner & DeSimone, 2011:203). According to Topno (2012:19), although there are different evaluation models, still HRD and training evaluation is the most underdeveloped and weakest part of the HRD and training process. There are a number of issues which lead to ignorance of evaluation. Scholars such as Topno (2012), Werner and DeSimone (2014) state that some of the main reasons for this are the fact that it is interpreted differently by organisations, some consider it as difficult, time consuming and tedious, as well as the fact that most people simply assume that it will work while trainers avoid it because they feel threatened by the prospect. Different models are used by organisations to evaluate training effectiveness according to the nature and budgets of the business. Some of them includes the ones discussed below:

2.16.1 Kirkpatrick's Four Level Evaluation Model

According to Meyer (2007:465), this model was first published in 1959 and is the most recognised and widely used model of evaluation within the HRD environment. It classifies evaluation into four levels, which are, reaction, learning, behaviour and results. He stresses that these four levels present sequence of ways to evaluate programmes as one move from level one up to the last level. Kirkpatrick's four level evaluation models each successive evaluation level is built on information provided by the lower level, as seen in Figure 2.2 below.

Figure 2.2: *Kirkpatrick's Four Level Model*



(1) Level one: Reaction

Evaluation at this level measures how participants react to the program. The main purpose of reaction evaluation is to enhance the quality of training programmes, which in turn leads to improved performance by measuring the participant's reactions to training programme Werner and DeSimone (2011:206). It should focus on the opinions of participants as pertaining to the training processes, and results, how much they liked the training. According to Guerra-Lopez (2008:49), every program should at least be evaluated at this level because it is a measure of customer satisfaction. When the reactions are positive the chances of learning will be increased therefore an improvement in learning which will in turn constitute to a change in behaviour until the overall results are positive. Kirkpatrick argued that negative reactions reduce possibilities of learning.

(2) Level two: Learning

The second level focuses on the extent to which participants actually learnt something. Kirkpatrick (2006) defines learning as to the extent to which there is a change in attitudes, increase in skill and or knowledge in participants as a result of attending the program (Meyer, 2007:465). Learning evaluation can be said to be the measurement of the change in the skills, knowledge and capability of the participant from before the program to after. This evaluation must be focused on measuring the learning objective that is what was covered in the program. This means that when there is a change in attitudes, improvement in knowledge and increase in skills due to the program, learning has occurred.

(3) Level three: Behaviour

This level focuses on the link between learning and workplace performance. At this point, Evaluation seeks whether tasks are performed differently before and after the training, the kind of changes in the participants' work performance can be attributed to the program. It's important to realize that behaviour can only change if conditions are favourable Werner and DeSimone (2011:206). The transfer of the learned skills into work situations must be ensured as it is the transfer is dependent on the support that the participant receives after the intervention. Kirkpatrick stressed that change in behaviour can only occur where there is a desire to change, when one knows what to do, when there is a favourable climate and there is a reward for change. However, Vijay, Narayana and Vidya (2012: 79) argue that evaluation at this level is not easy because it is often impossible to predict when the change in behaviour will occur, and this requires important decisions in terms of when to evaluate, how often to evaluate, and how to evaluate.

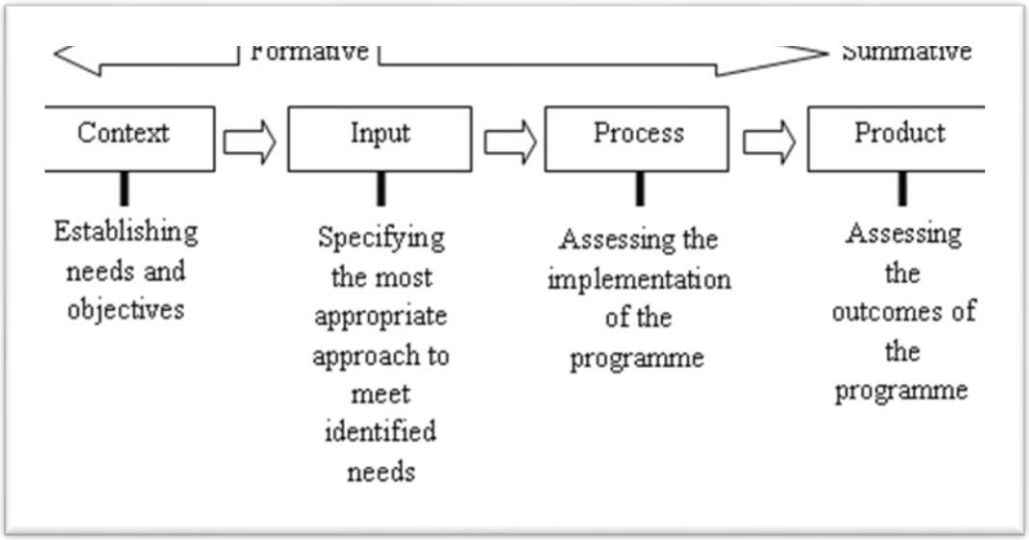
(4) Level four: Results

This level is often referred to as the bottom line. It focuses on the overall results, asking what the impact of trading was on the organisation's performance. Here the success of the program is measured in terms of the organisational performance indicators set by the management for example quality of production, reduction in complaints and increased sales. This level it's necessary to let sufficient time transpire so that bottom line results can be seen. According to Guerra-Lopez (2008:53), level four results are the results that the program was ultimately aimed at, yet this level is usually left out in the in the evaluation of training efforts. Kirkpatrick (2006) argues that one of the reasons that trainers do not evaluate at this level is because they do not know how to measure the results and compare them to the cost of the training and they think measurable result cannot be attained.

2.16.2 CIPP Evaluation model

The CIPP model was developed by Stufflebeam in 1983. CIPP refers to the four phases of evaluation: context evaluation, input evaluation, process evaluation and product evaluation, as seen in Figure 2.3 overleaf. The basic view of the CIPP evaluation is that the main objective of evaluation is to improve the functioning of the program.

Figure 2.3: *The CIPP process*



Source: Werner and DeSimone (2013)

(2) Input evaluation

Input evaluation entails the evaluation of the intended content of the program. According to Topno (2012:20), input evaluation is intended to measure the degree to which program procedures, activities and strategies support the objectives and goals identified in the needs assessment and context evaluation. This phase is basically the evaluation of the plan of action for the program, it helps in prescribing the specific activities and strategies and procedures and to ensure that the best approach has been chosen in terms of the assessed needs and identified goals.

(3) Process evaluation

The process evaluation phase is the most critical aspect of the program implementation. It is an ongoing evaluation of the action plan implementation designed by the e organisation. In other words it's a systematic monitoring of the program. A process evaluation provides information that can be used to guide the implementation of programme strategies, procedures and activities as well as a means to identify successes and failures. According to Topno (2012:20) process evaluation has the following objectives:

- To offer feedback to the employees and the organisation about the degree to which the planned activities are being carried out on schedule and using resources and time efficiently;
- To provide direction for altering the program's action plan as required, particularly since not all aspects of the plan can be anticipated or planned in advance;
- To evaluate from time to time the extent to which program personnel are performing and carrying out their duties; and
- To provide an extension record of the programmes, how it was implemented and how it compares to what was intended.

(4) Product evaluation

Product evaluation entails assessing and interpreting the accomplishment of HRD and training objects. In other words it can be said that the purpose of product evaluation is to measure, interpret and judge the extent to which an organisation's improvement efforts have achieved their short term and long term goals. Evaluators must also examine both intended and unintended consequences of improvement efforts, both positive and negative outcomes (Topno, 2012:21).

2.17 Employee Performance and Management

The performance of employee is the means by which an organisation achieves its goals and HRD and training are vital for the improvement of performance in organisations. In this regard, if the performance is improved through HRD and training it needs to be managed as well as evaluated. Nel *et al.* (2008) define performance management as a holistic process that is aimed at effectively managing groups and individual in order to ensure the achievement of organisational goals. It is

also defined as a process for establishing a shared workforce understanding about what is to be achieved at an organisation level. Performance management emphasises that there should be an alignment between the organisation's objectives with the employees' development plans, skills, competency requirements and results. The aim is to ensure that within the organisation there is improvement, development and learning so that the business strategy and objectives may be achieved at the same time that the workforce performance is high.

Performance Management is a strategic approach to management that enables employees, leaders, managers and different level stakeholders with a set of techniques and tools to plan regularly, monitor continuously, periodically review and measure the organisational performance in terms of set targets and indicators effectiveness, efficiency and impact, Armstrong (2009:618). Furthermore, performance management can be viewed as systematic technique for managing the performance of teams and individuals so as to enhance overall organisational performance while at the same time enhancing personal development and contribution to organisational goal realisation

There are two types of performance management and improvement that are identified by Khambule (2011).The first is performance in an organisation, which has to do with improvement of performance in how policies are applied, how systems are used in a cost-effective manner and how resources are used in order to achieve organisational objectives (Khambule 2011:96). The second type is performance at an individual level. This involves how an employee shows accountability in line with the prescripts of his/her job, how an individual is committed to achieving organisational objectives and the level of education and training of an individual employee, and finally good behaviour that an employee displays (Nel, 2006:107).

Armstrong (2009:619) argues that the overall objective of performance management is developing the employees' capacity to meet and exceed expectations in terms of performance. Performance management can be an indispensable tool used in the determination of training needs for employees. Through self-assessments employees are able to identify their strengths and areas of improvement followed by an analysis to determine training that could be needed.

2.17.1 The Local Government performance management system

Due to its proximity to the people, the local government sphere is expected to have hands on kind of service delivery**.** It has to show that there is proper management, measurement and improvement of performance on a continuous basis. For this to be possible there has to be a comprehensive performance management system put in place as suggested by the White Paper on Local Government (1998). The Municipal Systems Act (No 32 of 2000) obliges all local municipalities to create performance management systems that are suited for their unique circumstances. According to the MSA (2000), the performance management system must be compiled by the municipal manager together with projects task team to produce a good performance management system for the overall municipal performance achievements. Legislation pertaining to performance management was promulgated with the main objective to encourage good practices in the manner in which employees and management manage their day to day duties at their workplaces and to create conditions for effective performance management.

The culture of performance management has to be instilled in all of a municipality's employees, including the councillors (MSA, 2000:46). For a performance management system to work in an effective and efficient manner in an organisation, particularly in a municipality, there has to be some systems for accountability and control. These systems for control will enable management of quality and control of the quality of work done by the employees. It is based on the belief that when people are made accountable for the work they do, it creates and enhances a sense of commitment to their work. The White Paper on Local Government (1998) proposes that the PMS is a tool that will provide municipalities with early warnings when they are facing problems and make it easier for other government spheres to intervene and deliver support before it develops into a crisis.

The PMS provides a complete and professional management system for organisations to evaluate employee performance and that of the organisation as a whole. Municipal performance management systems have to be developed in such a way that they are aligned with the municipal integrated development plans so as to make sure that it functions effectively and helps the municipality achieve its strategic goals. As emphasised by the White Paper on Local Government (1998:32) that performance management is an essential tool as it ensures that all the municipal

plans are being appropriately implemented, that their impact is the desired one and there is efficiency in the use of the resources.

For the BCMM, performance management is viewed as a tool to ensure that the aims and goals of the Integrated Development Plan (IDP) are implemented, measured, monitored and reported for all the staff within the institution. The BCMM has developed and began the implementation of their Employee Performance Management and Development System (EPMDS) in the year 2013 in accordance with the legislated instruments and it is in the process of rolling it out the to all the staff for the next three years (which are coming to an end in 2016). This system is designed to enable the municipality to manage individual performances, their career and development needs. The main objective of the system is to provide guidance and to manage the municipality's performance and that of individual employees. According to BCMM, (2015a: 67) the idea behind their PMS is to make sure that all of their municipal staff is aware of the IDP goals, and that they are capacitated enough to achieve the set goals and so that here remedial action is required it can be taken in a timeous fashion. Their PDMS has the objectives as follows:

- To help employees improve their current performance and productivity;
- Assessing the training and development needs of the employees ad use the assessments to create a WSP;
- Ensuring the job performance is linked to the municipal objectives a s stated as per IDP;
- Improving individual employees' job satisfaction; and
- Identifying poor performance so as to address it in a constructive manner (BCMM, 2013: 5).

Roberts (2003) argues that a PMS in government may be affected by issues such as the skill and knowledge of the people, the level of understanding in employees, the support that they receive from the management, compliance with policies, motivation levels within the organisation as well as the environment where the system is operating. In this regard, for system to be influenced by these factors in a positive way management should develop and train their employees to have knowledge of how the system functions. All the municipal employees should be made aware and to understand what is expected of them so that they can comply with all the

requirements of the PMS that will be in place. This can be accomplished through giving employees a clear explanation of the objectives, goals and expected outcomes of the system.

2.18 Transfer of learning

At the foremost goals of human resource development is the creation of a manpower that possesses requisite knowledge and skills to execute their tasks required by staff for the organization, and a workforce that is eager to learn and accommodate new skills so as to overcome present and future challenges. However, there have been concerns that have been raised about poor performance and lack of professionalism within the public service, despite the fact that the government has put much attention and devoted many resources to the development of skills and HRD (Cameron, 2009:933). Many organisations tend to pour huge sums of money on HRD and training efforts but unfortunately, their huge spending and investment does not always translate to improvement in individual and organizational performance.

According to Hussein (2015:357), the degree to which training and education translates into improvement in performance and thence enhanced service delivery is still subject to question. He further explains that despite all the progress that has been made in the area, developing capacity within the public sector has only just began to make some difference in performance and service delivery. Choi and Sun (2011:13) propose a few reasons that HRD affects organisational performance. They have come up with three factors that explain the relationship between HRD and performance, that is: increasing employees' skills, abilities and knowledge, empowering them take action, and motivating them to do so. When employees have been empowered with KSAs they have to be motivated to carry them out.

Choi and Sun (2011:13) also argue that despite the employee's attendance and participation in several training and development programs, unless the HRD and training is properly aligned to the interests and needs of the employees intended benefits may not be realised. Hence learning design frameworks must take into consideration the more active role of learners, suggesting that employees can accrue the desired outcomes of increased competence only when they are experiencing considerable learning from training programs.

Perceived benefits based on the meaningfulness and relevance of HRD programs motivates employees to exert effort toward learning, and thus effectively expand their capacity in conducting their tasks. In addition, employees exposed to high-quality HRD activities may perceive that the training and development efforts of their organization are not simply perfunctory actions. Instead, this will likely make them perceive the organisation as concerned and caring for their development and hence they will exert more effort to develop themselves to full potential. This kind of realisation develops the employee's sense of obligation and builds trust towards the organisation (Choi and Sun 2011:13).

In light of the impact of HRD initiatives on performance, attention must also be drawn to the differing objectives of the skill and the person bearing the skill because applying the knowledge is also subject to the will, motives, ethics, values and attitude of the person. Subsequently, poor performance practices in the workplace could be as a result of varied issues such as lack of the necessary capabilities or refusal to apply what has been learnt. This consequently speaks to the importance of having a PMS in place and constant monitoring and evaluation of the performance of workers.

2.19 An overview of HRD Practices of the BCMM

The long term vision of the BCMM is to be a city that is people centred, responsive and developmental, investing in the development and retention of manpower in order to service its community and the city as a whole. The terms people centred and responsive speak to the activities of the municipality, that in carrying out its constitutional and legislative mandate, the city has to ensure that it puts the people first and addresses their needs whilst contributing to the nation's role as a developmental and capable state. In the year 2011, the BCMM was awarded the status of becoming a category A municipality. The year 2015/2016 marks the fifth year of Buffalo City as a metropolitan municipality.This meant that its functions were increased to make it play the responsibilities of being a district municipality and a local municipality all in one. The municipality's ability to shoulder such responsibilities has been put into question by a variety of reports that have shown poor management of resources, such as human, assets and finances, poor administration, all leading to poor overall municipal performance. This section will be looking at the HRD practices in the BCMM.

2.19.1 Annual training Plan

The annual training plan is a document that has details of all planned training to take place within the organisation. The BCMM prepares a training plan that is informed by the training needs in the municipality. It is used as the operational plan as it deals with the human resource goals. According to Erasmus *et al.* (2006:38), when designing a training plan there are some things that should be considered such as:

- The number of employees that will participate and how long it will run;
- It should give specifics as to the content of the training programme, what the employees must achieve and the person who will be responsible for the training; and
- Also the budget that will be allocated for the purposes of training.

A well-designed training plan must also indicate the expected outcomes of training initiatives as well as how these will be assessed because assessment is a very important part of training. The methods that will be used to monitor the interventions and how the plan will be reviewed and evaluated are some of the elements that should be specified in the plan. Furthermore and more important, the training plan must be drawn up in such a way that it conforms to the organisational training policy.

2.19.2 Workplace skills plan (WPS)

In the National Skills Development Handbook (2008/2009:194), a Workplace Skills Plan is described as the blueprint outlining all the training and development initiatives that have been planned for a specific organisation in the coming year. According to the handbook, the Workplace Skills Plan is developed from an extensive assessment of the organisation's objectives and a deep understanding of the opportunities and challenges within the organisation's environment.

A WSP describes which skills are required within the municipality, the employees who need these skills and how they are going to acquire them even how much it will cost them to deliver. The BCMM develops a workplace skills plan on an annual basis based on the capacity building and development needs identified by staff and managers and then it is put into effect through a training plan. According to BCMM, the municipality submits the plan to the council for approval before it is submitted to the LGSETA.

BCMM uses both electronic and hard copy materials when carrying out their skills audits. They circulate the web-based skills audit questionnaires electronically to all the employees and the employees that do not yet have access to computers fill in paper-based questionnaires so that their skills audit information can be captured.

2.19.3 Determination of training needs

Line managers and individual employees are responsible for identifying their training needs. However, according to the BCMM, (2015b:298), the municipality is facing a challenge when it comes to the process of aligning the capacity needs with those formal capacity development needs that are identified in terms of the performance management system is lacking. It is hoped that this challenge will be fully and properly addressed by the employee performance and management and development system once it is fully rolled out to all staff. The EMPS aligns the identified capacity gaps and interventions which are the contained in the individual staff members' personal development plans.

2.19.4 Training and development funding

The lack of staff with requisite capacity is mentioned as one of the weaknesses that negatively impacts BCMM's performance; hence the issue of increasing capacity and skills development is taken as a priority. According to BCMM (2015a:64), the municipality does allocate a budget for skills development that is aligned with the objectives of the IDP. The municipality also increased the funding for capacity building from 1% to 2 % of the staff budget BCMM (2015b:301). The other sources of the HRD budget for the BCMM also comes from the council fund, the LGSETA upon the submission of the WSP as well as donor funding mainly the national treasury which sponsors the implementation of some training interventions such as the scarce skills, the financial management certificate for all the financial managers.

To fund other HRD programs and initiatives, the BCMM has formed partnerships with interested organisations such as the Mercedes Benz South Africa (MBSA) where there is information sharing as well as with National Treasury which has also committed itself to assist financially over a three year period with an Infrastructural Skills Development Grant focusing on capacity building of staff in the Infrastructure and Built Environment areas of work.

The municipality has entered into partnerships with various entities that seek to improve the skills of the community, councillors and staff. This relationship is based on the municipal socioeconomic profile and priorities, these partnerships include one with the National Youth Development Agency, which has culminated in the establishment of three Youth Advisory Centres (LGSETA 2013:47). These three centres are located in East London, Mdantsane and another in King William's Town

2.20 Summary and conclusion of chapter 2

This chapter first introduced the Public Administration in the context of South Africa and its guiding principles. Since Public Administration deals with handling the wellbeing of people, it has to be guided by a set of values that will ensure good practices are upheld and services are delivered to the rainbow nation in an equitable and fair manner. These values are prescribed by the supreme law of the land, that is, the constitution. The chapter went on to hold a discussion on conceptualisation of HRD that it is a holistic package of individual development and organisational development.

The legislation guiding the existence and importance of HRD in the South African context was also discussed. It can be deduced form the variety of legal documents that South African public service has come a long way in trying to ensure HRD. There are many policies that have been enacting policies to ensure that HRD and training is taken seriously in order to improve the performance. This is borne by the realisation that the developmental agenda of South Africa can never be realised if people are not capacitated to take their stand in the improvement of their lives. The legislative framework shows the commitment of the government to the need to develop human resources

The chapter also discussed the strategies that are employed by Local Government pertaining to the development of human resources. Some of the programmes are drafted at the national level but they have bearing on Local Government such as the NDP that calls on all players to take seriously the issue of HRD as is vital for the achievement of a better life for all and achieving the developmental state. Despite all these programmes Local Government is still facing some problems pertaining to the development of employees that is hindering the success of HRD initiatives. Some of the problems pertain to difficulties in drafting HRD strategies that are aligned to their

individual goals and the national vision of creating a better life for all through better service delivery. For those municipalities that have managed to develop their strategies they also face the challenges in implementation and other problems that hinder implementation such as minimal budgets.

Overall, it can be said that the country has made strides in raising awareness of the importance of HRD and giving it proper consideration in the legislation and policy formulation. However locally there is still a way to go and many obstacles to overcome in order to see successful implementation of HRD and ensuring that it translates to improved performance.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Introduction

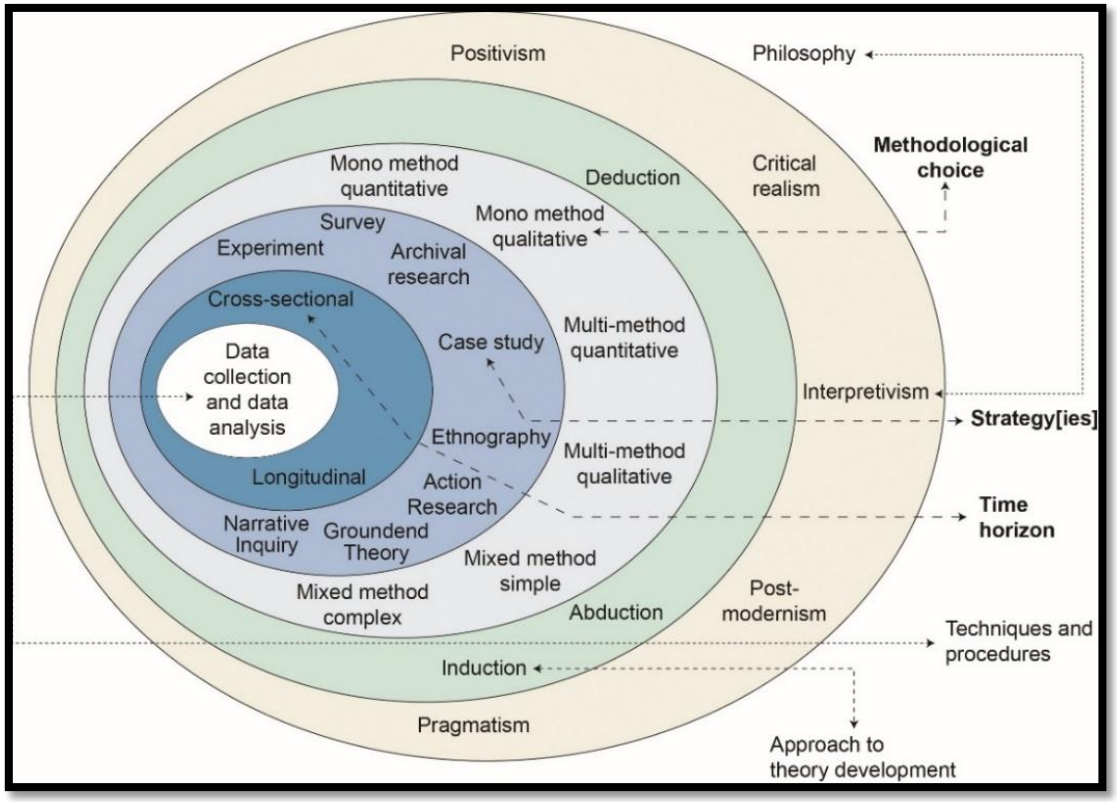
The previous chapter was exploring the scope and nature of HRD and also conceptualising the terms whereby HRD is regarded as a holistic process of developing and unleashing human potential through organisation development and personnel training and development for performance improvement. The previous chapter also discussed the legislative framework for HRD in South Africa, why HRD is of great importance to local government as well as the HRD process. This chapter gives a description of the research methodology that was utilised in this study regarding the HRD in the Buffalo City Metropolitan Municipality. The research was based on a qualitative approach and made use of the secondary data analysis, document analysis and interviews for collecting data.

3.2 Research design

The concept of research design is defined using different terms across the field of research; which makes defining it a bit (De Vos, Strydom, Fouché & Delport, and 2014:142). However, for this particular research study, it will be viewed as the procedure of inquiry, including the specific data collection methods, interpretation and data analysis method (Zikmund, Babin, Carr & Griffin, 2013:64; Creswell, 2014:3). This therefore means that the research design provided the blueprint or action plan for this entire research study (Zikmund *et al.,* 2013:64).

The research design for this study is guided by the research onion suggested by Saunders, Lewis and Thornhill (2016: 164), as seen in Figure 3.1 below. Seeing that research involves sampling and, seeing that sampling is missing from the research onion of Saunders *et al.* (2016:124), sampling in this study's research design is taken from step 5 of Malhotra and Birks's (2007:64) six-step research design which is: (1) Step1: Specifying the information needed (2) Step 2: Type of design (3) Step 3: Methods and measurement (4) Step 4: collection of data (5) Step 5: Sampling techniques (6) Step 6: analysing data.

Figure 3.1: *The research onion*



Source: Saunders, Thornhill and Lewis (2016: 164)

Saunders *et al's* (2016:124) research design articulated in the research onion deals with the following: Data collection and data analysis techniques used, Time horizon, Research strategies, Methodological choice, Approach to theory development and Philosophy. These are elaborated below:

3.2.1 Data collection and data analysis techniques

This study made use of secondary data, used document analysis technique and used interviews to gather data. These are explained below.

3.2.1.1 Secondary data

The researcher made use of the secondary sources of information. The concept of secondary data refers to data already in existence, that was gathered and prepared for a different purpose, and not for the specific study (Wild & Diggines, 2013:74), with the aim of generating new interpretations and conclusions (Smith, 2009:3).

For this research, secondary data was used to gather information of the HRD strategies in BCMM. This was done through the review of existing literature such as books on the subject and local government documents relating to HRD, as well as organisational documents on HRD.

Secondary data can be classified as internal or external to the organisation (Zikmund, *et al.,* 2013:170). Zikmund *et al.* (2013:170) go on to say that while internal data is data that originates within the organisation that is, it is generated, created and recorded by the organisation, external data is created by an entity other than the researcher's organisation and this includes journals.

Following suggestions by Wild and Diggines (2013:75), external secondary data was obtained from original publications, as they provided information about the data-collection method used during the study. The advantages of using the original publication are that enables the researcher to assess if the data is reliable, it has comprehensive descriptions of terms and concepts, and original publications contain only data that the author considers to be relevant and do not reflect all the data found in them (Wild & Diggines, 2013:75).

Wild and Diggines (2013:77) classify periodicals into journals and magazines, and provide scholarly or mass media information. The secondary sources that were used include the relevant articles, textbooks, official legislative documents, web-based sources, Acts and published reports and journals. Wild and Diggines (2013:77) opine that journals that have been approved by a review process, as was the case in this study, normally appeal to readers. To instil confidence, objectivity and coherence to enhance the study, government legislation, various municipal reports, IDPs, websites and newspaper articles which present up-to-date information on various aspects regarding the issue of HRD strategies were used in this study.

The study used the secondary data primarily because the topic is of considerable interest to the researcher hence the information that was needed in the research process had a primary and secondary relevance that could be acquired from the literature sources. Additionally, the advantages of using secondary data in this study were that it was collected faster than primary data (Cant, Gerber-Nel, Nel & Kotzé, 2012:67), it saved time and money, it was carried out with considerably less effort than primary and it enhanced primary data collection, since information on past events can be acquired effectively from secondary sources and it provided comparative data which made for a more illuminating interpretation of primary data (Cant *et al*., 2012:67-8; Wild & Diggines, 2013:74).

For the secondary information of this study, data was collected through:

(i) The library: Librarians are very helpful to researchers even though they may be among people who are under rated in the world (Hofstee, 2011:55). Zikmund *et al.* (2013:171) states that traditionally, the libraries' vast storehouse of information served as a bridge between users and producers of secondary data. Consequently, the collection of secondary data was made easier because of the assistance of librarians at the University of Fort Hare library. It enabled the researcher to carry out an extensive study using the relevant documents and literature within the databases.

According to Wild and Diggins (2013:77), "a database is a collection of interrelated data arranged and organised in a logical manner and stored in such a way that is usable and utilised on future occasions". These can be in print format or computerised format. Compared to printed data, computerised databases were used in this study because the data was recent and up to date provided a faster, simpler and comprehensive search process. (Wild & Diggines, 2013:77). These databases used in this study are explained below.

(ii) The World Wide Web*:* Today, much secondary data is conveniently available over the internet. According to Zikmund *et al.,* (2013:173) data collection tools that are web based are usually more cost effective and efficient, it also suitable in changing environments.

(iii) Library Search engines: Other than some of the selected internet sites for secondary data listed by Zikmund *et al.* (2013:173), library search engines such as University of Fort Hare Institutional Repository, Dissertations and Theses Full Test Proquest, EBSCOhost, JSTOR, LexisNexis Academic, NEXUS, Sage Publications, Taylor and Francis On-line, and Wiley On-line Library, provided the researcher with a multitude of up to date and relevant articles on many subjects.

These steps for searching secondary data sources by Wild and Diggines (2013:73) and Cant *et al*. (2012:69) were followed in this study. These are seen Table 3.1 below.

Table 3.1: *Steps in collecting secondary data by different authors*

The six steps in collecting secondary data by Wild and Diggines (2013:73)	The five steps in collecting secondary data by Cant *et al*. (2008:69)
1) Step 1: Specify data requirements **2)** Step 2: Determine which data would be obtainable from internal sources **3)** Step 3: Seek external sources of secondary data **4)** Step 4: Obtain secondary data **5)** Step 5: Scrutinise the validity of data **6)** Step 6: Identify data that must be obtained from secondary sources instead	**1)** Step 1: Identify what is know **2)** Step 2: List the key terms **3)** Step 3: Search using secondary data **4)** Step 4: Compile literature and evaluate findings **5)** Step 5: Approach somebody who knows something about research

Source: Wild and Diggines (2013:73), Cant *et al*. (2012:69)

Having tabulated the two different steps of analysing data by Wild and Diggines (2013:73), the researcher decided to go with the steps proposed by Cant *et al*. (2012:69) because of its ease of use and its relevance to this study. These steps are: (1) Identify what is known (2) List key terms and names (3) Search using secondary data (4) Compile literature and evaluate findings (5) Approach somebody who knows something about the research.

3.2.1.1.1 Evaluation of secondary data

According to Wild and Diggines (2013:79), the information obtained from various secondary sources should be assessed for content, quality, usability, cost and presentation. The evaluation is important because it would have been collected for a different purpose and thus researchers cannot always know how reliable it will be. Wild and Diggines (2013:79) admit that an important element in evaluating secondary data is the researcher's judgment and logic. The researcher must also discuss the information with experts in the field and try to use more than one external source to compare the secondary data from the various sources (Wild and Diggines, 2013:79).

a) Six fundamental aspects to be considered when evaluating secondary data

The researcher made use of Wild and Diggines' (2013:78-79) proposed six fundamental aspects that researchers and users of external secondary data should consider when evaluating the data.

(1) Purpose: In this study, secondary data was not originally collected and recorded for the purpose of answering the particular research problem but for another purpose. Therefore the researcher evaluated the data according to how it related to the study.

(2) Accuracy: The researcher kept in mind what was actually measured and assess the generalisation of the data. The researcher considered the suitability of the data; in other words, whether it is applicable to the research problem.

(3) Consistency: When evaluating secondary data, the researcher sought multiple sources of the same data to ensure consistency.

(4) Credibility: The researcher questioned the credibility of the source. The status of the publication and quality of the data source as well as the enterprise/institution that collected the data was evaluated.

(5) Methodology: The quality of the data is only good as the methodology used. Flaws in the methodology can create results that are invalid, unreliable or not usable beyond the original study. The researcher therefore considered the following: (i) The characteristics of the data-collection methods and the manner in which the data is presented (ii) The definitions, terms and classifications used in the various sources (iii) The sampling method used (iv) The freshness of the data, as secondary data dates quickly in a dynamic environment (v) The measure used in the various sources (vi) The research methods and the data-collection methods used and (vii) The general proof that the data was carefully collected, analysed and presented.

(6) Bias: The researcher determined the reason why the data was collected.

3.2.1.2 Document analysis

According to Bowen, (2009:27) document analysis refers to systematically reviewing documents for the purpose of generating meaning and understanding in order to create empirical knowledge. Mogalakwe, (2006:221) alludes that it is a method of research that can be described as the scrutiny of those documents containing information about the issue that one wishes to explore. Document analysis is most often used in combination with other methods where a researcher uses it to review literature. Bowen (2009:27) further explains that documents that can be used for these purposes include meeting agenda, journals and books. Documents are

valuable in research because they provide supplementary data, additional questions to be asked, background and context, a means of tracking change and development, and verification of findings (Bowen, 2009:28).

According to Babbie (2008:91), every method of research has its own strengths and weaknesses, certain conceptions are more fittingly studied by some methods than by others. The advantages of the document analysis research method are as follows:

- Provides in depth view and is unobtrusive. The documents may give a comprehensive record, whereas a participant may deliberately or unintentionally leave out some information that could be crucial (Denscombe, 2010:244);
- Documents are viewed as objective indicators of phenomena to which they refer (Henn, Weinstein & Foard, 2009:98);
- Access to data- vast amounts of information are held in documents and researchers can get sensitive information that otherwise may be difficult to attain by means such as interviews (Curtis, Murphy & Shields, 2014);
- Cost-effective – one can get large-scale data at little or no cost (Denscombe, 2014: 239);
- Permanence of data- the data is permanent and can be verified by others (Denscombe, 2010:244);
- None reactivity with the researcher- researcher cannot bias the subjects (Earl-Slater, 2002:112);
- Can elaborate quantitative data (May, 2011:214); and
- The analysis of documents enhances the interpretation of the research results. The researcher has an opportunity to analyse the information collected from the gathered documents and come up with conclusions (Earl-Slater, 2002:112).

The disadvantages of document research methodology are:

- Potential bias – what people writing the document may put and leave out is informed by the purpose for making the document (May, 2011:215);
- Documents suffer from selective deposit where an unrepresentative data is stored and selective survival where the data that is stored is dependent on the

person who is editing the document, that is, their values and perceptions (Denscombe, 2014:240);

- Time consuming and often become out of date (Earl-Slater, 2002:113); and
- Documents may be incomplete and they may have insufficient details because they are prepared for different purposes that may have had nothing to with research (Earl-Slater, 2002:113; Bowen, 2009: 31).

3.2.1.3 Interviews

Since this study used a qualitative approach, interviews were used and these consisted of open-ended questions that provided qualitative data (Johnson & Christensen, 2014:233) and were thus found useful in this research. As a leading instrument of collecting data in (De Vos *et al.,* 2014:342), an interview was used in this study as a two-way conversation whereby the researcher asked certain questions on a specific subject to get answers/data from selected participants beliefs, views, experience, knowledge, attitudes, motivations, feelings and reasoning about the topic under enquiry (Johnson & Christensen, 2014:234).

These interviews were conducted with a selected sample of senior management within in the department of the HRD to extract valuable insight on the HRD strategies and the challenges of developing and implementing these programmes.

3.2.1.4 Data analysis

The research process requires a specified method of analysis in order to have a meaningful analysis of collected data because, on its own, data are meaningless unless they have been systematically and logically interpreted (Mpofu 2013:114).

A form of qualitative analysis was used for this study. Quinn (2002:432) opines that qualitative analysis transforms data into findings; however there are no specific formulas that exist for the transformation. This study specifically made use of the thematic analysis as a data analysis method. According to Hsieh & Shannon, (2005:127) the aim of thematic analysis is to provide knowledge and understanding of the phenomenon under study. This form of data analysis is said to be the most common in qualitative research. It is the process by which a researcher pinpoints, examines and records patterns or themes that emerge within a dataset. Braun and Clarke (2006:76) define it as identifying, analysing and reporting themes within data. This method is useful for analysing and understanding collections of text. The

researcher deemed in appropriate for this study mostly because it is flexible in a way that can help a researcher produce rich and very detailed account of data and that it is not very complex as a method. To make an interpretation of the data, the researcher made use of the themes that were emerging during the analysis of data and these were analysed against the relevant policies and programmes that are used for HRD in local government.

3.2.1.4 Sampling

Sekaran (2003:265) defines population as the object for study which consists of events, individuals, institutions, groups of people, human products and the conditions to which they are exposed. For this study, the population consisted of Buffalo City Metropolitan Municipality employees. However, using the whole population in the study is usually not practically feasible and uneconomical since it consists of a huge number of employees; a sample was drawn from within the total population to stand as representatives. The following section looks at the sampling procedure used in this study.

3.2.1.4.1 Sampling procedure

Sampling is the process through which a subset of the total population if selected to include in the study (Mpofu, 2013)**.** Daniel (2012:1) raises the importance of doing sampling properly when he emphasises that when sampling is properly done it can save time, effort and money at the same time providing useful, reliable and valid results. However when it is poorly done, it may cause the study findings to have very little practical and scientific value. Careful preparation has to be carried out before the sampling procedure begins in order to increase the validity of the study. For Daniel (2012:2), the preparation must comprise reviewing the purpose of the study carefully, the available resources, the issues of ethics in research, the nature of the population and the research design.

There are two categories to sampling methods that is probability and non-probability sampling techniques (Wild & Diggines, 2013:183). In probability sampling, the all the elements have a predetermined chance of being selected to be under these study whereas in non-probability sampling entails that the elements do not have a predetermined or known chance of being selected as a subject. Each of the two sampling designs has different sampling techniques. The study utilised non

probability purposive sampling technique due to its advantages, to be unpacked below.

3.2.1.4.2 Purposive sampling

Purposive sampling is also known judgemental sampling (Fox & Bayat, 2013:59). It is a process that is based on the judgement of the researcher, where the researcher chooses from the population a sample that is most likely to give him/her accurate or the desired information because they have knowledge about the topic under enquiry (Sekaran & Bougie, 2010: 272; Leedy & Ormond, 2014:221)**.** According to Sekaran and Bougie (2010: 272), this sampling technique involves choosing participants that are well equipped with relevant information pertinent to the study focus. This means that the selection of the sample will reflect the objective of the investigation. This method is advantageous in situations where the researcher knows the section of the population well and can thus target them for desired information. In this regard, top management officials from the unit of HRD were targeted for their knowledge and of the municipality's on HRD programs.

3.2.1.5 Reliability and validity in qualitative research

Trustworthiness is very important in qualitative research as it allows for the description of the validity and reliability of without making use of the terms that are normally utilised in quantitative research (Given, 2008:45). According to Rubin and Mourton (2009:27), trustworthiness is an approach to clarifying the issue of objectivity in qualitative research. Lincoln and Guba (1985:277), state that the key principle in qualitative research is found in trustworthiness, which is the neutrality of findings. Just as a quantitative study cannot be said to be valid unless it is reliable a qualitative study cannot be transferable unless it is credible and it cannot be considered credible if it is not dependable.

Given (2008:47) asserts that trustworthiness has alternatives which include transferability, credibility, dependability, and conformability. In principle, trustworthiness can be seems as the way that researchers in qualitative research can ensure that their research is credible, transferable, dependable and can be confirmed. Therefore, tthese were taken into consideration for this research.

- Credibility

Lincoln and Guba viewed this as the principal objective of qualitative research. It refers to the confidence in the truth of the data and interpretations of them. This addresses the question of whether it rings true or not (Babbie and Morton, 2012:277). They stated that there are two aspects to credibility: that is, ensuring that the study is carried out in a manner that makes the findings believable and, employing measures to show credibility to readers. Credibility can be check using various procedures such as persistent observation, triangulation and member checks.

- Transferability

Transferability basically refers to the extent to which data used is generalizable. It is the degree to which the findings are applicable in other contexts or settings. According to Babbie (2012), in qualitative research the researcher is not concerned with generalisations unlike quantitative research where it is the responsibility of the researcher to ensure that the findings can be generalised from the sample to the total population. In qualitative research that responsibility of transferability lies with those who want to apply it to the receiving context. Lincoln and Guba stated that a researcher must provide adequate descriptive data in their research report such that external readers can be able to evaluate the data's applicability to other contexts. As cited in Babbie and Mouton (2012:277), Lincoln and Guba (1985) propose that transferability can be achieved through using strategies like thick description and purposive sampling.

- Dependability

This refers to the reliability and stability of the data over situations and over time. Babbie and Mourton (2012:278), sate that dependability speaks to the issue that a research should provide its audience with evidence that if it were to be repeated with the same subjects and in the same context it would yield the same findings. Since there is no validity without reliability the same applies with credibility and dependability credibility cannot be achieved without dependability. A proper demonstration of credibility is sufficient enough to establish the existence of dependability.

- Conformability

Conformability refers to the extent to which the research findings reflect the voice of the participants, conditions of the inquiry not the researcher's motivations or perspectives and biases. It also entails the degree to which the findings are the product of the focus of the inquiry and not of the biases of the researcher (Babbie and Morton, 2012:288).

Many authors (Creswell, 2014; Denzin & Lincoln, 2003; Hupey, 2002; Smaling, 2003; Willis, 2007) support the idea that quality and rigour can be demonstrated in qualitative research. Accordingly, many attempts have been made to replace the concept of validity as defined and used by quantitative researchers.

3.2.2 Time horizon

The study was a cross-sectional study, where a researcher uses a short time frame to explore the specific phenomenon (Creswell, 2014:14) and the data is gathered and collected at a single point in time. Cross sectional studies are usually done by researchers doing descriptive studies and are aimed at exploring situations, problems, attitudes and issues (Creswell, 2014:14). Since this was a descriptive study, aspects of descriptive studies are found hereunder.

Descriptive research design is a research design that uses description of phenomena to answer research question (Gravetter & Forzano, 2015:370). This design aims to answer the; who, when, what, how and where questions pertinent to a particular research problem (Mitchel & Jolley, 2012:224). According to Monsen and Horn (2008:6), descriptive design is an effective way of obtaining information that is used in proposing associations and developing hypotheses. Descriptive designs are found in qualitative research where the purpose is to describe or create a picture of phenomena using words or other media (Monsen and Horn 2008:6)

Coming to the advantages of a descriptive design, it should be noted that this design was used because descriptive designs play a crucial role in describing the existence and establishing the characteristics of a particular phenomenon, especially because the goal of science is to describe, explain and predict (Heppner, Wampold, Owen, Thompson & Wang, 2006:286). Additionally, a descriptive design played a unique role function in the process of scientific exploration, because using a descriptive

design, the researcher in this study could relatively easily and quickly describe the relationship between the variables (Heppner *et al.,* 2006:286).

A descriptive design can also rule out existence of causal relationships that is, if there is no correlation between variables it follows that there is no causal relationship (Heppner *et al.,* 2006:286). It (descriptive research) helps determining what is happening and this is important because knowing what is happening it can help in predicting what will happen (Mitchel & Jolley, 2012:228). In this regard, the researcher was interested in knowing the state of HRD strategies and how they are affecting work performance in the municipality.

3.2.3 Methodological choice

According to Fox and Bayat (2013:143) there is need for researchers to justify the suitability of the research methodology they select for their projects. This is because the choice of and justification of for a research method are a vital part of the research process (Wolhuter, 2015:154). Notably, while it is important for researchers to decide the type of research design they are going to use from the outset (Van Wyk & Taole, 2015:165), other researchers do not mention the research approach used in their study (Neuman, 2013:93). Bearing this notion in mind the researcher chose the qualitative approach, from the three known approaches namely; quantitative, qualitative and mixed methods.

Denzim and Lincoln (2003:5), posit that the term qualitative study is an umbrella phrase covering a range of techniques that seek to describe, decode, translate and come to terms with the meaning of naturally occurring phenomena in the social world. Hennick, Hutter and Bailey (2011:8) underscore this by stating that it is a broad term used to refer to several philosophies and techniques, thus it is difficult to explain however, qualitative research does not only mean the application of qualitative methods. It refers to much more than that. Simply applying qualitative techniques in research does not necessarily make one a qualitative researcher. It is typically used to provide deeper understanding of the research issues that embrace the perspective of the population under study and the context that they live in.

The qualitative research approach refers to those research procedures that produce descriptive data (Potter, 2014:21). Hennick et al (2011:9) propose that the most distinct feature of qualitative research is that it allows the researcher to identify the

issues under study form the participants' perspective in order to get understanding of meaning and interpretation that they attach to events, behaviour and other occurrences. This requires a researcher that is curious, empathic and flexible enough to listen. It is useful for explaining people's beliefs and behaviours, understanding complex issues exploring and new topics. The researcher chose this approach for the same reasons stated above, that it allowed for a deeper understanding of the issues surrounding HRD strategies in BCMM, how these are harnessed to enhance performance or the lack there of in the results and how the employees perceive the strategies to be helping them in carrying out their duties.

Qualitative and quantitative are distinguished by their different views on the behaviour of humans (De Vos *et al*., 2013:60). Table 3.2 below distinguishes between qualitative and quantitative research.

Table 3.2: *Differences between qualitative and quantitative approaches*

A comparison of the quantitative and qualitative approaches in social research	
Quantitative approach	**Qualitative approach**
Epistemological roots in positivism	Epistemological roots in phenomenology
Purpose is testing prejudice and cause-effect hypotheses about social reality	Purpose is constructing detailed descriptions of social reality
Methods utilise deductive logic	Methods utilise inductive logic
Suitable for a study of phenomena which are conceptually and theoretically well developed; seeks to control phenomena	Suitable for a study of a relatively unknown terrain; seeks to understand phenomena
Concepts are converted into operational definitions; results appear in numeric form and are eventually reported in statistical language	Participants' natural language is used in order to come to a genuine understanding of their world
The research design is standardised according to a fixed procedure and can be replicated	The research design is flexible and unique and evolves throughout the research process. There are no fixed steps that should be followed and design cannot be exactly replicated
Data are obtained systematically and in a standardised manner	Data sources are determined by information richness of settings; types of observation are modified to enrich understanding
The unit of analysis is variables which are atomist	The unit of analysis is holistic, concentrating on the

(elements that form part of the whole)	relationships between elements, contexts, etc. the whole is always more than the sum

Source: Bless *et al.* (2014:16), Bryman *et al.* (2014:51), De Vos *et al*. (2013:66)

Coming to the advantages of qualitative research, Hennick, Hutter and Biley (2011:9) propose that the most distinct feature of qualitative research is that it allows the researcher to identify the issues under study form the participants' perspective in order to get understanding of meaning and interpretation that they attach to events, behaviour and other occurrences. This requires a researcher that is curious, empathic and flexible enough to listen. It is useful for explaining people's beliefs and behaviours, understanding complex issues exploring and new topics. The researcher chose this approach because it allowed for a deeper understanding of the issues surrounding HRD strategies in BCMM - how these are harnessed to enhance performance or the lack there of in the results and how the employees perceive the strategies to be helping them in carrying out their duties.

3.2.5 Approach to theory development

Inductive theory was utilised for this study. This approach entails that the researcher begins by collecting data to explore a phenomenon and to generate a theory often in the form of a conceptual framework (Saunders *et al.,* 2016:145). The researcher in this study sought to understand the phenomenon under study from the sample (Bless *et al.,* 2014:16).

3.2.6 Philosophy

According to Saunders, Lewis and Thornhill (2000:92), a research project is the overall procedure that one follows to find answers to research questions. De Vos, Strydom, Fouche and Delport (2002:50) perceive professional research as aimed not only at problem-solving, but also at the development of scientific knowledge. The process of doing research requires one to have a research paradigm in mind. In this regard, a research paradigm can be defined as a frame of reference by which phenomena can be observed and understood. Johnson and Christensen (2012:31) define a research paradigm as a viewpoint grounded on a set of values, practices and assumptions, believed by researchers. Babbie (2007:31) argues that a research paradigm can be defined as a model or frame of reference which researchers use for observing and understanding which shapes what they see as well as how they

understand what they see. It is a frame of reference through which researchers organise their reasoning and observations. Paradigms are general ways of thinking about how the world works and how knowledge about that world can be gained (Kuhn, 1970, cited in De Vos *et al.,* 2011:298). All researchers approach their research with an orientation or perspective or basic beliefs that guide their inquiry (De Vos *et al*., 2011:298).

Babbie (2007: 33) states that paradigms present different ways of looking at life, each of them make certain assumptions about social reality and they inspire different kinds of research. Johnson and Christensen, (2012:31) posit that research paradigms are characterised and differentiated by their distinct ontologies, epistemologies and methodologies. To carry out this enquiry, the researcher made use of the interpretive research paradigm. According to Ebersohn and Eloff (2004:356), interpretivists believe that the subjective experiences of people are valid and should be taken seriously; they believe that a researcher can understand these experiences through interacting and listening to the people. This paradigm was deemed appropriate because it helps in interpreting and gives better understanding of the complex reality of a given situation and the implications of data.

Higgs (2008:209) states that research in the interpretive paradigm seeks to interpret phenomena, human phenomena in particular. According to Hennick *et al.* (2011:11), the interpretive paradigm studies the subjective meanings that people attach to their experiences rather than focusing on pure facts. It seeks to give an explanation of the subjective meaning and reasoning behind social actions. The researcher deemed this paradigm as suitable for this research because it allows the researcher to gain empathetic understanding of people's feelings and the idiosyncratic reasons behind their behaviours. Also because it gives the researcher an opportunity to be actively part of the investigation process by combining the collected information with his or her own interpretations, it can be used with any type of data (Terre Blanche, Durrheim and Painter, 2006:13).

3.3 Description of the study area

According to the Eastern Cape Development Cooperation (2011:1), the Eastern Cape Province is the second largest of all the nine South African provinces, spreading over 14% of the land of the country's land mass. The province has six

district municipalities and two metropolitans, which is Nelson Mandela Metropolitan and Buffalo City Metropolitan. This study was carried out within the Buffalo City Metropolitan Municipality (BCMM), located within the Amathole District Municipality area which is one of the six district areas that the Eastern Cape Province is comprised of. Buffalo City is situated centrally in the Eastern Cape Province, and is bounded to the southeast by the long Indian Ocean coastline as shown in the Figure 3.2 below:

Figure 3.2: *Map of Buffalo City*

Source: BCMM: GIS unit

Buffalo City was established as a category B municipality after the reorganisation of municipal areas in the year 2000 and was later on transformed from a category B into a category A municipality in 2011 immediately after the local government elections. Buffalo City Metropolitan is the key urban centre of the eastern part of the Eastern Cape. It consists of a corridor of urban areas, stretching from the port city of East London to the east, through to Mdantsane and reaching Dimbaza in the west. East London is considered the main commercial centre, while King Williams Town and Bisho are hosts to the Municipal Regional Service Centre and the Provincial Administrative Headquarters respectively. It also contains a wide band of rural areas

on either side of the urban corridor. The land area of the Buffalo City covers approximately 2,515 km2, with 82km of coastline (BCMM, 2012:19). Becoming a metropolitan municipality provided the Buffalo City with greater access to important resources that influence its ability to deliver services in a way that impacts on the quality of life for all its residents. However, this elevation to the metro status also came with more expectations in terms of effectiveness and efficiency in the delivery of services and eradication of backlogs in services.

3.3.1 Population

According to BCMM (2015a: 41) the population of the BCMM was, in 2013, estimated to be at 785 330 approximately, which makes up 11.4% of the total population of Eastern cape and 1,5% of the population of South Africa, growing at the rate of 0.8 percent. For the municipality, such a growth in the number of population translates an increase in needs and demands for the municipality's services. According to the ECSECC (2014: 23) the racial composition of the population is 92.9% Black, 2.4% Coloured, 0.2% Asian and 4.5% White.

3.3.2 Economic Profile and Employment

Buffalo City is qualified by the municipal authorities as one of the key economic hubs of the Eastern Cape Province (BCMM, 2010:13). The Metro contributes 23% of the Gross Domestic Product and 19% of the employment opportunities of the Eastern Cape Province respectively (BCMM 2014:15). The economy of the BCMM has a high involvement of the public sector due to the fact that it is the host to the administrative capital of the province, in Bhisho and it boasts of a well-developed manufacturing base with automotive industry being the major role player. It also the location of one of Eastern Cape's major contributors to the inflow of foreign direct investments, the East London Industrial Development Zone. The ELIDZ attracts the much needed foreign direct investments and is a provider of employment within the metropolitan area and Eastern Cape as a whole. According to the Eastern Cape Socio Economic Review (2014: xvi) access to basic services has improved in the metro and a larger percentage of the populace have experienced better access to basic services such as access to water, refuse removal sanitation and access to energy at 97%, 71%, 71% and 81% respectively.

However, despite all the progress there is low economic growth and unemployment is still very high among the active population in BCMM. According to BCMM (2015a: 9) the rate of unemployment is ranging at approximately 36% currently. Such high levels of unemployment within the metropolitan area have led to an increase in the outmigration levels as the youth move out of the area to look for greener pastures and better economic opportunities somewhere else. One of the major concerns with regard to unemployment and consequently the economic development of the city is the low level of education and skills among the population. A larger part of the population fall in the category of people with grade 8 and below in terms of education, whereas those who went as far as completing high school make up 20% of the population and only 6% of the entire population has tertiary education (BCMM, 2015a: 49). The rate of illiteracy is rather high, having over 11% of the population that is functionally illiterate (ECSECC, 2014: 31). Most people with tertiary education are likely to be from the urban centres, particularly East London. Hence the issue of appropriate education and skills levels is the threat to the future development of BCMM, because the statistics mean that a larger portion of the population has either not attended school or they did but never completed their primary education phase.

3.3.3 The political structure

The political system of BCMM is the executive mayoral system combined with ward participatory system. This system is defined in terms of Section 9 (d) of the Municipal Structures Act of 1998. BCMM, based on its political system, has an Executive Mayor, a nine-member Executive Mayoral Committee, a Speaker and one hundred councillors. The municipal council is the ultimate decision making body of the municipality and the executive mayor takes overall strategic and political leadership of the municipality whereas the Municipal manager takes responsibility of the municipality's administration and links the administrative and the political arms of the metro. The actual implementation of policies lies with the heads of departments and municipal officials. The ward councillors provide the key link between the municipal government and the residents of the metro (BCMM, 2015b: 24).

3.3.4 Administrative structure

The municipal manager is the head of the administrative arm of the municipality. The municipal manager heads the administrative team in the actual day to day running of the BCMM and oversees the actual implementation of policies within the

municipality. This is still undergoing transformations as the structure is being gradually defined, and new functions and roles are being identified and allocated to fit the metro status.

3.4 Ethical considerations

The major aim of a research is to produce knowledge that will be ethically valid reliable and trustworthy hence every researcher must strive for such a goal even before they resume their study. The word ethics describes human action that is appropriate in and for certain areas such as research, business and medicine. De Vos (2005:57) defined ethics as a set of moral issues which are suggested by an individual or a group, are subsequently widely accepted, and offer rules and behavioural expectations about the most acceptable conduct towards research subjects and other researchers.

Privitera (2014:54) states that research ethics as a term is used to identify and describe actions that researchers have to take in order to conduct moral and responsible research. He further alludes that all researchers must anticipate and be aware of how their research will affect others be it in a positive or negative way. According to Babbie (2007:64), everyone who is taking part in social research must have the knowledge of what is generally agreed by researchers ton what is deemed improper and what is proper in conducting scientific enquiry. Accordingly, the first ethical item done by the researcher was to get ethical clearance for this study (See Appendix 1 for ethical clearance certificate).

Bless (2000:139) alludes that one of the reasons that ethics are important in research is that there have been abuse of people's rights in the name of social research. However, ethics are not only concerned with the protection of people but they also speak to guidelines for authorship, privacy, confidentiality rules and data sharing policies in peer reviews to protect intellectual property while encouraging cooperation. From the assertions by the various scholars above, it is clear that observing ethical issues is a very important part of research for various reasons and one cannot carry out a research without first considering ethics. In this regard, the researcher did take into cognisance the ethical issues pertaining to this research. Since the study made use of mostly secondary sources the most important of all the

ethical considerations were of acknowledging and proper reporting, as discussed below.

3.4.1 Informed consent

Kumar (2011:244) states that collecting information from an organisation or people without seeking consent is considered unethical. Hence the researcher took note to seek informed consent from the people who supplied the municipal documents by making them aware of the information that will be required from them, why it is needed and possibly how it would affect them. A letter of application to use the archives and records from the municipality was sent and approved by the gate keeper.

3.4.2 Confidentiality

Kumar (2011:246) opines that it is unethical to share information about respondents for purposes other than those for research and it is unethical to identify them and their information they provided. Therefore be no risk of harm, embarrassment, or offence to the municipality or anyone who provided access to municipal information and a promise was made that none of the documents provided were not going to be shared with other people but that all of them would be strictly used for the purposes of completion of the dissertation.

3.4.3 Reporting

The researcher endeavoured to report the research outcomes in such a manner that did not slant or change them to serve personal interests as this would be unethical. The findings were reported in a clean, unbiased, accurate and objective way possible.

3.5 Summary and conclusion of chapter 3

This chapter laid out the research design and the research methodology. The researcher chose to use the interpretive research paradigm and the descriptive research design. The descriptive design enabled for the in-depth description of the situation on the HRD in the BCMM so as to clearly cave out the problems in order that solutions can be proffered. The whole research took the qualitative research approach due to its advantages that the instruments that are used in qualitative research approach allow for a deeper understanding of the phenomena under study and flexibility in asking of questions. The main method of collection of data was the

document analysis, augmented by a few interviews. These interviews were carried out with five top officials responsible for HRD in the municipality. They were selected using the judgemental sampling technique due to the belief that they would be more knowledgeable about the design and implementation of HRD strategies within the Buffalo City Metropolitan Municipality. These were deemed more suitable because they provided the researcher with the flexibility to do an in-depth analysis of the phenomena.

The chapter touched on the importance of reliability and validity of the research methodology and the techniques used. It focused on the importance of data trustworthiness when dealing with qualitative study. The chapter then concluded with a discussion on the ethical issues that were considered pertaining to this particular research. Observing ethics is very important when one is carrying out a research to ensure that the findings are appropriately reported as they contribute to the body of knowledge out there. A brief description of the study area was also given in the chapter. The next chapter is on the presentation of the research data, analysis and interpretation.

CHAPTER 4: DATA PRESENTATION AND ANALYSIS

4.1 Introduction

The local government sphere of government that is at the centre of service delivery to the local citizens. Since its transformation in 1994, all efforts were to make local government more responsive, financially stable and able to deliver services to local communities. Despite this, the local government has always faced a lot of challenges that impact continue to impact negatively on its efforts to delivery on its mandate. Some of the challenges stem from lack of discipline within the sphere, whilst other challenges are due to external factors. This chapter provides data presentation and analysis of the data collected from the municipal documents and the interviews carried out with the top management in the human resource and performance development department to support the secondary data.

***Table 4.1**: Demographic details of participants (key informants)*

Participant	Gender	Education
1	Male	Bachelor of Technology degree
2	Male	Bachelor's Degree
3	Male	Bachelor of Technology degree
4	Female	Bachelor of Technology degree
5	Male	Bachelor's Degree

These key informants in the study were selected using the judgemental sampling and they included 5 top management officials from the HRD unit under the performance development and career and talent management as well as training departments. Three of the officials interviewed were general managers and the others were assistant managers. Of the five participants four of them were males. In terms of their qualifications two of them had Bachelor's degrees from local universities and the others had two key informants had Bachelor of Technology degree. Last, 80% of the participants highlighted that their educational qualifications were directly related to the Human resources field.

4.2 What strategies BCMM is currently employing for HRD

The previous chapters have already discussed that human resources development and training have a myriad of advantages not only for individual employees but the ultimate benefit is for the whole municipality itself. If the performance of the employee is not good it affects the performance of the whole organization in terms of realisation of goals and service delivery. The BCMM has a department of human resources development and performance development which deals specifically with the capacitation of the municipal workforce. This department is the one that is responsible for the creation of the HRD and training strategies within the municipality. Hence the researcher found it necessary to have interviews with the management in this department so as to augment the secondary data that was the main instrument of collecting information for this study.

According to the BCMM IDP (2013), the improvement of human resources is one of the priorities of the BCMM. The Metro is executing some HRD programmes and strategies such as skills programs, learner ships and internships targeting the scarce skills occupational areas as well as in-service training for students. It also has the Adult Basic Education and Training (ABET), apprenticeships, as well as bursaries for both its staff members as well as members of the public (IDP 2013:33). This section is devoted to discuss these strategies and more.

4.2.1 The HRD strategy

The HRD strategy is a document that is concerned with long term and short term programmes that are needed for improvement of performance at all the levels of the organisation to ensure its survival. As stated by Nhlapo (2010:10), to ensure growth, an organization must make sure that during its strategic planning, HRD are also part of the strategic focal point and staff development must be needs oriented. However, during the course of carrying out the study, it was found that BCMM does not yet have a HRD strategy. The strategy is still being prepared and going under review and consultation with the relevant stakeholders (BCMM, 2014/15: 285). The strategy has to be first workshopped with the council before approval and at this stage the strategy has not yet been workshopped and approved by the council. All the HRD management that were interviewed for this study agreed that the strategy was still in the draft process and they were currently using various other policies including the Human resource policy in its place. Since its acquisition of the metropolitan status,

the BCMM had to review most of its policies and strategies to make sure that they all align and are relevant to its metro status.

Even though BCMM already has several programmes and initiatives aimed at the development of human resources within its jurisdiction, these have been done in a fragmented way and it is hoped that the HRD strategy once it is finalised and adopted will close the gap (BCMM Annual report 2012/2013:259, 2014/15: 285). The HRD strategy is therefore a necessity in terms of consolidating, streamlining, and giving meaning to the uncoordinated undertakings in the human resources development. And it serves the purpose of maximising performance and enhancing service delivery.

One of the key informants stated that the new HRD strategy of the BCMM is aimed at addressing the human resources capacity challenges that are currently constraining the effective performance of the municipality. The municipality needs relevant skills and competencies to implement and achieve its mandate to ensure the effective delivery of services and the well-being of the local communities. Having a specific HRD strategy will help ensure that all employees are capacitated to the extent that they are competent enough to deliver services adequately and effectively. Having a an HRD strategy will help the municipality to understand the HRD landscape and the dynamics of skills development within the municipality, and thus be able to plan for relevant HRD initiatives accordingly in order to improve on the delivery of services.

The study also established that top management believe that by engaging in HRD their municipality seeks to ensure that the right people are prepared at the right time, at the right place and for the right positions to which they can readily contribute. In this regard, an HRD strategy serves a purpose that cannot be overlooked. As a municipality, BCMM has a sort of dual role to play in HRD, first it has to develop its staff and second the role is to develop the capacity of its surrounding communities as well. Hence the HRD strategy has to be comprehensive in such a way that it does not only focus on the improvement of internal capacity but that is should also improve and develop the capacity of it members of the community as well.

4.2.2 The workplace skills plan

The development and training of human resources in the BCMM is considered an important function. Some of the objectives for training and development of employees include the development of appropriate capacity of skills for the municipal development and ensuring the development and growth of the individual employees within the municipality. Since the municipality does not have a HRD strategy, it relies on the workplace skills plan, which is drafted annually to guide the training and development. The WSP is prepared by the skills development department as well as the training plan and training and implementation plan.

The study found that the BCMM uses both electronic and hard copy materials when carrying out their skills audits. They circulate the web-based skills audit questionnaires electronically to all the employees and paper-based questionnaires to employees who do not have access to computers in order to capture their skills audit information. The workplace skills plan details all the training needs within all departments and it is then effected through a training plan.

4.2.3 The annual training plan

This training plan is drafted by the training unit which falls under the development and performance department within in the human resources directorate. The municipal departments submit a training needs template which will be detailing the training needs and the interventions required to the training section. From these templates the training unit them compiles a training plan depending on the training and development needs within the municipality. It was established that from this training plan the department has to come up with a training implementation plan which then details the budgets, service providers and the time frames for the interventions.

4.2.4 The human resources strategy

The study also established that the BCMM at the moment are using an HR strategy, which is not an HRD strategy but a broader strategy that is broad based and covers the totality of the human resource functions like the regulations, selection and recruitment, payment and training that was developed with the help of the general staff, training and development of staff and unions. This strategy is also under review.

4.2.5 Talent management strategy

Out of the informants, three of them stated that the municipality also has a talent management strategy that also speaks to ensuring that the BCMM has a continuous pool of talent within its employment and that it has an adequate supply always in order to deliver its mandate in terms of its local government functions and services. The study found that, the TMS addresses the issue of retaining skills within the municipality it focusses on the skills that enable the municipality to maintain a high level of service delivery such as the scarce and critical skills, high performing individuals as well as just the entire workforce (BCMM, 2007:5). Retaining employees in an organisation entails retention of necessary skills. This is a practice that can never and should never be overlooked emphasised. It is as important as the attraction and acquiring of skills because this process costs a lot. If an organisation cannot retain its employee it means it wasted resources in acquiring and developing them. Professionalization of incumbents in some positions throughout the organisation is one of initiatives currently undertaken as part of retention of scarce skills in the BCMM.

4.2.6 Staff training and development

The study established that the BCMM also utilises training and development of staff through various ways. All the participants alluded that all the training and development interventions are carried out externally. They stated that since the enactment of the SDA and the SAQA all training that was done internally was stopped. This was due to the fact that these forms of legislation required that all training that is carried out within local government should be accredited. It required that all the skills development facilitators and all training providers that are even outsourced by the municipality should be certified by the SAQA and the certificates must have a NQF qualification.

4.3 HRD programmes

4.3.1 Induction programmes

The study found that BCMM has and runs induction programmes for all new entrants in the municipality. Legislation imposes that every new employee that starts work within the municipality has to be inducted to the ways of the public service. The BCMM carries out induction training for new employee’s every first week of the

month, this is to ensure that no employee goes on with their job without getting g inducted into the workplace. This form of training is done by the municipality itself without any outsourcing so as that the training is not generic but it is catering for the specific needs of the municipality. Most of the respondents agree with the texts that the induction training offered is very relevant in the sense that it shows the new employees the structure of the organisation so as to ensure that every employee first of all understands where they fit in in terms of their roles and responsibilities. It also shows them the functions and objectives of the municipality so that they have a clear understanding of what is expected of him or her and how it kinks up in the scope of all things.

It was also established that not only does the induction offer knowledge about the mission and vision of the municipality but it also a way of disseminating to them the information on the disciplinary procedures and benefits that are available to the employees within the municipality. All this is a form of imparting knowledge of the institution so as to enable them to be productive within a very short space of time.

4.3.2 Skills development programmes

The study also found that the BCMM is also embarking on programmes that are aimed at skills development for specific areas of need such as the scarce skills and the financial viability discussed below:

4.3.3 Financial Viability programme

The BCMM is currently running a municipal financial viability programme that is aimed at imparting skills to the employees on financial management. This programme is targeted at all the managers that deal with the municipal finances such as the municipal manager, heads of departments, chief finance officer, financial middle managers and supply chain managers. This programme was introduced in response to the legislation passed by the National Treasury Regulations on Minimum Competency Levels, published in the Government Gazette in 2007. The regulation stipulates that that all those involved in municipal finances should first have a national qualification in financial management, a certificate in Municipal Financial Management. The BCMM embarked this intensive Municipal Finance Management Program for all those officials who are affected by this legislation with the assistance of the Fort Hare University training provider.

4.3.4 Graduate Internship programmes (GIPs)

The South African government made it a compulsory matter for all public institutions to have running internship programs as a way to recruit graduates from higher institutions of learning. These internship programs are coordinated through the DPSA and the Department of Labour. The study found that BCMM also runs a graduate internship programme, recruiting interns for the purpose of developing graduates for employment. The participants revealed that their internship programmes are two fold in the sense that they serve purposes of pooling talent for the municipality, they place interns and train them in the areas that the municipality needs then where they can absorb them into permanent municipal employees. The second aspect is that it serves as a broader economic development since municipalities are drivers of economic development. The internships give the young people experience thereby enhancing their future employability if not within the municipality elsewhere. The interns are placed in various departments especially were there will be low capacity in terms of skills. According to the BCMM skill development plan, the appointment to a fixed term programme does not however give rise to any expectation of subsequent full time employment within the municipality.

It was also found that all the interns within the BCMM are accommodated all under this programme of graduate internship programme, which runs for the duration of twenty four months (BCMM Skills development Plan). The internship works in such a way that the intern goes under job rotation upon getting hired. For instance, an intern in the human resource department rotates in all the departments such as training, recruitment and selection under the span of three months at a time. At the end of the three months, they move on to another section within the department. This is a good way of imparting diverse skills and knowledge to unemployed graduates and it also gives the interns and idea of which area they would like to specialise in for further study if they wish to do so. One of the informants revealed that at the moment the municipality is housing a total of 240 interns presently. However due to restrictions and documents being classified, the researcher could not have access to the original internship program policy stating the objectives and other terms of employment.

4.3.5 Learnerships

The study established that the BCMM also runs learnership programmes as a capacitation strategy, for learners that comprise of unemployed people working at the municipality. The participants revealed that the municipality supports learning programmes which are appropriate to the local government undertaking and the municipality's specific needs. The learners undergoing learnership are given structured work experience. As of during the year ending in June 2013 the Buffalo City had employed a total of one hundred learners from various departments. Fifty seven of those were under the LGSETA scarce skills priority areas. They made up 2.17% of the total population of the municipal workforce (BCMM Number 18.2 Learners, 2013).

4.3.6 Continuous Professional Development (CPD)

These are professional, credit-bearing short training courses, including conferences and seminars where specific learning outcomes are assessed for the purpose of eligibility for professional registration with a professional body. The BCMM supports these programmes for all professional staff within identified career streams and if the programmes are provided within the Eastern Cape boundaries. Employees are responsible for identifying and attending the programmes and they should seek these within in the boundaries of the province and if they are not available then they can now seek training outside the province. However professional registration is not funded by the municipality

4.3.7 Adults Basic Education

The study established that the BCMM also utilises the ABET programme to develop the capabilities of its workforce. The municipality encourages all employees to achieve a basic minimum level of literacy and numeracy in the get band of the NQF. The municipality assesses the numeracy and literacy levels of all its employees who are currently without formal qualification and endeavours to provide free access to all employees to the ABET programme. It was however revealed that the free access however is subject to operational requirements of the departments and further to the municipality's capacity for training.

4.3.8 Mentoring and coaching

It was found that the BCMM supports the appointments of mentors and coaches in specified appropriate contexts. From the participants, it was gathered that the mentoring and coaching are both strategies and training programmes in the sense that the mentors and coaches undergo specific training in order to become mentors and coaches. The line manager and the employee to be mentored are responsible for choosing the mentor and they can be chosen either internally or from outside the municipality. If the mentor is chosen externally, the agreement has to be done with the executive director and will be subject to available funding. These strategies are very important in local government for facilitating knowledge sharing and skills impartation. According to the HRDC (2014:23) South Africa is faced with a problem of having a labour force that is inadequate in number, qualifications and requisite skills and one fifth of these will retire in less than a decade. In this regard, strategies such as coaching and mentoring are important for impartation and development of the younger generation of the workforce that will be left to lead.

4.3.9 Short courses

The BCMM supports employees in attending short training courses which support the skills gaps and development opportunities identified within their Personal Development Plans or where such courses have been identified as general priorities within the BCMM's corporate or departmental staffing strategies. The short training courses supported, include both accredited and non-accredited training programmes. Other short training courses which are not linked to PDPs or general staffing strategies are meant to be considered where they can be linked to specific new operational requirements. The length and cost of the course determines whether it becomes attached to service obligations.

4.3.10 Bursaries

The BCMM offers bursaries for employees for tertiary or further education and training (FET) qualifications. However this offer is for selected, relevant and career streams that can be linked to the individual PDPs. The bursaries usually cover or are limited to registration, tuition, examination fees and a capped book allowance, and they are only offered for part time studies and the come with a service obligation. According to the BCMM HR policy (2011: 4) the municipality is committed to offering

financial assistance to support certificates and other qualifications with the understanding that these qualifications be aligned with the municipality's needs.

The BCMM also has bursaries for non-employees that are however limited to the development of scarce skills. These support fulltime studies and cover registration, tuition, examination fees, capped book allowance and where there is proven financial need and where funding allows for this, residence. The municipality has also the Mayoral Bursary Fund, for the 2013 it assisted a total of 29 beneficiaries.

4.4. The extent to which these programmes implemented

The study established that although the implementation of training at BCMM is adequate, it requires a more focused approach, as previously set out. Funding provided for capacity building is adequate at 1, 86% of the staff budget and is set to increase to 2% of the staff budget. The budget goes a long way in ensuring that programmes are implemented, for instance the scarce skills programme that is funded by the national treasury and the back to basics programme aimed at financial viability. A total of 66 municipal officials including those directly affected by the National Treasury regulations have completed the program. Enrolment of officials on the program continues in order to ensure existence of a talent pool in the competences required as per above-mentioned regulations (BCMM, 2015b:65). See Table 4.2 below.

Table 4.2: *Training interventions for the year 2015/2016*

	Skills Priority Area	**Number of Interventions**	**Number of people to be trained**
1	Finance	5	95
2	Management and leadership	7	185
3	Special skills by legislation	16	515
4	Specialist Technical	23	491
5	Project Management and planning	3	64
6	Occupational Health and Safety	3	110
7	Socio economic/ community Development	14	280
8	Client Service	2	45
9	ABET	1	4
10	Corporate, Legal & Support	5	130

11	Computer Literacy	2	140
12	Training skills	3	65
13	Policy development	2	60
14	Administration	7	160
15	Life skills	5	180

Source: BCMM Annual Training Plan 2015/2016

The BCMM had a total of 168 training and development interventions for its workforce. The highest number of these was in the in the technical specialist and the legal, corporate and support services priority skills areas (BCMM Annual Training Plan, 2016). Unfortunately, there were no annual training reports available at the time confirming the implementation and running of the training programmes. See Table 4.3 below.

Table 4.3: *Learnership placement*

Work area	Male	Female	Total
Core Finance	3	6	9
Core Admin		1	1
HR and Training	11	14	25
Labour Relations	1	3	4
Property Valuations	1	2	3
IDP / PMU	2	2	4
Fire and Rescue	1	1	2
GIS & Mapping	2	3	5
Disaster Planning & Management		1	1
Traffic Management	2	3	5
Public Transport		1	1
Town Planning		6	6
Land Administration	1	2	3
Housing	1	1	2
Analytical Chemistry	1	3	4
Civil Engineering	1		1
Fitting and Turning	2	0	2
Water	4	0	4

Mechanical Engineering	1	1	2
Electricity	11	2	13
Communications	2	1	3
Total	47	53	100

Table 4.3 above shows that indeed the BCMM does implement learnerships as a skills development strategy within the municipality. According to the Work Place Skills Plan Implementation monitoring tool (2015/2016) the municipality has an adequate number of mentors for the learners and there had been no drop outs within the year. However the study found that the municipality is faced with problems when it comes to the evaluation of the performance of learners. The learner performance is not evaluated as per developmental plan due to a lack of commitment in evaluating learner programmes.

4.5 The effectiveness of these programmes

HRD programs that are implemented must serve the purpose of transforming the department in order to reduce or eliminate ignorance, illiteracy, misinterpretation of the laws, poor work ethics, high corruption levels, poor decision making as well as poor performance (Thakhathi, 2012:6). According to Botha (2009:9), all HRD programmes and interventions should be characterised by the evaluation of the progress during the programme and another at the end of the programme. It was revealed that the municipality is in the process of implementing better ways of ensuring effectiveness of their programmes for example the drastic change from attending short courses to acquiring qualifications. One respondent said he believes that so far things are looking well judging from the progress of their skills programmes that are targeting specific areas such as the financial management program.

The BCMM however does not have a record of evaluation of their most of their HRD and training interventions and programmes which makes it hard to determine whether they are achieving or not. Although all the key informants alluded to the fact that the municipality does not have return on investment measures in place the managers in each department are responsible for checking if the interventions are effective in making a difference in performance.

4.6. What the significance of HRD in BCMM

One of the key informants stated that the department does not focus on training of employees but they look at it as the capacitation of the workforce, because there is no performance without the capacitation of employees. Putting employees through the HRD programmes equips employees with needed tools for performance; it motivates the employees for the job because they can find better ways of achieving their jobs.

The study also found that HRD has a very significant role to play in achieving and maintaining the success and the survival of the BCMM. The participants response to the significance of HRD alluded to the fact that municipal administration does not only have to acquire appropriate people for the organisation but they also have train and develop them for the following reasons;

- Tasks and jobs change over time and the requirements of these jobs are also dynamic over time, hence employees need to be continuously updated tin order to maintained good satisfactory performance and to keep up with the ever increasing demands of the communities.
- Induction. New employees are like raw materials that need to be processed in order to produce desired products. New entrants in the municipality need to be 'processed' in the way that local government and the BCMM work in particular. They need grounding in the principles of public service
- People basically need training and development in order to perform best in their existing jobs and as the BCMM acquired the metro status more demands for improved performance came with the status
- The training and development interventions are a way of increasing the levels of motivation for employees and show them that the organisation has a keen interest in their development.

Data collected also showed emphasised the significance of HRD. Singh and Twalo (2014:310) state that only 52% of the people thought that within the BCMM employees are hired due to their qualifications for the job and 29% thought that their qualifications were not relevant to the kind of work they did on a daily basis. This buttresses the notion that although educational qualifications are known to be important for employment, in reality, they are not the principal determinants of finding

employment; there are other factors such as political affiliation and nepotism. In such cases such employee cannot effectively perform their duties unless they are put through some training and development programmes to equip them for the needs of the work. It is therefore very important for the management at the BCMM to recognise the significant role played by HRD in the municipality to the overall productivity and overall well-being of employees.

4.6.1 The relevance of HRD programmes

The discussions held with the municipal officials revealed that the programmes that are implemented by the municipality are relevant to the organisational needs. They stated that they believed this to be so because all the training that is delivered is informed buy the workplace skills plan that is drafted from the employee training needs. When each department submits their training needs templates to the HRD unit they would have identified specific needs hence the training plan is created based on the requested training areas. Some of the respondents however alluded to the fact that training may be rendered irrelevant if the training needs templates submitted would have been filled in without proper identification of skills needs.

The participants also stated that they try as much as possible to ensure that their interventions are relevant and have a desired impact by ensuring that people who attend them have the required level of understanding. For instance one respondent said that *"we used to have a problem especially when it came to short courses because people wanted to just attend because they were available but now we have come up with a system that ensures that minimum requirements are specified when people are applying to attend such courses, if one does not meet the minimum requirements then they do not attend".* It was also revealed that this system has led to a reduction in attendance of the short courses as it encouraged people to study and aim for training and courses that lead to obtaining a qualification.

It was also revealed in the interactions that when the municipality is deciding on training and development programmes, the management must closely scrutinise the difference between theory and practice within a programme. The knowledge, skills and abilities that are expected at the end of the programme are to be prioritised when a training and skills development programme is being decided upon or funded by the municipality. The participants also alluded that they try to ensure that the

training and skills development programmes that are provided to the employees equip them with the ability to perform or to create or deliver value in their workplaces. If a training programme or a skills development programme is capacitating for employees, it means it will enable employees individually or collectively to deliver on their mandates in an effective, efficient and equitable way.

4.7 What challenges are there?

From the discussions above, it could be argued that legislation guiding HRD and training in the BCMM is sufficient but is challenged in its implementation. Generally speaking the study found that the HRD challenges within the BCMM are multi-faceted but integrated in character. Even though the Metro draws WSPs it faces some challenges in their implementation which in turn has negative impacts on the delivery of training for the staff. Some of the challenges relate to budget cuts; the limited number of service providers; the availability of staff to attend scheduled trainings; misaligned departmental plans, which lead to internal communication challenges; and supply chain management processes, which result in lengthy processes for procuring service providers(LGSETA, 2013:48)

4.7.1 Institutional constraints

Some of the interviewed participants highlighted the issue of the working sites of the institution as a deterring factor in the development and successful implementation of HRD strategies and programmes. They stated that their institution has such issues because of some institutional challenges such as the large number of their workforce which is approximately slightly above five thousand currently. As large as it is the municipality is also diverse and it is spread out over the whole of Buffalo City area for instance, the department of human resources has offices in the CBD of East London and some of their offices are out of the town. This is a challenge in terms of communication for instance. Effective coordination of efforts is in some way seriously affected by this separation of work sites.

4.7.2 Lack of in house training capacity

From the obtained responses it was indicated that the Buffalo City Metropolitan Municipality has a training and development unit under the Development and Performance department which does not carry out any form of training. The unit is not capacitated in terms of training personnel, acreditation and technology to

conduct proper training courses, hence the unit only compiles training needs to create a training plan and organises training providers. Moreover, the human resources development department has only limited research and development capacity and its contribution to these aspects of development is limited. In this regard, BCMM relies on out sourcing training and development services. It was further noted that the municipality also has difficulties accessing locally based service providers who are able to deliver services that meet their needs, in terms of training. For instance, one look at the annual training plan shows that the municipality gets services from as far as Port Elizabeth. These service providers have to be brought in, or municipal employees are sent to attend training courses outside the city. This in turn adds to the costs of training, that is, through transportation and accommodation that has to be arranged for the employees going for the training. One of the participants also alluded to the issue that the outsourcing of trainers and training services poses a problem that the training cannot be customised to meet the municipality's special and specific needs.

4.7.3 Status and priority

The study established that the status of HRD and the priority given to HRD initiatives are still generally low at the lower levels of the workforce. One participant alluded that many line managers do not seem to take their HRD responsibilities seriously, and other senior managers are perceived also to be unsupportive of HRD initiatives. Even though there is generally an increased sense by all concerned that HRD is critical to organizational performance, that sentiment and perception are sometimes not reflected in practice and in the level of consideration afforded to the HRD components of the organization. The HRD managers that were interviewed seemed to share the view that HRD is important to the performance of the municipality however that was not the case with the other people. One of the participants cited the issue of the HRD strategy that they have been trying to workshop it with the council for quite some time now to no avail as other things take more precedence.

4.7.4 Lack of permission to attend training

Most of the respondents also raised the issue of some managers failing to release their employees for training and development interventions as a challenge. They stated that some line managers request training for their employees but when it is time to attend training and it is already scheduled they do not release the people to

attend. Some of the line managers were accused of holding their employees back when it comes to attending training and development courses. Most often the excuses for not allowing the employees to attend are that it consumes time whereas the employees will be having huge workloads. One of the participants went further to say that "*people are not released for training, they request training but when the training is scheduled you find that maybe if you had 20 people to attend only 10 will pitch up"*

Managers sometimes indicate that there is no need for them to send their employees for training courses because they will be too busy with their jobs to have enough time to attend. Such excuses can be an implication that there is a lack of understanding of the importance of training or it could indicate a fear on the part of the managers that developing their employees might jeopardise their own positions and status. Some managers do not disseminate the information about training courses but hold on to it so as to keep and maintain control over their employees to reinforce the status quo.

4.7.5 Employee attitudes

Another challenge that was established by the study was that some staff members have a problem of lack of motivation to train themselves and attain more ways that can assist them in doing their work effectively. They have a negative attitude when it comes to training and development. One of the interviewees stated that "*some of our employees do not even want to fill in their skills audits and they don't want to be audited continuously".* Failure to fill in a skills audit means that the municipality will not be able to have a correct account of skills shortages and hence they cannot come up with specific ways of improving and filling in the shortages.

The study further realised that the attitude of employees also determines whether they regard training as favourable or not. This first of all, will determine their attendance in the training programmes and also their participation during training and development programmes. It was also realised that attention must also be drawn to the differing objectives of the skill and the skill bearer because the application of knowledge is subject to the knowledge bearer's motives, will, attitudes, ethics, and values. Subsequently, poor performance practices at the workplace could be as a result of varied issues such as lack of the necessary capabilities or refusal to apply what has been learnt. Some employees have what Singh and Twalo

(2014:310) term the ‘know the rules well, so you can break them effectively’ principle, where the employees know how to carry out their jobs and perform effectively but they choose to not apply what they know. Employee attitudes might also be influenced by the degree to which they perceive the training to fulfil a specific individual training need. All departments have to cultivate a culture of learning attitude amongst officials

4.7.6 Lack of training assessments

Haruna and Vyas-Doorgapersad (2015:159) argue that the lack of after training assessments is the other issue hampering the success of HRD programmes in local government. The training programmes are usually conducted through the use of consultants, and there is little monitoring of the quality of the programmes more closely. LGSETA (2013) also reported that BCMM does not have any monitoring mechanism in place to monitor the impact of training efforts or lack thereof. This sentiment was also reflected by all the participants that the BCMM is currently not having assessment measures. They also seemed to agree on the dangers of not evaluating training that if training programmes are not monitored and evaluated there is no way of telling if they are doing what they are supposed to be. Mistakes cannot be dictated in order to make improvements where there is a need.

Most of the participants mentioned that the lack of return on investment analysis which is problematic because they cannot scope the effectiveness of training. One of the participants stated that pperformance monitoring and evaluation is challenging for managers in the BCMM because it requires technical expertise that implementers have to have the skills in developing measures and norms for the performance that needs to be measured and monitored.

According to the HRD policy (2011: 11), the responsibility to evaluate the success of training programmes lies with the directors of each directorate to ensure that the HRD interventions undertaken did result in tangible return of investment through evaluating the performance before the interventions and after the interventions in order to draw conclusions from there. However, this is not the case with the actual happening because the municipality does not have any return on investment measures in place. All interventions are not evaluated and checked for return on investment. Four out of the five interviewees stated that training courses are not

evaluated in terms of improved work performance and that training courses do not culminate in formal qualifications. Thus indicating that there is not meaningful evaluation of training courses and the knowledge that is transferred and the skills that are taught have not been evaluated in terms of the value that they might add to departmental and individual work performance. It was also discussed that the main mechanism that could be used for evaluating return on investment was the EPDMS that is currently under the process of implementation and not yet functioning the way it should be.

4.7.7 Aligning training needs with strategic needs

It was established that even though the training needs are identified by line managers and staff, there is a lack in the alignment of such needs with prescribed capacity development needs that are identified in terms of the performance management system. This challenge is mostly because of the slow progress with the implementation of the EPDMS. The implementation of a performance management system in the BCMM is aimed at aligning departmental strategies with individual strategies and thus the system will advise the training and development priorities of the BCMM.

4.7.8 The procurement problem

The municipality also faces a problem when it comes to the procurement of services. It takes long to get service providers that will be meeting their specific needs. And locally based service providers are not always found for some courses so employees have to go out for training which affects them in various aspects. Time is also another major challenge when it comes to external HRD initiatives. Due to their work demands, employees find it difficult to attend external training courses. Thus, the concern has been raised that not enough training courses are being offered to cope with the need to ensure better performance.

4.7.9 Failure to identify needs

The officials alluded to the issue that line managers fail to properly identify needs. The responsibility to I identify training needs is in the hands of line managers but they are said to be failing in their responsibility. The officials lamented that some of the line mangers confuse the responsibility as lying with the HR department. Some of them do not identify training needs properly but they send their employees to

training. So employees end up attending training that is not in line with their needs hence it becomes such waste of resources. As one participant stated that “people *don’t want to identify training needs first and there after identify training that can address the problem. They see a training outside and then want to attend it without having identified needs as a result the training wont address the needs and becomes a waste of money”* Line management is shirking their responsibilities when it comes to that. Some want to attend training that will not help them attain any qualifications for example, the short courses that most people like to attend

4.8 Opportunities for successful HRD

4.8.1 Availability of the HRD Unit

The study established that the BCMM already has a potential to be successful in the development and implementation of their HRD initiatives. Since the municipality already has a recognised and well established HRD unit that focuses on the capacitation of municipal employees training department, this department also has a training unit under it such that if those employees get accreditation as training providers can help with offering in house training on issues that need to be customised such as accountability and disciplinary matters.

4.8.2 Adequate HRD budget

It was also established that most local government institutions face a challenge of in adequate finances, but the municipality was established to have an adequate budget for implementing its HRD initiatives. As the participants responded that the budget that they get is fine. They explained that the budget is made up of funds from the council funds, LGSETA upon their submitting the workplace skills plan and donor funding such as the National treasury, which sponsors certain programmes that they want the municipality to run, amongst others.

4.8.3 Implementation of the EPMDS

The implementation of the EPMDS is also an opportunity as it poses a way of aligning HRD and training needs with the strategic needs as per IDP. The system would also help with determining just how much effective is the municipality doing in terms of improving performance because the EPMDS would assist in identifying training and development needs of all the employees and implementing the policies

and programmes in response to these needs in order to improve the productivity of the organisation.

4.9 Analysis of findings

The problem statement in chapter one spoke about the issue of poor performance in the BCMM however in the study it was also revealed that the municipality does have a lot of HRD initiatives taking place. The municipality is implementing a variety of skills development programmes though service delivery seems to be striving as evidenced by the dissatisfied customers that show their grievances in strike actions and protests.

The lack of a HRD strategy specifically for the BCMM seems to be a disadvantage in the execution of HRD. This lack of a formal policy and guidelines for training hinders the municipality in terms of trying to align their strategic goals and objectives with training goals and objectives. The lack of a comprehensive human resources development strategy severely undermines their ability to effectively plan, implement, and monitor and evaluate HRD activities carried out (LGSETA, 2013). The HRD strategy is a guiding tool that enriches and enhances the capability of the BCMM to acquire, develop and utilise its people for an increase in productivity and effectiveness in service delivery. However, in order to successfully implement human resources development strategy the BCMM would have to ensure that it has effective and innovative human resources policies and strategies aimed at developing the talent pool of the municipality, with the focus of retaining these skills. Secondly, the human resource department proves inadequate in terms of providing training courses because the needs are identified by line managers but another department is responsible for selecting training and training providers. It was found that some of the training interventions were not always well planned and the most important challenge was that individual training needs were not aligned with departmental training needs and thus the training provided by the department is sometimes not really significant to the individual. The HRD operations and the HRD responsibilities are still diverse and unclear and incoherent due to the issue that the municipality is still embracing its status of metropolitan. Some positions and tittles are still changing as the municipality is evolving. That is one of the reasons why

some of the line management are still unclear on their HRD roles and responsibilities.

The study also established that evaluation seems to be the missing link in training and development of human resources in the BCMM The only way to ensure that training priorities are met is to make training evaluation part of the design of a training course. Training and development courses will add no value to departmental effectiveness and efficiency if they are not appropriately evaluated against predetermined training priorities, goals and objectives. Evaluation was defined as determining the total value that a training course could bring the BCMM.

It was also revealed that due to the lack of evaluation, employees are sent on training courses that do not satisfy their own individual needs but might satisfy departmental training priorities. However if employees do not understand the value of their positions, they will also not align their own individual needs with departmental needs and thus the training provided will not be reinforced and wisdom will not be created. The BCMM has all these programs for HRD but they have no record of their success or failures for the programs.

The study has also shown that the BCMM has a co-existence of human resource training and development with poor performance which indicates gaps. In order to close these gaps HRD cannot function in a vacuum it has to be taken seriously in practice as well as it is on paper. The capacity of municipalities is derived from the staff and the leadership; hence if they are to meet their mandate they have to provide training development to their staff is important. Since leadership takes the municipality where it needs to go, they also need the training and development. In order to improve performance of staff the leadership is responsible for setting the tone through implementing good performance management processes and demonstrating that poor performance is not tolerated and good performance is reward through continuous performance monitoring and evaluation.

The study revealed that there are gaps that are still in existence in the HRD in BCMM. When it comes to plans and strategies there is a lack of uniformity, there is a lack of proper monitoring of expenditures on training, follow through linking training to performance is very little. In this regard the municipality still needs to refine its policies on HRD and performance. The plans may be well prepared for instance job

shadowing, it is well prepared but it is rarely implemented the way it is prepared in the plans.

It was also established that the municipality already has some positive opportunities for their HRD. These factors include the HRD unit that is led by people who have an understanding of HRD and its link to performance improvement. The heads of this department also indicated an understanding of the gaps that are created but the lack of return on investment measures for HRD interventions. This means that they will continue to strive for their development and ensuring that the municipality one day can effectively implement HRD programmes and be able to effectively evaluate their impact. The fact that the HRD training that happens in the municipality is based on the SAQA unit standards ensures that the municipality gets a better quality of training. The municipality also has partnerships with renowned universities and FETs that provide training for its workforce, such as the University of Fort Hare and the Buffalo City FET college.

4.10 Summary and conclusion of chapter 4

This chapter was devoted to the presentation and discussion of findings. The data that was presented in this chapter was obtained from the official municipal documents of the BCMM. These included their annual training reports, the strategic documents such as the HRD policies and annual training plans. The researcher also made use of a few interviews with the top management officials from the HRD and training units.

As the data was analysed it was revealed that the Buffalo City Metropolitan municipality has no specific HRD strategy but relies on several other HR strategies to develop and capacitate its workforce. The chapter discussed these strategies and programmes and the extent to which they are implemented. It was found that the municipality implements most of its planned interventions but they face a difficulty in determining the success and failure of these as they do not have any assessment measures I place expect for class test that are taken during the course of training. The main tool that will cover a lot of gaps in the measurement of performance is the performance management and development system that is however still undergoing implementation.

HRD cannot exist in a vacuum, if it is to achieve the desired developmental outcomes it has to be coordinated and integrated with the development strategies that the BCMM is employing currently. The participants also shared that the HRD strategy that is being drafted is linked with the already existing HR policies because HRD and training cannot take place in isolation and are dependent on the successful implementation of all human resource functions. These strategies will promote a culture of lifelong learning and knowledge skills and abilities acquisition that will improve the performance of the entire municipality. It will also help facilitate the application of the knowledge skills and abilities.

In the next chapter of the study findings will be discussed in view of supporting recommendations and a summary conclusion for the study.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

It is now widely agreed that the effectiveness, competitiveness and efficiency of an organization is mainly determined by the skills, knowledge and competencies of the workforce. For organisations to advance and to simply keep up, it requires them to maintain high level of these attributes in their employees. This however depends on the organization's ability to attract, recruit, utilize adapt and build on the available skills which in turn requires a commitment to education, training and HRD.

The study aimed to understand the importance of the human resource strategies in improvement of performance in local government. The study sought to understand whether the BCMM in particular is harnessing HRD strategies to improve performance and find out the challenges surrounding the successful implementation of their HRD strategies. This chapter offers a summary of the issues discussed in the previous sections and offers recommendations grounded on shortfalls discovered along the study.

5.2 Overview of all chapters

In chapter one, the researcher introduced the study and gave brief outline of all the sections of this study. Central to the chapter was the discussion on the background of the HRD in South Africa where it was discussed that the issues of HRD were given prominence with the advent of the new democratic order where a new Public Service was established. The chapter also gave a presentation on the preliminary literature review, building on what other scholars have written about the topic in question. The literature related to HRD and its importance to the sphere of local government. The aim of the discussion of previous literature was to identify the gap within existing literature so as to justify the need for this project and to ensure that this project does make a contribution to knowledge out there on HRD and training instead of regurgitating what is already there. It was established that even though much has been conducted on the HRD and its role in organisational performance there is still need to address the question of HRD strategy and how it plays a huge role in enhancing local government performance. The significance of this study was also revealed through the discussion of the problem statement which entailed a poor level of performance in the Buffalo City Metropolitan Municipality. It was also

discussed that municipalities have difficulties when it comes to HRD and training, in the case the major part of this was that BCMM has no specific HRD strategy.

The research questions were also posed in the first chapter which sought to bring to light the strategies that are adopted by local government in developing their human resources and the extent to which these measures are implemented, with specific reference to the BCMM. The research had three main objectives which were outlined as follows:

- To assess the HRD and training strategies adopted by Buffalo Metropolitan City Municipality.
- To evaluate the significance of human resources development and training on the performance of workers in BCMM.
- To identify the challenges associated with HRD and training in BCMM.

The chapter went further to give a preview of the theories that underpin the study, a preview of the methodology, and definition of concepts and then finally discussed the delimitation and the limitations that were part of the study.

Chapter two was aimed at discussing in detail the issues of HRD. It was the detailed review of literature pertaining to the study. The main aim of the chapter was to give a clear understanding of the issue of HRD development in the context of South Africa's public administration as it pertains to the performance of local government. The discussion brought to light the reason why it is of critical importance that local government know about HRD and why these should never be overlooked. As government at grassroots local government cannot push forward the objectives of the state if it is not properly equipped with a powerful and capacitated workforce. The chapter also discussed the legal framework guiding the development and training of human resources in South Africa because everything that happens in public administration should take place under the confines of the law. This discussion led to the national strategies on HRD and how they guide the HRD in local government. An extensive discussion on the theoretical underpinnings of the was study was later given in the chapter, which help explain the importance of developing and training human resources as well as giving an explanation on how HRD and training can translate to or can lead to improved performance in local municipalities. The challenges faced by local municipalities in the implementation of their HRD and

training initiatives were also explored in the chapter. The chapter closed with a discussion on performance management and performance management systems and how it is important to link all HRD initiatives with performance targets and so as to be able evaluate them.

Chapter three had the objective of revealing and describing the methodology that was employed in conducting this study. In this regard, the chapter the chapter went into a discussion on the research paradigm and research design. The research design was defined as the blueprint of the research study, which entails the procedural plan that was taken to find answers to the enquiry of this research. It detailed the method in which the researcher went about gathering the data and the tools that were used to get the data as well as the method that was used to transform the collected data into the resultant information. The qualitative method was deemed most appropriate for this study, through the analysis of books and official documents. The method for analysing the data was the qualitative thematic analysis as discussed in the chapter.

Chapter four was devoted to the presentation and analysis of the data collected. The chapter presented the strategies that are used in local government to develop human resources with special reference to the Buffalo City Metropolitan Municipality. This was followed by a discussion of the extent to which they are implemented and how effective the outcomes of the initiatives are. Furthermore, the chapter also presented the discussion on the importance of HRD as pertaining to performance improvement and thence service delivery because the ultimate goal of improving performance in public administration is to ensure an effective and efficient service delivery to the local communities.

To present a better understanding of why there are continued problems of capacitation in local government a discussion on the issues that affect HRD was also included in this fourth chapter. This discussion revealed the problems that are diverse in their impacts. Some hinder the implementation process; some render the implemented programmes of the HRD ineffective whereas some of the problems lie within the human resources themselves.

In this fifth chapter, which is also the final chapter of the study, the aim is to highlight the findings made in the course of the study and offer possible solutions or

recommendations. All the findings recorded in this chapter are not in any order of importance as they are all important to the issue of harnessing HRD to improve performance in the Buffalo City Metropolitan Municipality, and the recommendations are not exhaustive since they are subjective.

5.3 Findings and recommendations

This section of the study gives a synthesis of the study findings, drawing from the previous chapters. The supposition made from this study is that the Buffalo City Metropolitan Municipality does have the potential to enhance its performance through HRD if it can finish drawing up its HRD strategy so as to guide and coordinate its efforts and initiatives. This supposition is established through the observation from the information gathered that the municipality does recognize the importance of HRD to performance improvement and has made some strides in implementing strategies such as training and development, induction of employees as well as supporting short courses that improve the qualifications for those that are already full time employees.

5.3.1 Finding One

The study found that the leadership in the Buffalo City Metropolitan Municipality does know and acknowledge the importance of HRD strategies and programs but there is a lack of commitment to following through on this knowledge. The status and priority given to human resources development is still low. As stated in chapter four that management sometimes does not take seriously the development of their employees when they do not release them for training or when they withhold information about training and development programs.

5.3.1.1 Recommendation

HRD and training must be prioritized in all of the municipality's programs and in its planning. Senior staff must be involved actively with the implementation of training programmes, they need to be motivated and encouraged to take HRD seriously either by rewarding excellence or by punishing the ignorant managers.

5.3.2 Finding two

Through the study, it was established that the BCMM does not have a HRD strategy. From the discussion in chapter one, the concept of a HRD strategy was defined and

its importance can be understood even from the definition. The HRD strategy has been in the development and adoption stage since the municipality changed its status to a metropolitan. The finalization of this strategy would close a lot of gaps, as acknowledged by the municipality. The strategy would assist BCMM to have a planned and coordinated manner in which they carry out HRD and training activities.

5.3.2.1 Recommendation two

The municipality must develop a comprehensive HRD strategy that will inform their activities. In this regard there will be no uncoordinated and fragmented development and training activities and it will be easier to align them to the strategic goals of the municipality. HRD must be linked to the strategic plans, development and growth strategies and the performance management systems of the municipality. The strategy should not only be a guiding tool but it must also facilitate the learning and building of skills for its people to the acceleration of service delivery and improvement of productivity and excellence.

5.3.3 Finding three

It was also established in the study that outsourcing training for HRD programs presents a problem that is hindering successful implementation of the programs. Though the municipality will be willing to implement some of the programs it faces a challenge in the procurement of service providers to carry them out. There is a difficulty in finding locally based service providers at some instances which leads to the municipality getting services from afar. This increases costs as it leads to the municipality sending its employees away for training.

5.3.3.1 Recommendation three

The design of development and training interventions must be done with the support of the local institutions since the BCMM already has a partnership with local universities so as to attract and retain quality skills. The municipality should budget adequately for HRD plans and staff development programs. While there is a need for greater sharing of financial resources between the central and local governments, other potential sources currently available to local authorities for generating revenue should also be fully exploited. The BCMM should not only rely on government sources for their programs. It must also find ways to supplement its funds to cover the costs of development and training for employees. This can be done through

entering into and expanding their partnerships with organizations that can help with training such as the local universities. The municipality can also resort to less expensive forms of training such as in house training.

The capacity of the human resource training and development units in the municipality must be strengthened continuously through the development of skills for the HRD managements and establishing and efficient system for HRD in all departments. Thus these departments can be able offer a more effective support service to the entire municipality.

5.3.4 Finding four

The study established that even though there are HRD and training initiatives in the BCMM, there is a lack of evaluation of these initiatives. Management and supervisors do not monitor and evaluate HRD interventions to ensure that the municipality gets a return on investment. The problem with implementing HRD initiatives and not evaluating them is that there will be no way of determining if they were successful or not. And there is no way of correcting mistakes for the future because the mistakes cannot be detected.

5.3.4.1 Recommendation four

The BCMM has to adopt a culture of evaluating programs and monitoring them from the beginning to the end. Thus corrections can be made before precious resources of time, finances and energy can be wasted. If these interventions are not monitored and evaluated it may also lead to employees' losing interest in even attending them. The municipality can make use of the appraisal under their PMDS so that they can know the knowledge and competency gaps that will be a hindrance to good performance. This helps to update the training and development needs informed by these gaps.

5.3.5 Finding five

The study also established that the municipality faces problems with line mangers that fail to properly identify training needs. As well as employees that do not want to fill in their skills audits continuously.

5.3.5.1 Recommendation five

The skills audits are the only tool that can specifically show the training needs of the individual employees. Line management must be given clear HRD roles and be maybe to understand their responsibility when it comes to the development of employees who are under their supervision. When employees refuse to fill in their skills audits it is sometimes due to lack of knowledge on the benefits and the reasons for skills audits. Some people have a general misconception that they are audited for poor performance and it might affect their employment hence they need to be explained to the benefits and the reasons for carrying out the audits.

5.3.6 Finding six

The municipality is lacking in leadership training as witnessed by some line managers that do not have a clear understanding of their leadership and HRD roles such as ensuring that their employees fill in their skills audits and evaluating their performance after attending HRD initiatives.

5.3.6.1. Recommendation six

The municipality can ensure that all the people who hold any leadership position in the municipality undergo a basic training or attend courses that will inform them on how to lead and how to be able to give direction to their subordinates.

5.4 Further Recommendations

From the review of literature and previous chapters, the researcher has come up with the following further recommendations that could assist the BCMM to overall performance through harnessing human resources training and developing. These recommendations can be adaptable to other local government municipalities that have the same situation in driving forth their HRD efforts.

- The development of training and or learning model that will be aimed at making sure that the training and development initiatives contribute to the overall organizational goals for improved performance.
- The training and development interventions for the employees must be viewed and treated as a continuous process rather than just a remedy for when performance goes downhill, as is the case within the BCMM that training interventions are done when departments request for training. It

should be a tool that keeps the workforce equipped for changing and unexpected service delivery demands.

- The political- administrative interface is another issue that seems to have caused problems for the BCMM, where the political level does not respect the unsaid boundaries. Members of the political leadership of the municipality must also receive development and training in the constitution, all the legislation concerning municipalities, budgets and their administration so that they can have a clear understanding of the process of local government. It will also assist them understand the political administrative dichotomy and hence assist them in observing it. At one point the BCMM was brought to its knees and put in a state of political- administrative turmoil (Glass 2010:4) because the people at the political level were running the municipality as if it was just a political machine and interfering with the administrative work.
- The BCMM needs to deliver training on leadership for both administrative and political leaders. The leaders of the municipality must be trained and developed in the fields of leadership, strategic planning, knowledge management, management of change as well as interpersonal skills because municipalities operate in a political environment and if a municipality is lacking a strong leadership it will be difficult to achieve goals.
- The municipal leadership (both political and administrative) must be trained adequately in financial management. The training and development interventions in financial management will enable financial managers to deal with the financial challenges and thus they will be able to fulfill their legal obligation of preparing the financial reports without having to use consultants. It will enable financial management to develop and implement financial procedures and policies accurately and consistently. At the same time help the political leadership has an understanding and plays an oversight role in the financial management issues.
- The municipality has been in newspapers recently for all the wrong reasons most notably the protests and strikes. This attests to weaknesses in terms of conflict management. In this regard the recommendation is made that the municipality needs to train it employees in conflict management and resolution

of conflicts. On how to engage with the people on issues that affect them in a manner that leads to amicable solutions.

- Given the coexistence of training and development programs that are conducted in the BCMM and the service delivery protests by residents complaining of poor services it is recommended that the quality of skills, knowledge and competencies imparted through human resources development interventions be given most focus as much as the quantity. The interventions should be geared towards building the skills, knowledge, attitudes, motivation and competencies that is required by employees at different levels within the municipality to perform effectively in their present job and be prepared for future responsibilities they are likely to assume. Failure to do this will render training and development a process done for the sake of fulfilling obligations with no real desired impact.
- The municipality should embrace the culture of a learning organization, by providing regular training and development programs in order to instill desired behaviors necessary for achievement of goals. It should provide adequate feedback on the kinds of competencies, mindsets and attitudes which are appropriate for their current roles.
- The employees themselves need to be encouraged to be proactive when it comes to their professional and personal development by taking it upon them to learn and develop in order to improve their performance. They should take every opportunity to learn and continuously develop themselves so that they can provide better services.
- BCMM also needs to strengthen its knowledge management department. As there are many research students that use the municipality for research purposes it is important the these studies and their findings be used to improve where there are short comings. The municipality can benefit a lot from the findings and recommendations made in the studies.
- Enhancing and strengthening the contribution of the Further Education and Training and Higher Education educational sectors to the Buffalo City Metro would have the most direct impact on the HRD of the municipality and its capacity for service delivery.

- Municipal performance cannot occur without capacitation. With all the things changing, capacitation has to be ongoing and also has to be re-evaluated and refocused all the time.

5.5 Areas for further study

The research revealed that BCMM implements training and development initiatives in the workplace but there is still no clear improvement of performance hence a further area would be to look into the reasons that lie behind the link between HRD interventions and performance, the challenges in translating outcomes of training interventions into performance.

5.6 Conclusion

In Chapter one, the statement of the problem stated that poor HRD is one of the main challenges hampering performance in the BCMM. That the demands and needs of communities are not met in an adequate manner hence the citizens are protesting and having service delivery strikes. Skills, knowledge and abilities are factors that play avital role in the effective and efficient functioning of individual employees, in turn that of the whole organization. To achieve these, human resources development and training is a significant way for imparting the necessary KSAs.

As an important part of HRD, the researcher argues that training and developing people is vital for the enhancement of delivery of services to the public. Municipalities must ensure that the facilitation the development of all its employees and that the whole organization is continuously transformed to meet the dynamic needs and demands of the citizenry. Another aspect that local government can use to keep pace with the ever-increasing demands for efficiency, and high performance, is to improve their HR strategies for attracting, retaining and motivating already skilled people.

The issue of monitoring and evaluation of human resources development programs cannot be over emphasized. The tradition of carrying out staff training and development as a routine or something that has to be done defeats the whole purpose wastes municipal resources. If results are not measured there is no way of telling if there is success or failure and if a municipality cannot see failure, no lessons

can be drawn from it and in such a situation it cannot be corrected. Lack of monitoring mechanisms undermines the training efforts that are carried out. Drawing up workplace skills plans should not be carried out as a way of complying with the laws only. People are trained with the ultimate aim of improving performance and result but without appropriate measures, targets or time frames it is difficult to determine the continued relevance of certain training activities. The BCMM can no longer afford to keep on providing training programs without any monitoring and evaluation mechanism to their effectiveness in bringing the desired result. To guide such mechanism, key performance indicators/measures need to be established - a process that is facilitated by the Performance Management System which identifies competency and attitude gaps. The use of performance measures has the additional merit of improving both internal and external accountability.

In a nutshell, HRD should be prioritised because it is important for government to be able to efficiently and effectively provide goods and services. Hence HRD should be viewed as a key component of service delivery and well equipped and motivated human resources are key ingredients to service delivery. It must not be viewed as secondary to service delivery because trained public officials make a difference in the quality of services that the government offers to its citizens. Employees will be more confident in carrying out their duties. HRD programmes and strategy must be used in a purposeful fashion in order to achieve and enjoy their effectiveness. If they are implemented as a result of simply following the law and regulation they will be a waste of precious resources of time, energy and scarce finances. The strategy and all the programmes aimed at HRD should facilitate a culture of learning and teaching within the municipality and must yield tangible results. The BCMM would do well to increase their strengths in terms of determining departmental training priorities; ensuring the financial feasibility of training courses; and anticipating the obstacles to implementing successful training courses. That way, they can avoid waste of scarce financial resources and eliminate programme failures.

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APPENDICES

Appendix 1: Ethical Clearance

University of Fort Hare
Together in Excellence

ETHICAL CLEARANCE CERTIFICATE
REC-270710-028-RA Level 01

Certificate Reference Number:	THA161SNCU01
Project title:	**An analysis if the human Resource Development Strategies for local government: A case of Buffalo City Metropolitan Municipality.**
Nature of Project:	Masters
Principal Researcher:	Nosizo Ncube
Supervisor:	Prof DR Thakhathi
Co-supervisor:	

On behalf of the University of Fort Hare's Research Ethics Committee (UREC) I hereby give ethical approval in respect of the undertakings contained in the above-mentioned project and research instrument(s). Should any other instruments be used, these require separate authorization. The Researcher may therefore commence with the research as from the date of this certificate, using the reference number indicated above.

Please note that the UREC must be informed immediately of

- Any material change in the conditions or undertakings mentioned in the document
- Any material breaches of ethical undertakings or events that impact upon the ethical conduct of the research

The Principal Researcher must report to the UREC in the prescribed format, where applicable, annually, and at the end of the project, in respect of ethical compliance.

Special conditions: Research that includes children as per the official regulations of the act must take the following into account:

Note: The UREC is aware of the provisions of s71 of the National Health Act 61 of 2003 and that matters pertaining to obtaining the Minister's consent are under discussion and remain unresolved. Nonetheless, as was decided at a meeting between the National Health Research Ethics Committee and stakeholders on 6 June 2013, university ethics committees may continue to grant ethical clearance for research involving children without the Minister's consent, provided that the prescripts of the previous rules have been met. This certificate is granted in terms of this agreement.

The UREC retains the right to

- Withdraw or amend this Ethical Clearance Certificate if
  - Any unethical principal or practices are revealed or suspected
  - Relevant information has been withheld or misrepresented
  - Regulatory changes of whatsoever nature so require
  - The conditions contained in the Certificate have not been adhered to

- Request access to any information or data at any time during the course or after completion of the project.

- In addition to the need to comply with the highest level of ethical conduct principle investigators must report back annually as an evaluation and monitoring mechanism on the progress being made by the research. Such a report must be sent to the Dean of Research's office

The Ethics Committee wished you well in your research.

Yours sincerely

Professor Gideon de Wet
Dean of Research

28 November 2015

Appendix 2: Application to conduct research

THE HUMAN RESOURCE MANAGER

BUFFALO CITY METRO MUNICIPALITY

EASTLONDON

5200

Dear Sir/Madam

APLICATION FOR CONDUCTING RESEARCH IN THE BUFFALLO CITY METROPOLITAN MUNICIPALITY

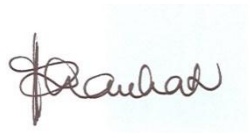
I hereby wish to apply for permission to conduct research in the BCMM on behalf of Miss Nosizo Ncube. She is doing her Master of Public Administration with the University of Fort Hare (Student number 201105357) under my supervision.

We request that you allow the student to conduct research in your municipality and interact with some Office bearers and officials at the Human resource directorate that will be selected. I also request that you allow her access to your documents that may assist her in her research. The student has been advised to observe professionalism, ethical considerations and especially to maintain confidentiality in her interactions.

The research is a requirement for the fulfilment of the Master's degree and it may be availed to your institution on request. We hope that it will be of benefit to your institution and it will contribute to the body of knowledge on HRD.

Please extend to her the assistance she may need.

Yours sincerely



Prof D. R Thakhathi

Supervisor

Full professor of Public Administration

DEPARTMENT OF PUBLIC ADMINISTRATION

0724727003/ 0795165999

Appendix 3: Approval letter

BUFFALO CITY METROPOLITAN MUNICIPALITY

MEMORANDUM

Date: **12 MAY 2016**

From: **HEAD: INFORMATION KNOWLEDGE MANAGEMENT, RESEARCH AND POLICY**

To: **Ms. Nosizo Ncube**

Our ref:	Please ask for	Your ref:
	MR J. FINE **(043) 705 9742**	

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN BCMM: Ms. Nosizo Ncube

It is hereby acknowledged that **Ms N. Ncube,** a student at **the University of Fort Hare** completing a **Masters of Administration (Public Administration)** has met the prerequisites for conducting research at Buffalo City Metropolitan Municipality (BCMM) for partial fulfillment of her degree. She has provided us with all the necessary documentation as per the BCMM Policy on External Students conducting research at the institution. With reference to the letter to the Acting City Manager received on 4th May 2016, permission was requested to conduct research at BCMM for her Research Report, entitled **"An Analysis of the Hunan Resource Development Strategies for Local Government: A Case of Buffalo City Metropolitan Municipality".** This request was acknowledged by the Office of the Acting City Manager, and forwarded to the Information & Knowledge Management, Research & Policy Unit for further assistance. Ms.

Ncube was asked to provide the Unit with the necessary documentation, which she subsequently did.

The relevant Officials to assist in the research were identified and duly informed about the research, and the fact that Ms. Ncube has met all the prerequisites. Their contact details have also been provided to Ms. Ncube and she was informed to contact them directly for assistance.

I wish you good luck in your studies.

pp

DR T F NORUSHE

HEAD: INFORMATION, KNOWLEDGE MANAGEMENT, RESEARCH AND POLICY

Appendix 4: Interview guide

University of Fort Hare
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FUCULTY OF MANAGEMENT AND COMMERCE

DEPARTMENT OF PUBLIC ADMINISTARTION

INTERVIEW GUIDE FOR KEY INFORMANTS

I Nosizo Ncube (201105357) a Master of Administration (Public Administration) is hereby carrying out a study on the Human resource development strategies for local government. I therefore kindly request you to assist with information that will help in the analysis of HRD strategies and their impact on local government performance in the district. The data collected will be strictly for academic purposes and will be treated with confidentiality.

Please note that there is no benefit or incentives being giving to participate in this Interview now or in the future.

Also note that you are free to decline to be interviewed and you are also entitled to refuse to answer any particular question you wish not to answer.

1. What is the name of this municipality?
2. What is your age and highest level of qualification
3. Does the BCM Municipality have an HRD strategy?
4. Does the Buffalo City Metropolitan Municipality have in-house trainers?
5. Which department is dealing with the training and development of workers?
6. Does BCMM have a HRD unit/ department?
7. Who is responsible for developing HRD policies and strategies?
8. What strategies does the municipality use to develop its workers capabilities?
9. Does the municipality have skills development programmes? List?
10. How do you ensure that people have access to relevant information concerning HRD?
11. Who is responsible for selecting employees to attend training?
12. What challenges is the organisation facing when it comes to developing and implementing HRD programs?
13. Are the current HRD strategies relevant to your work?
14. Does training improve the productivity of your employees?
15. What is your opinion on the relationship between HRD and municipal performance in BCMM?
16. How do you ensure that your HRD programs are effective?
17. Do you assess all programs? What mechanisms do you have for these assessments?

Thank you for your cooperation