THE CHALLENGES FACED BY THE MUNICIPAL SKILLS DEVELOPMENT FACILITATOR IN THE PLANNING AND IMPLEMENTATION OF SKILLS DEVELOPMENT INTERVENTIONS

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Executive summary

Skills development in South African municipalities is in potential crisis. The findings of this research suggest that incompetent Skills Development Facilitators are not the sole cause of poor skills development practices in municipalities. The challenges faced by municipalities are concentrated on six levels.

The challenges to skills development within the municipal environment are concentrated on six levels.

1. Knowledge pertaining to ethical values that support skills development
Responses from all respondent groups illustrated that municipalities in general do not acknowledge the ethical values that support skills development, as a key element of human resource development (HRD) policies and strategies. Although management in most cases have identified HRD values, these values are not sufficiently known by the HR department and employees. Municipalities are not actively supporting skills development and there is apparent consensus among the municipal actors (line managers, HR departments and employees) that skills development is not a priority in the municipalities. It is concluded that municipalities do not practise these skills development values, do not act with integrity on HRD and the municipal actors do not collaborate to achieve skills development goals and consequently do not feel positive and part of the HRD and skills development processes.

2. Weak/poor awareness and understanding of HRD policy/plan by employees
Although the policy environment established a strong awareness of an HRD policy/plan in place at municipalities, however, the awareness amongst employees is considered to be very low. Testing the link between the strategic objectives of the Integrated Development Plan (IDP) and HRD, only the HRD staff was shown to have a strong knowledge thereof. In general, there is a weak link between skills development, employment equity and performance management. Furthermore, the policies do not sufficiently address the assessment process of learners, nor formal and informal skills development options. Finally, even in the case where municipalities do have an HRD policy/plan in place, the perception exists that the policy does not benefit all employees of the municipality.
3. **Poor practicing of skills development by municipalities**

Generally skills development is generally poorly practised, within many municipalities. Skills audits and needs analyses are often poorly conducted; and in the event that skills audits are done, skills development interventions are frequently not undertaken in line with these audits. Formal and informal approaches to skills development are not applied, with a general lack in the opportunities for employees to practise new competencies, after skills development interventions. In general, the Integrated Development Plan (IDP) process was found not to feed into the Workplace Skills Plan (WSP); with a strong absence of coherent and agreed procedures for skills development practice in many municipalities.

4. **Lack of departmental skills plans**

The organisation of skills development planning and implementation indicates a consensus amongst the municipal actors that skills development facilitation is the shared responsibility of the HR department, line managers and employees. Of great concern is the general lack of departmental skills plans that are not effectively monitored by accountable line managers.

5. **Ineffective functioning of Consultative Committees**

The research concluded that the consultative committees are not sufficiently giving input into all matters on skills development, they are not actively involved in the promotion of skills development and employees are not receiving regular feedback on matters pertaining to their skills development. Line managers, employees and the trade unions are not sufficiently involved in the drafting of the WSP. Although all municipal actors indicated that they are the champions of their own development, the general absence of a personal development plan for staff is noted.

6. **Poor support by stakeholders**

The skills development support received by other municipal stakeholders such as senior management, the local trade unions, the Local Government (LG) SETA and SALGA was considered. The responses clearly illustrated a general lack in active support from senior management in skills development needs analyses and implementation initiatives, in many municipalities. The same is true for the perceived lack of skills development support by trade unions, the LGSETA and SALGA.

The skills audit of the SDFs indicate that most of the respondents are qualified and experienced skills development facilitators. In terms of functionality, the SDFs rated themselves exceptionally high. These ratings stand in stark contrast to their consistent low ratings by line managers and employees. This implies that the service provided by the SDF is
not experienced in a positive manner by the larger municipal corps. Evaluated on their facilitative skills and knowledge, the SDFs, again rated themselves very high with concomitant low ratings from managers and employees. Evaluating the behaviour of SDFs and their professional and task orientation, again, the SDFs rate their proficiency at a much higher level than that experienced by the broader municipal corps. In general, the findings show a disjuncture between the perception of SDFs of their competence and that experienced by the larger municipal corps, particularly those outside the HR circle.

It is clear that the challenges for skills development facilitation in municipalities are immense, considering the rapid transformation of the public sector which has placed renewed emphasis on the employees in the municipalities to be capacitated with the required competencies to meet the ever-increasing demands of citizens especially in the local government sphere.

The proposed strategy for municipal skills development needs analysis, planning and facilitation needs to be managed in an integrated management way, with the collaboration, cooperation, coordination and capacity for joint action of the municipal actors (human resource department, line managers and employees) with appropriate external expertise, where necessary.

Collaborative management strategy for skills development is dependent on the municipality having in place human resource development structures that support the strategic objectives of the municipality. This is in turn dependent on how the HRD (skills development) function is organised through the structure, triad approach, collaborative drivers and collaborative components. In this framework, the employees are not passive recipients, but must participate actively in the process, thereby entrenching internal democracy. At the centre of the Collaborative Framework for Human Resource Development is a set of ethical values.

A fundamental assumption of collaborative HRD (skills development) is that the core municipal actors have the functional and collaborative competence to enable them to commit to achieving measurable HRD (skills development) outcomes. These competencies are defined in this strategy and the outcomes defined that, if effectively implemented, will lead to renewed municipal competence to deliver cost-effective human resource development and performance management, that results in a change in the overall management culture of skills development in South African municipalities.
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### Glossary

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<th>Description</th>
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<tbody>
<tr>
<td>A+O</td>
<td>Fonds Gemeenten- Arbeidsmarkt and Opleidings Fonds Gemeenten</td>
</tr>
<tr>
<td>COGTA</td>
<td>Department of Cooperative Governance and Traditional Affairs</td>
</tr>
<tr>
<td>COP</td>
<td>Community of Practice</td>
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<tr>
<td>DHET</td>
<td>Department Higher Education and Training</td>
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<tr>
<td>DNA</td>
<td>Die Nuwe Werken</td>
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<td>ETD</td>
<td>Education Training and Development</td>
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<td>GS</td>
<td>Gemeente Sekretaris</td>
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<tr>
<td>HDR</td>
<td>Human Development Report</td>
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<tr>
<td>HR</td>
<td>Human Resources</td>
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<td>HRDS</td>
<td>Human Resource Development Strategy</td>
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<td>HRD</td>
<td>Human Resource Development</td>
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<td>HRDF</td>
<td>Human Resource Development Facilitator</td>
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<tr>
<td>HRDP</td>
<td>SA Human Resource Development Plan of South Africa</td>
</tr>
<tr>
<td>HRDP</td>
<td>Human Resource Development Plan</td>
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<td>HRM</td>
<td>Human Resource Management</td>
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<td>IDP</td>
<td>Individual Development Plan</td>
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<tr>
<td>IDP</td>
<td>Integrated Development Plan</td>
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<tr>
<td>ILB</td>
<td>Individual Loopbaan Budget</td>
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<tr>
<td>IMF- HRD</td>
<td>Integrated Management Framework for Human Resource Development</td>
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<tr>
<td>KPA</td>
<td>Key Performance Areas</td>
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<tr>
<td>KPI</td>
<td>Key Performance Indicator</td>
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<tr>
<td>LF</td>
<td>Learning Framework</td>
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<td>LG</td>
<td>Local Government</td>
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<td>LGTAS</td>
<td>Local Government Turn Around Strategy</td>
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<tr>
<td>LGSETA</td>
<td>Local Government Sector Education and Training Authority</td>
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<tr>
<td>MM</td>
<td>Municipal Manager</td>
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<td>NQF</td>
<td>National Qualifications Framework</td>
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<td>NDP</td>
<td>National Development Plan</td>
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<td>NSA</td>
<td>National Skills Accord</td>
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<td>NSDS</td>
<td>National Skills Development Strategy</td>
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<tr>
<td>OD</td>
<td>Organizational Development</td>
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<td>OFO</td>
<td>Organising Framework for Occupations</td>
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<td>PA</td>
<td>Personnel Administration</td>
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<td>PDP</td>
<td>Personal Development Plan</td>
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<tr>
<td>Acronym</td>
<td>Description</td>
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<tr>
<td>POP</td>
<td>Personeel Ontwikkelings Plan</td>
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<td>RPL</td>
<td>Recognition of Prior Learning</td>
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<tr>
<td>RSA</td>
<td>Republic of South Africa</td>
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<td>SALGA</td>
<td>South African Local Government Association</td>
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<td>SDA</td>
<td>Skills Development Act</td>
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<td>SDF</td>
<td>Skills Development Facilitator</td>
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<td>SETA</td>
<td>Sector Education and Training Authority</td>
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<td>SSC</td>
<td>Shared Service Centre</td>
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<tr>
<td>SPL</td>
<td>School of Public Leadership</td>
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<tr>
<td>SDBIP</td>
<td>Service Delivery Budget Implementation Plan</td>
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<tr>
<td>PAMA</td>
<td>Public Administration Management Act</td>
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<tr>
<td>PIVOTAL</td>
<td>Professional, Vocational, Technical and Academic Learning</td>
</tr>
<tr>
<td>PSC</td>
<td>Public Service Charter</td>
</tr>
<tr>
<td>NCOP</td>
<td>National Council of Provinces</td>
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<tr>
<td>VNG</td>
<td>Vereniging van Nederlandse Gemeentes</td>
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<tr>
<td>WIL</td>
<td>Work Integrated Learning</td>
</tr>
<tr>
<td>WSP</td>
<td>Workplace Skills Plan</td>
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Introduction

Municipal Skills Development Facilitators should be able to function optimally, towards consistent achievement of Integrated Development Plan and service delivery objectives. For this to happen, there is a need for the Local Government Sector Education and Training Authority (LGSETA) to come up with well-informed interventions. It is against this backdrop that the LGSETA decided to conduct research in evaluating and understanding the skills development challenges faced by the Skills Development Facilitators in municipalities and subsequently appointed the Stellenbosch University School of Public Leadership (SPL) to conduct this assignment. The work of the Skills Development Facilitators in the three categories of municipalities (Metropolitan, District and Local) should not be undermined in the evaluation process, as it is the epicentre of the skills planning and competence development. The purpose of this formative evaluation project, therefore, was to:

- Assess the impact of skills development interventions on the skills development challenges faced by the SDFs in South African municipalities;
- Conduct a skills audit for the SDFs in municipalities;
- Understand the link between service delivery and capacity-building interventions;
- Prioritise the implementation of the Professional, Vocational, Technical and Academic Learning (PIVOTAL) skills needs;
- Develop a strategy that will be responsive to the skills development challenges faced by the Skills Development Facilitators in the municipalities; and
- Understand the Organising Framework for Occupations (OFO) in the Local Government Sector.

This report is divided into five chapters, namely:

Chapter one, the research goals, methodology and hypothesis are presented; followed by a description of the research methodology.

Chapter two provides a literature overview, focussing on how municipal skills development is practised in the Netherlands as an example of an international model of best practice.

Chapter three assess the impact of skills development interventions on the skills development challenges faced by the SDFs in municipalities. It also provides the link between service delivery and capacity-building interventions.
Chapter four provides the findings of the skills audit of a purposive sample of SDFs in municipalities. Finally, it serves to prioritise the implementation of the PIVOTAL skills needs as well the participant’s understanding of the Organising Framework for Occupations (OFO) in the Local Government Sector.

Chapter five provides a strategy that is responsive to the skills development challenges faced by the Skills Development Facilitators in the municipalities, based on the empirical research findings of this formative evaluation assignment.

The term skills development is a key component of the broader term for Human Resource Development and in this paper the two terms are used interchanged.
Chapter 1: Research Methodology and Hypothesis

1.1 Introduction
The objective of this chapter is to first present the research hypothesis and research objective and second to provide a description of the research design and methodology.

1.2 Hypothesis and research objectives
The hypothesis that informs this enquiry asserts that incompetent Skills Development Facilitators compromise the quality of the Municipal Workplace Skills Plans, Annual Training Reports and service delivery objectives of the Integrated Development Plans.

The following research objectives structured the enquiry towards the above defined hypothesis:

- Assess the impact of skills development interventions on the skills development challenges faced by the SDFs in South African municipalities;
- Conduct a skills audit for the SDFs in municipalities;
- Understand the link between service delivery and capacity-building interventions;
- Prioritise the implementation of the PIVOTAL skills needs;
- Develop a strategy that will be responsive to the skills development challenges faced by the Skills Development Facilitators in the municipalities; and
- Understand the Organising Framework for Occupations (OFO) in the Local Government Sector.

1.3 Research methodology and design
Research methodology is primarily concerned with the strategy for inquiry to be employed by the social science researcher. It answers questions as to how the researcher will go about systematically gathering and analysing social data, as well as accounting for the philosophical assumptions that underpin the research activities, the methods employed and the criteria used to evaluate the quality and rigour of the research activities (Kotze, 2010:3). The epistemological paradigm that informs this research report is that of interpretivism. The interpretive researcher is driven by the need to discover the details of a situation, to ‘understand the reality behind the reality’. The interpretivist approach argues that it is necessary to explore the subjective meanings motivating people’s actions, in order to be able to understand them (Remenyani in Saunders, Lewis & Thornhill, 2003:84). Per the deductive (quantitative) approach, a hypothesis or a problem is defined and a research strategy is adopted to test prevalence and nature of the problem.
This research design of this project follows a multi-method approach including both qualitative and quantitative data collection techniques. A qualitative methodology allows for the collection of data that is exploratory and observational. A quantitative methodology can be defined as an inquiry by means of predefined variables, measured with numbers and analysed with statistical procedures to determine whether the predictive generalisations of the hypothesis hold true (Babbie, 2010:254-260; Creswell, 1994:2).

By adopting different research angles, it is possible to combine the approaches. This holds an advantage as this multi-method approach enables triangulation. Triangulation, in this instance, refers to the use of various data-collection methods in the study which has the advantage of strengthening the validity and reliability of data (Saunders et al., 2003:88; Sekaran & Bougie, 2009:385). An example of this can be semi-structured interviews (interviews with senior managers) that may be a valuable way of triangulating data collected by other means such as questionnaires (Saunders et al., 2003:99). By combining the approaches, triangulation provides for a more accurate perspective from which to review reality. The reality in this instance is constructed from the viewpoint of the research participants and brings to the surface vital issues of municipal human resource development practices that may otherwise have been “lost”, using only a quantitative study.

1.4 Research instruments
Primary data sources were employed in two ways: semi-structured interviews and the administration of structured questionnaires. Secondary sources were employed, making use of an extensive literature review and a review of internal municipal policies and relevant reports.

Primary and secondary data was collected during site visits to 24 municipalities, constituting all three municipal categories, in 6 provinces (See Appendix A). In total, 772 questionnaires were collected. The total number of respondents includes 738 municipal officials\(^1\) who completed a general questionnaire measuring the HRD environment within the municipality with another 34 SDF’s who completed a self-evaluation (See Appendix B for questionnaires).

\(^1\) This respondent group consisted of 239 Line Managers/Supervisors; 66 HRD staff; 433 employees from different employment levels
1.5 Research protocols

The following research protocols were followed:

A. Pre-fieldwork:
   - Contacted the LGSETA provincial authorities
   - Drafted introductory letter to the municipality (venue, set up appointment, etc.)

B. List of interviewees:
   - The Skills Development Facilitator
   - The HR Manager
   - The Municipal Manager
   - Mayoral Committee member accountable for SDF oversight.
   - Trades union representatives

C. Focus Groups (to develop guideline questions)
   - Selected members of the mandatory skills consultative committee
   - The line managers (from different directorates)
   - The employees (from different occupational levels)

D. Questionnaires
   - Selected Line managers
   - Selected Employees
   - HRD officials
   - The SDF (Skills audit)

In addition, a comprehensive literature review was conducted that included an international case study on how HRD is practised in the Netherlands (chapter 2). A questionnaire (See Appendix A) was designed based on Cloete (2016) research into the practice of HRD in municipalities; and the three professional competence designations of SDFs, informed by the Association of Skills Development in South Africa.

1.6 Statistical analysis/analysis of the data

All fieldwork culminates in the analysis and interpretation of data. This is true for qualitative as well as quantitative data. When undertaking analysis, the aim is to break data down into manageable themes, patterns, trends and relationships to establish whether patterns and/or trends are emerging that can be isolated or identified (Mouton, 2001:109). Quantitative data was analysed by employing the statistical software programme, SPSS 24. For the qualitative component of the research, the interviews were recorded in writing. The salient issues and/or trends were identified and thematically clustered.
The assumption is that the municipal actors (HRD specialists, line managers and employees) comprehend and experience HRD differently in municipalities. In terms of the analysis, all scores below 65% are noted as unacceptable (which was analysed and interpreted), a score between 65% and 80% is interpreted as satisfactory and a score of 81% and above as excellent.

1.7 Ethical considerations

The researchers were always aware of the ethical considerations and thus took the necessary steps to ensure that the integrity of the research process as well as that of the respondents is protected. According to Welman, Kruger and Mitchel (2005:201) a researcher should take ethical considerations into account, namely informed consent, right to privacy and protection from harm. The research addressed all these ethical considerations by obtaining the consent of the respondents after they were informed about the purpose of the interview, questionnaire and study.

Respondents were assured of their right to privacy and they were informed that their identities would remain confidential and anonymous. The researcher further informed the respondents of their right to withdraw from participation at any given time. The researcher ensured that no unethical techniques were used during the interviews and respondents were consistently treated with respect and dignity.
Chapter 2: Literature Review: Skills Development in the Netherlands

2.1 Introduction
More than a decade ago, the World Bank (2000:13) noted the following, *Africa’s future lies in its people. Indeed, Africa must solve its current human development crises if it is to claim the 21st century. Africa’s future economic growth will depend less on its natural resources, which are being depleted and are subject to long run price declines, and more on its labour skills and its ability to accelerate a demographic transition.*

Present-day South Africa is regarded as one of the most unequal societies in the world, the inequality of income being spread mostly across racial and gender lines (Gumede 2009:12). An essential component of apartheid policy was the explicit belief that there was no reason to educate black South Africans equally as they were not allowed to advance professionally. This resulted in a combination of the racial segmentation in the labour market and racial discrimination in education and training, producing a racially defined low skills model. High skills jobs being the preserve of whites and low skills the domain of black people in general (Ashton 2004:105).

The 2015 Human Development Index (HDI) rank the Netherlands as the most developed country in Europe and the 4th most developed country in the world. Considered one of the smaller countries in Europe, the Netherlands is best described as a well-educated nation with a trusted and stable democracy (Leenes and Svensson: 2005:1). The SPL researcher, Cloete undertook research (conducting interviews with various Dutch academics and municipal managers) in the Netherlands on the skills development practice of 4 local municipalities. This synopsis below provides an overview of the main findings.

2.2 Main findings
No system is perfect and the Dutch municipalities face several challenges on different fronts that all impact on the effective practice of skills development but the Dutch system seems to be working through a strategic approach to addressing the skills development challenges in the municipalities. These findings will be presented through 4 identified broad themes, namely:

- HRD policy and practice
- HRD and the line manager
- The HR department and management collaboration
- HRD Institutional support and the enabling environment
2.2.1 HRD policy and practice

Organisational policy can be described as organisational intent. An organisational policy is the roadmap that defines organisational behaviour; which in turn gives effect to the organisational culture. But good organisational policy does not imply good practice. Typical in many organisations is a mismatch between policy and practice, vision and values, between mission and managerial behaviour. Boselie, Dietz and Boon (2005:7) argue for the importance of distinguishing between HRD policy and practice, stating that organisations may have good policies that may even be supported and endorsed by top management, but there may be a gap between the stated policy intent and the observable actions as experienced by the employees. In this instance, the HRD policies may be experienced by employees as meaningless, unless the employee experiences the policy objective in practice.

A municipal organisational HRD practice should be measured in three different ways;

- The presence (whether the policy is present),
- Coverage (the proportion of the workforce that benefits through policy or practice and thirdly its
- Intensity (the degree to which an employee is exposed to the practice or policy.

From the Dutch municipalities researched, the following is observed and applicable.

- A clear distinction is made between the HRM and the HRD functions of municipalities. HRM is understood as the administration side i.e. contracts, leave, pensions, salaries etc. whereas HRD is understood to entail increasing the organisational competence base by preparing it to meet its current needs and to prepare for the future through the presentation of a wide range of HRD activities. The broad Dutch municipal policy frameworks all speak to the central role that people play in organisational success as well as to focus on growing the organisation through harnessing the talent of all the people. The centrality of HRD is clearly understood and there is alignment in terms of strategic organisational direction and HRD policy delivery.

- The matrix approach of the Dordrecht municipality offers the municipality with a snapshot of the organisational competency in relation to current and future skills needs that is matched to municipal organisational requirements. In this way organisational competency planning is achieved. The competency based functions/job descriptions is useful as employees can develop competencies against their functions. All functions/jobs are linked to competency sets and managers and employees are
afforded the opportunity to grow their competencies through a strategic development plan. In that way training for the sake of training is discarded.

- The *Funksioneeringsgesprek (FG)* and *Beoordeelingsgesprek (BG)* are best described as performance management discussions between the employee and the immediate supervisor. The municipalities have internalised this and varieties were expressed in terms of applicability. Some municipalities treat the FG and BG as one conversation (Den Bosch), whereas others keep them apart (Dongen). Although some would complain that the "gesprek" takes too long, the positive is that the process is management owned and driven, forcing the manager to stay in touch with those employees entrusted to his care and supervision. This is an activity that cannot be outsourced. The overall conclusions are that both instruments are very useful for development as this is a positive performance management approach not linked to pay or money but purely an opportunity for both manager and employee to engage on a professional level. The two most important learning actors (line manager and the employee) are actively engaged and supportive of the process. The FG and BG then leads to the development of the *Personeel Ontwikkelings Plan* (POP). The POP then becomes a living document that is used for the planning of HRD activities and is revisited biannually through the FG and BG.

- In the Dongen municipality an HR cycle neatly aligns operational strategy and planning, giving HRD a strategic role instead of an add-on function resulting in HRD implementation on multiple levels (organisational, team and individual). The lifelong learning concept is part of the makeup of the organisation and is implemented through the Individual *Loopbaan Budget (ILB)*. The Dutch provide an additional 1500 Euro over a 3-year period to employees to address labour mobility and employability that gives the employee the opportunity to study further in a specific field of interest.

- Shared service HRD is another innovative concept. In terms of applicability the District municipality in the SA context would typically deliver an HR service to the local municipalities in the district. This would imply that shared service centres (SSCs) are housed in "sister municipalities" and deliver services under the discipline and guidance of the SSC. In the South African model this could be applicable to a District category, where the district could typically offer this service to under -resourced Local municipalities. Alignment and standard setting can then be achieved throughout the District. This is particularly useful for under- resourced Local municipalities.
• In most of the Dutch municipalities there is a close alignment between HRD policy and practice. Formal training is not the only recognised option that is used for HRD; the other options include informal on-the-job peer learning and storytelling as a Work Integrated Learning (WIL) methodology; which is a preferred style of delivering occupational skills development. Subsequent research pointed out that in general when training and development programmes are planned, organisations often overemphasise formal planned approaches (for example in management development programmes) in designing their learning and development strategies, suggesting that the informal aspects of WIL holds no currency in the present.

• Macneil (2001:246) however suggests that the use of informal learning in the workplace through the facilitation of continuous learning in workplace teams could provide a means of achieving integration between organisation strategy and HRD processes to meet the demands of continuous learning in organisations. In this there is a greater emphasis on flatter organisational hierarchies and the promotion of greater empowerment of individuals. Senge (1990) cited in Poell et al (2004:535) argues that commitment and community is what makes HRD work within organisations. The buddy system allows skills transfer from older to younger employees.

• Workplace HRD that is less formal than traditional learning is embedded in the values of the Dutch municipal organisation (Den Bosch, Drechsteden). Skills development is approached from multiple angles as is aptly illustrated in the Dutch example. Municipalities as a matter of course should recognise and implement formal and informal learning processes to enable employees to gain competencies which the organisation has identified as being important to its success. External HRD services providers are also used to great effect but accreditation of providers is not a prerequisite.

• The unlimited budget for skills development per annum as per the Dordrecht municipal way is an excellent example of how operational savings can be channelled to HRD, so money really should not be a problem when it comes to providing development opportunities to people. Of interest is that most municipalities meet and even exceed the national average of 2% budget of payroll that is to be spent to HRD. Considering other informal learning, the investment in skills development could easily exceed 4% HRD spend of payroll.
• The learning path chosen by the employee is deliberate and in most cases employees have a direct say in their development. Managers realise that the negative consequence of forcing people to do skills development activities that they don’t have a say in or that they think may not benefit them. There is a difference in approach and motivation of staff with high skills vs. staff with lower skills/education, but that does not mean that lower skilled employees are spoon fed when it comes to accessing development opportunities. The use of social media skills as a way of work is recognised as well as teaching people how to use new technologies to work better and smarter e.g. Facebook, Twitter, LinkedIn etc.

• The coaching/career centre at Tilburg municipality ensures that employees can track their own development and control their own progress. In another organisation organisational storytelling is used as a narrative in the practice of informal skills development practice.

• Skills development is decentralised. The Department/sector head is responsible for activities related to skills development in the sector and accountability rest with the individual. The skills development menu is attractive and speaks of commitment to innovation and new ways of thinking.

2.2.2 The Line manager as HR manager
Line managers can be considered as the link between the senior management and the general workers. Macneil; (2001:248) argues that a fundamental assumption exists that line managers can drive both HRM/D policies and practices that are designed to achieve organisational strategic objectives through identifying, developing and supporting the appropriate knowledge, skill, commitment and performance in people. The Dutch “new way” of working demands a new skills/behaviour set for managers and co-workers as well as a different style of management. The managerial “boss” style sits uncomfortably in the new way of working that requires a facilitative flexible management orientation that is built on trust and results. This said, managers have a key role to play to influence the effective implementation of learning within the workplace.

According to Honey and Mumford (1996) in Poell et al (2004) there are 4 key activities which managers need to undertake to develop a supportive skills development climate within organisations.

1. Showing role modelling behaviours
2. Providing skills development opportunities
3. Building skills development into organisational processes
4. Acting as a skills development champion

The central actor in skills development practice in the Dutch municipalities is the *Leidinggevende* (manager). The following is noted:

- The modern manager is an HRM/D manager. Overall the organisation expects managers to have HRM/D skills, and the role of HR department is then to act as a skills development advisor and not decider.
- Broad understanding and agreement in the Netherlands exist, that the manager cannot develop people. The manager can only create the climate for skills development to take place. People are given the space to develop and need to take responsibility for their own development.
- The manager is a role model and there should be alignment with the behaviour of the manager and what the policy says.
- Results driven management means that the manager stays accountable for results, which includes managing the work/task processes as well as the people. This function cannot be delegated to the HR department. This action is frowned upon.

To conclude, the overriding HRD philosophy is that “management believes that people can work everywhere and need not be supervised, management needs to motivate people from the heart, people need to work for themselves and the organisation needs motivated people, I believe that people are motivated when you are given the opportunity to design their own work, yes, the manager is responsible for results, but he/she creates the environment for success. It is easier to be a boss and to tell people what to do, and some people like this, but we believe that people should decide for themselves and take responsibility for their results and for their own development. We don’t want to teach people tricks, we want to empower them …” (Boon:2013).

### 2.2.3 HR department and Management collaboration

The selected municipalities in the Netherlands are at various levels of development, in terms of design and skills development positioning and readiness for managerial collaboration. The traditional organisational design views skills development as part of the line management function in a HR department. In this various management designs were observed that could easily be replicated in South Africa. The following are offered as practical examples that could be considered.
• The Dordrecht SSC for skills development breaks the traditional way of individual development since it offers an innovative approach to skills development. This could potentially be useful to smaller organisations which may not enjoy access to resources of the bigger municipalities. All members have equal access to quality skills development support. Besides the service to the members, the greatest potential benefit is the pooling of HR knowledge as the HR specialists can tap into each other’s network, knowledge and experience. In addition, the SSC model offers specific training to staff. Building in-house capacity to deliver skills development is tried and tested. The fact that the municipality have their own central training and trainers that offer services throughout the region/district also adds to a cost saving.

• The Den Bosch sector HR manager model offers the HRD practitioner a seat at the sector executive table. In this way, there is “political” backing for skills development. This is in no way an abdication of skills development activities; on the contrary, the director continues to be the responsible person for skills development but has the comfort that the efforts are supported by an HR expert. There is a move away from the hierarchical type of municipality with layers and layers of management, instead organisations are opting for flatter, faster and flexible designs that are integrated. The organisational orientation and emphasis is on the delivery of quality skills development service and support within agreed frameworks and service standards. This is sometimes referred to as flexible network as is the case of the Dordrecht municipality and the Tilburg municipalities respectively.

• One of the central actors in the effective implementation of skills development practice is the line manager. It is at this level of interaction where people experience skills development policy in practice. The HR department can be regarded as a key actor as the custodian of the skills development policy, but often there is a difference between the intended, implemented and perceived skills development practices. A dynamic relationship then exists between the custodians of skills development policy (the HR department) and the implementers of skills development practice (line managers). The devolution of skills development duties to line managers is therefore regarded as an important variable for effective implementation. It goes without saying that the HR department and the line manager form an effective partnership to ensure for the effective implementation of skills development policies in the workplace.
- Internal employee participation in the workplace is well established practice in the Dutch public system. The Ondernemingsraad (worker councils) in general are working well. The work of the worker council does not replace that of the trade union; rather it is a forum, where the employer can engage actively with the worker council to ensure that policy and procedure are followed.

2.2.4 Institutional support and enabling environment

The Dutch HRD system is built around the common values of cooperation, knowledge gathering and sharing. In this, the A+ Fonds (the Fund) is a key knowledge partner. Grand plans and strategies that are not backed up with research are futile. The Fund acts as an effective outside agent that assist municipalities by remaining on the cutting edge of policy and practice through ongoing action research and then communicating that research back to municipalities. In this way, best practice is based on evidence and ideas as opposed to ideology and emotion. Decision making is therefore based on professional prudent empirical research that in turn is shared and the learning built back into the municipal management system.

The 3-year programme cycle of the Fund ensures that stakeholders and beneficiaries are aware of what works and what does not work. The programmatic approach is relevant and politically neutral. The outside agency is geared to support municipalities at all levels of skills development, it does not play a police role but rather that of a brother supporting the skills development efforts of the municipalities as they strive to be creative in the skills development approach.

Innovation and the development of new knowledge to support policies is a hallmark of the Dutch way of HRD. New technologies are embraced and the Fund is on the cutting edge e.g. the games and tools being developed as well as the use of social media to enhance learning. Best practice is shared and there is an understanding that “one size fits all” does not work, context differs and knowledge is created all the time in the community of practice.

The skills development subsidies are available to municipalities thus ensuring that the latter have access to additional funding to support the skills development vision. The Dutch embrace the concept of lifelong learning.
2.3 Conclusion

There are many valuable lessons that can be learnt from the Dutch municipal practice of skills development. What stood out was that skills development is ingrained in the DNA of the Dutch Municipal system – “this is how we do it approach”. The Dutch are low on compliance but high on conviction that is underpinned by the learning and innovation. Low compliance, however, does not equate with low quality.

For skills development, then to work optimally in municipalities (is it does in the Netherlands) requires political and top management support that goes beyond talk is crucial. This is needs to be backed up by evidence/behaviour. It is ultimately management and not policies that gives a face to the change. The municipality cannot say one thing (policy) and behave in another way (choice). This means that management skills development choices are made based on conviction and a predetermined organisational/departmental skills development vision with the manager as the central actor. Managers know what is happening in the workplace and on the “factory floor”, it is they who provide opportunities for employees to develop and grow. In such an environment, employees and managers are open and attuned to give feedback (both positive and negative). Of importance is an organisational belief backed up and supported by an ICT that allows opportunities to and for employees to work independently and collaboratively across organisational boundaries.
Chapter 3: Evaluation of the Skills Development Environment

3.1 Introduction
This chapter will assess the impact of skills development facilitation interventions on the skills development challenges faced by the SDFs in South African municipalities. It also provides the link between Integrated Delivery Plan service delivery and capacity-building interventions.

The quantitative research findings in the skills development (HRD) environment as perceived by a range of stakeholders employed in the respective municipalities is reported on. The aspects measured focussed on six dimensions that contribute to the skills development (HRD) environment within a municipality. These dimensions are:

1. HRD Ethical values.
2. HRD Policy.
3. HRD Practice.
4. HRD Organisation.
5. HRD Internal democracy
6. HRD Stakeholder support

In total 738 questionnaires were completed by municipal officials, of which 239 (36%) were Line Managers or Supervisors, 66 (10%) human resources staff and 357 (54%) other municipal employees from various levels. Respondents were asked to respond to a set of statements by indicating whether they agreed or disagreed with the statement or if they didn’t know. All statements that received a response rate of below 65% are interpreted to highlight an aspect that is not functioning optimally to support and enable skills development facilitation within a purposive sample of municipalities.

Data is analysed and presented for three respondent groups, that is (1) Line Managers/supervisors [all participants who have staff reporting to them], (2) HRD/SDF specialist [staff in the HR department] and, (3) Employees [participants who have no staff reporting to them]. The assumption is that the municipal actors (HRD specialists, line managers and employees) comprehend and experience skills development (HRD) differently in municipalities. In terms of the analysis, all scores below 65% are noted as unacceptable (which was analysed and interpreted), a score between 65% and 80% is interpreted as satisfactory and a score of 81% and above as excellent.
### 3.2 Ethical values

In testing the ethical values in place to support skills development facilitation, the questionnaire focussed on two aspects: (1) the acknowledgement of values that support skills development (HRD) in the municipality and (2) the application of values that support skills development (HRD) in the municipality.

![Figure 3.1: Acknowledgement of values that support HRD (skills development)](image)

From the responses to the four questions posed to test the acknowledgement of values to support skill development (HRD), the majority of all three respondent groups confirmed that such values have been identified by the respective municipalities. It was, however, only the manager respondent group that showed a score (well) above the 65% bench mark (figure 3.1). Considering the responses for the three respective respondent groups it is, however, interesting to note the different levels of knowledge to the identification of these values, with employees showing the lowest level of knowledge (55%) compared to staff directly involved in HR (62%) and those in management positions (73%). The low percentage of HRD specialists that confirmed knowledge of HRD values defined within the municipality is, however, worrying as these staff members carry a strong responsibility in applying and canvassing of these values.

Of both respondent groups that carry management responsibilities or HRD functions, the majority indicated that HRD is actively supported by the municipality (62% and 56% respectively). Interesting is the much lower percentage of management staff that agreed with this statement compared to the percentage that acknowledged the existence of HRD values in their respective institutions (73% compared to 62%). Employees are illustrated to experience the lowest support to HRD, evident from the 54% that disagreed with the statement that they do receive such support from the municipality.
Fifty eight percent (58%) of employees either disagreed or did not know if these values are practised. These statistics, together with the high percentage (64%) of employees who indicated that HRD of all employees is not a priority, illustrates that HRD values do not trickle down to the lower employment levels. Just more than half (51%) of HRD specialists and 45% of management confirmed that there are not equal HRD opportunities for all employees.

The majority of all respondents confirmed that their respective municipalities are committed to services excellence. Again, this perception is show as strongest on managerial level (77%), followed by HRD specialist (63%) and lastly employees (57%).

<table>
<thead>
<tr>
<th>Agree</th>
<th>Disagree/Don't know</th>
</tr>
</thead>
<tbody>
<tr>
<td>The municipality practices its HRD values</td>
<td>The municipality acts with integrity on HRD</td>
</tr>
<tr>
<td>Managars, employees and the HR department (SDF) collaborate to achieve HRD goals</td>
<td>I feel positive and a part of the HRD processes at the municipality</td>
</tr>
</tbody>
</table>

**Figure 3:2: Application of values that support HRD (skills development)**

Evaluating the perception of respondents on how HRD is applied in their respective institutions, four questions were posed (figure 3.2). From the responses to all four statements it seems clear that municipalities are not particularly successful in the application of its defined HRD values. Only 57% of both managers and HRD staff indicated that their respective municipalities do practice their defined HRD values. Although this is nearly 60% in both cases, this remains a low figure, given that the implementation of HRD values is supposed to be driven from and applied by these two levels.

From the responses, it is clear that a general perception exists that municipalities do not act with consistency on HRD. This was confirmed by all three response groups and particularly pronounced by employees with only 34% agreeing with the statement. Collaboration between management, employee and HRD specialists were also rated as low, with only half of managers and HRD specialist confirming such collaboration and a low of 32% employees. Subsequently respondents in general indicated that they feel excluded and not part of HRD processes at their respective municipalities. Only respondents from the HRD department had a somewhat more positive perception of their role and stance within the HRD process (57%).
This is, however, a very low percentage, given that these individuals are in a large part responsible for including all employees in, and managing, the HRD process.

### 3.3 Policy

In testing the policy environment that supports skills development facilitation, the questionnaire focussed on two aspects: (1) knowledge of a HRD (skills development) policy [plan] at the municipality and, (2) knowledge on specific aspects included in this HRD policy [plan].

*Figure 3.3: Knowledge of HRD (skills development) plan in place at municipality*

In the majority of cases the municipal actors confirmed that there was such a policy [plan] in place at their municipality. As could probably be expected the HRD specialist group provided the strongest acknowledgement of such a policy/plan (80%), followed by managers (74%) with employees exhibiting the lowest percentage that had knowledge of such a policy (60%). It is again interesting to note that employees illustrated the lowest knowledge of such a policy, indicating a possible problem in how this policy is developed, communicated and implemented to employees in general who do not carry direct HRD functions or tasks (figure 3.3).

Subsequent to establishing if a respondent had any knowledge of an HRD policy/plan at his/her municipality, the respondent was asked to comment on specific aspects related to the content of this policy/plan. Analysing only the response of those who confirmed that an HRD policy/plan is in place in their municipality, a summary of the findings is presented in Figures 3.4 and 3.5.

For this section, it is assumed that if a person elected to agree with a statement, he or she confirms that this aspect is included in the HRD policy of their municipality. In the case where
a person indicates to disagree with a statement it is interpreted to indicate the absence of the specific aspect whereas, *Don’t know*, illustrate that the respondent does not know whether this aspect is included and thus do not carry detailed knowledge as to the content of the HRD policy. Furthermore, it is accepted that a positive response by 65% and more of respondents is seen as acceptable with any rating below to be considered as an aspect that needs urgent attention.

Figure 3.4 illustrate the findings for the following four aspects:

1. If the policy clearly establishes roles and responsibilities of all stakeholders (employees, managers and HRD specialists/SDF) and performance management.
2. If the policy links the strategic objectives of the IDP and skills development.
3. If the policy links skills development & employment equity.
4. If the policy links skills development & performance management.

![Figure 3.4: Aspects included in HRD (skills development) policy, aspects one to four](image)

Considering the four aspects defined above, the majority of respondents indicated that the HRD policy of their respective municipalities does *clearly establish roles and responsibilities of all stakeholders and performance management* in the skills development process (confirmed by 70% employees, 84% HRD specialists and 81% managers). Regarding the inclusion of the other three aspects the inclusion in the HRD policy is indicated as much lower for all the municipal actors.
Figure 3.4 illustrate the findings for the first four aspects measured in the questionnaire and noted above. The one aspect that was acknowledged by the municipal actors as included in the HRD policy of their respective institutions is aspect one, *the policy clearly establishes roles & responsibilities of all stakeholders & performance management* (80% of managers, 84% of HRD/SDF specialist and 70% of employees). Aspect two was noted by an acceptable percentage of both managers (67%) and HRD/SDF specialists (70%) as included in their organisation’s HRD policies. This was, however, not the case with the employee respondent group of which only 55% indicating this aspect to be included in their organisations’ policy. Aspect three, *the policy links skills development & employment equity*, was only acknowledged at an acceptable level that is 65%, and only just at exactly 65%, as included in the HRD policy of the respective organisations by the management respondent group. For both the HRD/SDF specialist (61%) and the employee (60%) respondent groups, the percentage that confirmed this aspect as included in the HRD policy of their respective organisations was below the 65% bench mark. All respondent groups had a response rate below the set bench mark of 65% for aspect four, *the policy links skills development & performance management*. For this aspect, the respondents that indicated it as included in the HRD policy of their respective organisations were 58% managers, 56% HRD/SDF specialists and 51% employees.

Taking 65% as an acceptable benchmark for the inclusion of an aspect in the HRD policies of the various municipalities it is clear that considering only the managers’ responses, the inclusion rate of aspects two (*the policy links the strategic objectives of the IDP and skills development*) and three (*the policy links skills development & employment equity*) are at an acceptable level if only just (65% and 67% respectively). The positive rating is repeated for aspect two by HRD/SDF specialists with 70% confirming the inclusion of this aspect in the respective HRD policies. However, for aspect three only 61% confirmed the inclusion there of. The linking of policy with performance management is found to be below standard in both manager and HRD/SDF specialist responses. Except for aspect one, responses by employees are noted as below (and some far below) the acceptable level, ranging from 60% for aspect three, 54% for aspect two and 51% for aspect four. Important to note is the consistent higher responses in the categories *Disagree* and *Don’t know* compared to that of managers and HRD/SDF specialists.

Figure 3.5 illustrates the findings for the following three aspects pertaining to the HRD (skills development) policy developed in the respective municipalities:

1. The policy addresses the assessment process of learners
2. The policy includes formal and informal development
3. The policy benefits all employees of the municipality
Figure 3: Aspects included in HRD (skills development) policy, aspects five to seven

Considering aspect five to seven, figure 3.5 illustrate only aspect six, policy addresses formal and informal development, to be acknowledged by both managers (65%) and HRD/SDF specialists (67%) at an acceptable level (i.e. 65%). The inclusion of both aspects one (addressing the assessment process of learners) and three (benefits all employees of the municipality) are rated by all respondents’ groups as below 65% and thus to be considered as aspects that need to be included in any intervention focussing on assisting municipalities in compiling and refining their HRD policies.

An important observation that is important to highlight here is found in the don’t know option. In the case of all the aspects measured here, of those that indicated they did not know if a specific aspect is included in the HRD policy of the respective organisations, the majority were in all cases the employee respondent group. From this it would be fair to assert that although the majority of employees (although only 60%, thus 5% under the stated benchmark), do carry knowledge of the HRD policy in their respective organisations, this group is not very clear as to the content of these policies.
3.4 Practice

This section presents the findings on the perceptions of the municipal actors pertaining to how skills development is practiced at the respective municipalities included in this study. To measure these aspects, respondents were requested to respond to six statements by selecting if they agreed, disagreed or don’t know. Since disagree and don’t know both indicate that a respondent has had no direct experience or knowledge of a particular aspect measured, it was grouped as single response for this section.

The six statements to which respondents were asked to respond were:

1. The municipality conducts regular skills audits
2. The skills development (HRD) interventions are undertaken in line with the skills audits
3. The municipality applies formal and informal approaches to skills development
4. I am presented with opportunities to practise new competencies, after skills development (HRD), for example training courses.
5. The IDP process feeds into the Workplace Skills Plan (WSP) of the municipality
6. Our municipality has a set and agreed procedure(s) for the practice of skills development (HRD) in the workplace

![Figure 3.6: How HRD (skills development) is practiced at municipalities](image-url)
Figure 3.6 presents the responses of all three respondent groups to the six statements posed. From these responses, it is clear that skills development (HRD) is not practiced in a sufficient manner at municipalities. None of the respondent groups presented a positive response at the stated benchmark of 65% or more on any of the statements and thus aspect measured. Only 50% of HRD/SDF specialists indicated that annual skill audits are conducted at their respective organisations compared to 61% managers and only 46% employees. Pertaining to the second statement only a third of all respondents responded positively indicating that skills development interventions at their organisation is undertaking in line with the skill audits that are conducted on an annual basis. The use of both formal and informal training approaches to skills development is also applied to minimal degree with 60% of employees indicating that such an approach to HRD is not practiced at their municipality, followed by 50% HRD/SDF specialists and 48% of the manager response group.

Asking respondents about existing opportunities at the municipality where newly learned skills can be applied, 59% of employees and 51% of managers indicated that such opportunities do not exist. Fifty six percent (56%) of the HRD/SDF specialist respondent group did however indicate that such opportunity exists. Testing if the IDP process feeds in to the WSP of the municipality, only 51% of the manager respondent group and 55% of the HRD/SDF respondent group indicated the former process to feed into the latter. Sixty five percent (65%) of employees indicated otherwise. Finally, respondents were asked to indicate if the municipality has a set and agreed procedure for HRD in place. Here again the majority of managers (52%) and employees (58%) indicated no such procedure to be in place compared to the majority of HRD/SDF specialist (57%), although below the benchmark, who did confirm that such a process is in place at their respective municipalities.

From the responses to the six statements it is clear that skills development is not practiced effectively at municipalities and that municipalities need support and guidance in implementing these aspects measured here.
3.5 Organisation

This section describes the extent to which the organisational structure within municipalities supports skills development (HRD). Towards this end, respondents were asked to respond to five statements by indicating agree, disagree or don't know. The statements to which respondents were asked to respond were the following:

1. The skills development (HRD) of employees is the responsibility of the SDF and the HR department only
2. The skills development (HRD) of employees is the responsibility of line managers (including supervisors) only
3. The skills development (HRD) of employees is the responsibility of HR department (SDF), line managers and employees
4. The municipality has departmental skills development (HRD) plans in place
5. Skills development (HRD) interventions are monitored by the line departments

The above statements can be grouped into two categories with the first focussing on respondents' perception as to where the responsibility is centred pertaining to skills development (HRD) at the municipality and secondly, the organisation of skills development (HRD) on organisational level.

Figure 3.7: Perceptions regarding the responsibility of skills development (HRD)

Figure 3.7 presents a summary of the responses of the three respondent groups pertaining to the responsible stakeholder for skills development at the municipality. Comparing the
responses to these three statements it is clear that the majority of respondents for all three respondent groups agreed that skills development is the responsibility of three actors, that is the HR Department, line managers and employees with 79% of managers agreeing to this statement (statement 3), 75% of HRD/SDF specialist and 63% of employees.

![Figure 3:8: The organisation of skills development (HRD) on organisational level](image)

From the statements testing the extent to which the organisational structure within the municipality supports skills development, it would seem that this structure provides very little support. In very few cases was it confirmed that departmental skill plans are in place or that the line departments monitor skills development interventions (figure 3.8).

### 3.6 Internal democracy

Testing how internal democracy supports skills development (HRD) at municipalities, respondents were asked to respond to nine statements, by indicating if they agreed, disagreed, or don't know. The nine statements were formulated to measure three aspects related to internal democracy processes and skills development. These aspects are:

1. The functioning of the consultative committee
2. The involvement of different stakeholders in the WSP development process
3. If employees in general have personal development plans and their attitude towards these plans
Figure 3.9: Perspectives on the functioning of consultative committees

Figure 3.9 presents the perceptions of employees on the functioning of the consultative committees in their respective municipalities. From the data presented here it is clear that the consultative committees are not functioning well, in supporting skills development. Four statements were posed to respondents, namely:

1. The consultative (training) committee gives input on all matters of HRD
2. The consultative committee and its members are actively involved with the promotion & awareness of skills
3. The input of the committee on HRD is considered by the municipality in skills development training
4. The employees receive regular feedback from the committee on matters of HRD

Responses to all the statements show very low positive response rates with the majority of responses of all three respondent groups indicating either that the consultative committee does not adhere to these tasks or that they do not know if the committee adhere to these tasks or not. It is very clear that much needs to be done render these committees effective in their intended purpose and function in supporting skills development (HRD) in municipalities.

Testing the level of involvement from the different stakeholders to the WSP process, respondents were asked to respond to three statements:

1. Managers are actively involved with the drafting of the WSP
2. Employees are actively involved with the drafting of the WSP
3. The unions are actively involved with the drafting of the WSP
Figure 3.10: The involvement of different stakeholders in the WSP development process

From the responses, presented in Figure 3.10, it would seem that the WSP in general is developed with very little involvement from the various actors, that is, managers, HRD/SDF specialist and trades unions.

Figure 3.11: Personal Development Plans

Asking respondents about their personal development plans (figure 3.11) the majority of respondents indicated that they have such plans, although the response rate for the respective respondent groups is below the 65% benchmark. 63% of employees indicated that they have personal development plans, followed by 62% of HRD/SDF specialists and 61% of managers.
Of those that do have, the majority agreed to be the champion of their own development (94% of managers, 85% of HRD/SDF specialists and 86% of employees).

### 3.7 Stakeholder support

This final section in this chapter considers how other stakeholders such as senior management, the local trade unions, the Local Government (LG) SETA and SALGA are supporting municipalities in skills development. Testing the perception of senior management support of HRD respondents were asked to respond to five statements, indicating if they Agree, Disagree or Don’t know. The five statements posed were:

1. Senior management create an enabling environment for HRD
2. Senior managers ‘walk the talk’ on HRD
3. Senior management create time and space for the SDF & training committee to carry out their responsibilities
4. Senior management consider HRD objectives as related to municipal objectives
5. Senior management make the link between employment equity and skills development

From the responses illustrated in figure 3.12 in general, senior management does not do enough to support skills development. Positive responses to all five statements scored very low across the three respondent groups, far below the set bench mark of 65%.

![Figure 3:12: Support of senior management in HRD (skills development)](image-url)
With regard to perceived support from other key municipal stakeholders, respondents were asked to respond to three statements that tested opinions of three strategic role players to skills development, namely trade unions, the LGSETA and SALGA. Of the three stakeholders, the greatest support is shown to come from the LGSETA, although the acknowledgement rate of the support of this organisation for all three respondent groups lies below the 65% benchmark. Sixty one percent (61%) of managers agreed that the LGSETA does provide support to the municipality in its HRD process, followed by 59% of HRD/SDF specialists and 50% of employees. Support from the municipal trade unions and SALGA was rated rather poorly with responses rates mostly in the forty percent range (Figure 3.13)

### 3.8 Conclusion

Responses from all respondent groups illustrated that municipalities in general do not acknowledge ethical values that support HRD. Although management in most cases have identified HRD values, these values are not sufficiently known by the HR department and employees. Secondly municipalities are not actively supporting skills development. Thirdly there is consensus among all participants that skills development is not a priority in the municipality, a perspective notably stronger amongst employees. And the finally, although management is committed to service excellence, this sentiment is not shared by employees in general and in the HR department. Testing the application of HRD values it is concluded that municipalities do not practice these values, do not act with integrity on skills development, municipal actors do not collaborate to achieve skills development goals and subsequently do not feel positive and part of the skills development processes.
The analysis established a strong awareness of an HRD policy/plan in place at municipalities, however, the awareness amongst employees is considered to be very low. Those with knowledge of a skills development policy at their municipalities indicated that this policy clearly establishes roles and responsibilities of all stakeholders and performance management.

Testing the link between the strategic objectives of the IDP and skills development, only HRD staff was shown to have a strong knowledge thereof. In general, HRD policies are illustrated as having a weak link between employment equity and performance management. Furthermore, policies are illustrated in general to neither address the assessment process of learners nor formal and informal development. Finally, even in the case where municipalities do have an HRD policy/plan in place, this policy is illustrated as not acting to the benefit of all employees of the municipality.

The findings conclude that skills development is generally poorly practiced at municipalities with not one of the statements tested scoring above the 65% benchmark. According to survey skills audits are generally poorly conducted. In those cases, where skills audits are done, skills development interventions are not undertaken in line with these audits. Formal and informal approaches in skills development are not applied, with a general lack in opportunities for employees to practice new competencies post skills development interventions. In general, the IDP process was found not to feed in to the WSP with a strong absence of coherent and agreed procedures for skills development practice in municipalities.

There is consensus amongst the participants that skills development is the responsibility of the HR department, line managers and employees. Of great concern is the general lack of departmental skills plans, not sufficiently monitored by line departments. Testing how internal democracy supports skills development (HRD) at municipalities it is concluded that the consultative committee are not sufficiently giving input into all matters on skills development, they are not actively involved in the promotion of skills development and employees are not receiving regular feedback on matters pertaining to skills development. Managers, employees and the trade unions are not sufficiently involved in the drafting of the WSP. Although all respondent groups indicated that they are the champions of their own development the general absence of a personal development plan is noted and worrying.

The final section of this chapter considered the skills development support received by other stakeholders such as senior management, the local trade unions, the Local Government (LG) SETA and SALGA. The responses clearly illustrated a general lack in support by senior
management in skills development initiatives at municipalities. Finally support by trade unions, the LGSETA and SALGA is illustrated as worrying low.

All the above findings were confirmed in the focus group discussions and in-depth interviews conducted at the respective municipalities with the various municipal actors.
Chapter 4: Evaluation of Skills Development Facilitators

4.1 Introduction

Chapter four focuses on Skills Development Facilitators (SDFs) and the functions they are accountable for and take responsibility for. The chapter consists of two parts. The first part presents a profile of the SDFs included in the survey conducted at all municipalities in included in the study (N=34).

The second part of this chapter has an evaluative function, where the proficiency in which the respective SDF officials conduct specific functions related to their position is assessed. This evaluation is informed firstly by a self-reflective exercise where the respective SDFs were requested to self-evaluate their ability and proficiency in conducting specific functions; and secondly an evaluation by other municipal stakeholders, considering the same functions included in the self-evaluation. The specific aspects measured in both evaluations related directly to the following functions of the SDF:

- Assisting the employer and employee with the completion of the WSP.
- Advising the employer and employee on the implementation of the WSP.
- Assisting the employer with the development of the annual Implementation Report.
- Advising the employer on quality assurance standards of the SETA.
- Acting as a contact person between the employer and the SETA.
- Serving as a resource person to the municipality on all aspects of skills development (HRD).

In the evaluation section, the perspectives of all role players are presented which is constituted by four respondent groups, namely: Line Managers/Supervisors, HRD/SDF specialist, Employee and the SDF (self-evaluation). The responses from the latter respondent group were derived in a self-evaluation questionnaire completed by all SDF participants with the former four groups respondents collected in the questionnaire that focussed on the contributions to skills development by a variety of actors within the municipal organisation. Finally, it serves to prioritise the implementation of the PIVOTAL skills needs as well the participant’s understanding of the Organising Framework for Occupations (OFO) in the Local Government Sector.
4.2 Skills development facilitator profile

The self-evaluation questionnaire was completed by 34 skills development officials, representing municipalities in six of the nine South African provinces\(^2\). The 34 participants were equally represented by genders with the youngest participant 28 years of age and the oldest 59. Thirty eight percent (38\%) (N=13) of the respondents were between the ages 50-59 years followed by 29\% (N=10) between the ages 30-39 and another 26\% (N=9) 40 – 49 years of age (table 4.1)

Table 4:1: Age distribution of SDF participants

<table>
<thead>
<tr>
<th>Age category</th>
<th>Count</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>&gt;30 years</td>
<td>2</td>
<td>5.9</td>
</tr>
<tr>
<td>30-39 years</td>
<td>10</td>
<td>29.4</td>
</tr>
<tr>
<td>40-49 years</td>
<td>9</td>
<td>26.5</td>
</tr>
<tr>
<td>50-59 years</td>
<td>13</td>
<td>38.2</td>
</tr>
<tr>
<td>Total</td>
<td>34</td>
<td>100.0</td>
</tr>
</tbody>
</table>

In analysing the employment category of the SDF officials who participated in the study, the majority of both female and male participants were employed within their organisations’ Human Resource Department as an HRD or SDF specialist (82\% female and 87\% male, respectively). Two male participants were employed as line managers/supervisors (13\%) and three female officials (18\%) as employees with no supervisory functions (table 4.2).

Sixty two percent (62\%) (N=21) of the respondents were employed in rather large municipalities, where the total employee number is in excess of 1000 officials. Another 29\% (N=10) were employed in municipalities with an employee number of between 500 and 1000 (table 4.3)

\(^2\) Western Cape =11; Eastern Cape = 4; Free State = 7; Gauteng – 6; Limpopo=3 and, KZN=3
Table 4.2: Category of employment of SDFs by gender

<table>
<thead>
<tr>
<th>Category of employment</th>
<th>Gender</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Female</td>
<td>Male</td>
</tr>
<tr>
<td>Line manager/supervisor</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>HRD/SDF specialist</td>
<td>14</td>
<td>13</td>
</tr>
<tr>
<td>Employee</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>17</td>
<td>15</td>
</tr>
</tbody>
</table>

Since the hypothesis stated by the client suggested a direct link between the competence of the SDF and the skills development performance of a municipality, the qualification profile and work experience of the SDFs appointed at the respective municipalities was tested. Towards this end, SDFs were evaluated on their competence which constituted knowledge, skills and attitude. Evaluating the SDFs on their knowledge participants were asked to state, (1) their highest educational status and (2) if they have successfully completed an accredited SDF course. The responses to these two questions are presented in figure 4.1 below. Just more than half (56%) of SDF officials that participated indicated to have completed their secondary school education and a degree. Another 41% successfully competed diplomas subsequent to completing Grade 12. Only 3% of the participants only have a Gr. 12 certificate.
Assessing the work experience of SDFs, respondents were asked to indicate firstly the period they have been working in skills development and secondly the number of Work Skills Plans (WSPs) they have assisted with. Figure 4.2 illustrate the responses to these questions. A large portion (76%) of respondents indicated to have been working in the skills development sector for more than five years, with only 3% involved in this sector for less than one year. These response rates mostly concur with the experience stated by respondents in the number of WSPs they have assisted with. The largest portion (68%) of participants has assisted in the development of five or more WSPs, followed by 29% that have assisted in less than five. As expected, those respondents that have worked in skills development for less than one year have also not assisted in any WSPs; or are still in progress.
Testing how SDFs see their own role within the larger organisation, responses were evenly split with 52% describing their roles as internal practitioners with another 49% perceiving their role to act as both internal and external practitioners (table 4.4).

### 4.3 Evaluating the functionality of the SDF

In this section, respondents were asked to reflect on the functionality of the SDF within their respective organisations in performing tasks defined as core competencies for SDFs. For the sake of analysis, *Outstanding* and *Efficient* was grouped to compare with not effective actions.

The first set of competencies all relate to support provided to management by the SDF in the development and implementation of a set of strategic documents as well as managing the relationship with the LGSETA. The competencies tested were:

1. Assisting management with the completion of the WSP
2. Advising management on the implementation of the WSP
3. Advising management on the development of the Annual Implementation Report
4. Advising management on the quality assurance standards of the LGSETA
5. Acting as a contact person between management and the LGSETA
Figure 4.3: Assisting and advising of line managers in skills development

Figure 4.3 presents the responses of the five respondent groups (Line managers/supervisors; HRD/SDF specialist, employee and SDF respondent). Taking the responses in general it is clear that the SDF respondents have a general positive perception pertaining to the quality of support and advice they provide to management. For all the competencies tested the majority of SDFs that completed the self-evaluation rated the assistance or advice they provide as either outstanding or effective, with response rates ranging from 96% and 80%. Comparing these (self-evaluation) ratings to those presented in the general questionnaire testing the contribution to skills development from the general stakeholder group, the ratings presented by the HRD/SDF specialist present a similar positive result albeit at somewhat lower ratings ranging between 71% and 81%.

These ratings stand, however, in strong contrast to the scores presented by the management and employee respondent groups. Rating the competencies of the SDF at their specific organisation the response rates of to the respective competencies presented by managers ranged between 51% and 58%, with employees’ ratings ranging between 50% and 54%.
The second set of competencies tested, related to support provided by the SDF to employees with specifically the WSP and their efficiency in acting as the general resource person on all aspects of skills development (HRD). The specific aspects that were tested were:
1. Assistances to employees with the completion of the WSP
2. Advising employees on the implementation of the WSP
3. Serving as a resource person on all aspects of skills development (HRD)

Figure 4.4: Assisting and advising employees in skills development

Figure 4.4 presents a similar finding than presented above with the SDFs in their self-evaluation presenting strong positive perceptions regarding their efficiency on all three aspects with the majority rating their efficiency to all three competencies as either outstanding or excellent. Ratings on all three aspects in the self-evaluation by SDFs ranged between 90% and 94%. Again, the HRD and SDF specialists rated the level of these competencies as generally higher in efficiency than managers and employees. The ratings of employees to the efficiency of SDFs in the defined competencies ranged between 48% and 52% with the ratings of managers/supervisors ranging between 53% and 56%. Interesting is the relatively low rating by SDF/HRD specialists where they rated the efficiency of the SDF in advising employees on the implementation of the WSP compared to the other two functions. To these aspects 64% indicated that the SDF completed this function as either outstanding or effective.
4.4 Facilitative skills

A facilitative skill refers to the skills used to guide and direct groups of people, in this case the different staff categories/components, towards a particular task or goal. In this case, the task or goal would be effective implementation and application of skills development processes in the municipality, as defined in the WSP.

Figures 4.5 and 4.6 present the rating of a set of facilitation skills by both the SDFs self-evaluation scores and the general evaluation conducted by the broader skills development stakeholder group. The questionnaires tested the following skills that constitute facilitation skills: communication skills, change leadership skills, negotiation/advisory skills, stakeholder/relationship management skills, project management skills and computer skills.

Figure 4.5: Facilitative skills of SDF (Communication, Change leadership and Negotiation/advisory skills)
In their self-evaluation, SDFs rated themselves to be strong in all the measured aspects related to facilitation skills; with the majority rating, themselves as either outstanding or effective, with scores ranging between 81% and 97%. These scores are, however, not always supported in the responses from managers/supervisors and junior employees. Except for communication and computer skills where the skills level of SDFs were rated either as outstanding/effective by managers/supervisor and employees by 71% and 68% respectively, all the other skills tested were rated at a lower rate. Although the majority in both respondent groups (managers and junior employees) rated the skills levels of their SDFs in Change leadership management, stakeholder relationship management and, project management as either outstanding of effective, these ratings were all below 65%\(^4\). Sixty-five percent (65%) of managers rated Negotiation/advisory skills of SDFs as either outstanding or effective followed by 59% of employees. The HRD/SDF specialists that responded on the general evaluation questionnaire consistently rated SDFs higher than employees and managers/supervisors for the mentioned skills.

\(^4\) For the sake of this report 65% is stated as the benchmark for the effective competency level.
### 4.5 Knowledge

Evaluating the knowledge base of SDFs, specific aspects were tested that are directly linked to the core competencies associated with this position. The aspects tested can be grouped into three categories, that is, knowledge related to legislation and formal strategic documents, knowledge of internal processes linked to skills development and, knowledge pertaining to specific competencies related to the management and implementation of skills development.

In evaluating SDF officials on their knowledge of specific formal strategic documents and key legislation, they as well as managers, employees and other HRD specialists were asked to rate the knowledge of the SDF at their specific municipality on the following aspects; LGSETA development handbook, LGSETA sector skills plan, the IDP of the municipality, the Service delivery budget of the municipality, applicable skills development legislation and employment equity.

*Figure 4: Knowledge of formal strategic documents*
From the findings presented in figures 4.7 and 7.8, it is clear that there exists a conflicting view on the knowledge of these aspects as perceived by the four respective respondent groups. Overall the SDF respondents who participated in the self-evaluation rated their knowledge base as very positive; consistently rating their knowledge on the respective aspects as either ‘outstanding’ or ‘effective’, with responses to these two categories ranging between 75% and 97%. Although somewhat lower, most the HRD/SDF specialist respondent group also consistently rated the SDF’s knowledge base on these aspects as either outstanding or effective, with the responses to these two categories ranging from 66% to 75%, all above the 65% benchmark.

Except for knowledge on the LGSETA skills development handbook, where 50% of employees rated the knowledge of the SDF as ‘not effective’, all the other aspects received a positive rating by both the employee and manager response groups, although in most cases below the 65% benchmark. Rating the knowledge of the SDF on the LGSETA skills development handbook only 56% of managers indicated the SDF to have either outstanding or effective knowledge. Pertaining to the LGSETA sector development plan, only 58% and 53% of managers and employees indicated the SDF to have either outstanding or effective knowledge. Line managers presented positive ratings on the remaining issues, rating the knowledge of SDFs on the IDP, Service Delivery Budget Implementation Plan (SDBIP), applicable skills development legislation and employment equity, as either ‘outstanding’ or ‘effective’ at a rate above 65%. Employees consistently rated the SDF at response rates for outstanding and effective knowledge to these aspects as below 65%.
Evaluating the competence of SDFs on internal processes related to skills development, knowledge about the following processes was tested:

- Budget principles and procedures
- Need analysis procedures
- Organisational operations
- Accreditation processes
- Organisational behaviour

Figure 4:9: Knowledge of internal processes

Again, the SDF officials in their self-evaluations reflected positive scores, rating their knowledge on all the aspects as either ‘outstanding’ or ‘effective’, at a rate well above 65% with responses ranging between 79% and 91%. Although the majority of employees rated the knowledge of the SDF to the above aspects as either outstanding of effective, these two categories were consistently selected by less than 65% of this respondent group. In the responses of the HRD/SDF specialist in their self-evaluation at their respective municipalities, the majority indicated ‘outstanding’ or ‘effective’ knowledge, however not all with a response rate of 65% or more. Knowledge pertaining to Needs analysis procedures and Organisational behaviour was illustrated as mostly outstanding or effective, however, at a rate below the 65% benchmark (figure 4.9).

The majority of the manager response group also rated the knowledge base of the SDF to all the aspects as either outstanding or effective, however at different rates and with some below and others above the 65% benchmark. The SDF competence aspects where the management rating was below the 65% benchmark were; Need analysis procedures, Accreditation processes, and organisational procedures (figure 4.9).
Knowledge about specific competencies that were evaluated included the following:

- Performance management
- Competence profiling
- Management principles and profiling
- Adult learning
- Counselling/guidance
- Recognition of prior learning

**Figure 4:10: Knowledge related to specific competencies (Performance management, competence profiling, management principles and profiling)**

Again, SDFs in the self-evaluation rated themselves very positively; with the majority stating their knowledge as ‘outstanding’ or ‘effective’, at rates well above the 65% benchmark (self-ratings ranged from 82% to 79%). Despite these high ratings, figure 4.10 shows much lower rates by all the other three respondent groups, all below the 65% bench mark.
4.6 Behaviour

In evaluating the behaviour of the SDF, two broad aspects were considered; (1) professional orientation of the SDF and (2) Task orientation of the SDF. Evaluating these two aspects the following abilities were rated:

Professional orientation (figure 4.12)

- Perseverance
- Empathy
- Acting ethically and credibly
**Task orientation** (figure 4.13)

- Safety orientation
- Quality orientation
- Results orientation
- Being proactive
- Being innovative

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**Figure 4:13: Task orientation of the SDF**

For both aspects, the SDFs evaluated themselves positively; with the majority rating their competence in all the aspects measured as either ‘outstanding’ or ‘effective’, with the response rates to these two categories ranging between 80% and 100%. This trend was mirrored by the HRD/SDF specialist evaluation where the SDF was rated on all the aspects as outstanding or effective, at a response rate (well above the 65% benchmark) ranging between 70% and 80%. Line managers and junior officials also presented a majority response rating the abilities of the SDF as mostly outstanding or effective, however at various rates below and above the 65% benchmark.

The only aspects, at which SDF competence was rated below the 65% benchmark by managers, were their ability to act innovatively. Employees rated the following aspects as below the 65% benchmark; *Acting in an ethical and credible manner* (64%), *quality orientation* (63%), *results orientation* (58%) and, *ability to act innovatively* (64%).
4.7 **PIVOTAL skills and OFO codes**

The research concluded that the SDFs surveyed do understand the PIVOTAL skills, however they lack an understanding of the OFOs and how to integrate this with the workplace skills plans.

4.8 **Conclusion**

This chapter evaluated the competency (knowledge, skills and attitude and behaviour) of SDFs by means of a self-evaluation compared to an evaluation by the broader municipal corps who experience their internal skills development services.

From the qualification criteria of the SDFs it is clear that most of the respondents are qualified and experienced as skills development facilitators. In terms of functionality the SDFs rated themselves exceptionally high. These ratings stand in stark contrast to the consisting low ratings of line managers and employees. This implies that the service provided by the SDF is not experienced in a positive manner by the larger municipal corps. Pertaining to the facilitative skills and knowledge as measured on all levels of SDFs, they again rate themselves very high with concomitant low ratings from managers and employees.

Evaluating the behaviour of SDFs two broad aspects were considered; 1) professional orientation and (2) task orientation of the SDF. Again, the SDFs experience their proficiency at a much higher level than experienced by the broader municipal corps. In general, the findings show a great disjuncture between the perception of SDFs on their competence and that experienced by the larger municipal corps, particularly those outside the HR circle.
Chapter 5: A skills development strategy for municipalities

5.1 Introduction
This chapter concludes by proposing a skills development strategy that is responsive to the skills development challenges faced by the typical Skills Development Facilitators in South African municipalities. The strategy is informed by the research findings and the 2016 doctoral dissertation of Cloete on the management of Human Resource Development in municipalities.

The strategy is further informed by the Local Government Staff Regulations, Municipal Systems Act and the Public Administration Management Act (PAMA) (RSA, 2014a), all of which have direct implications for the way that skills development should be managed by municipalities, stating that municipalities should develop their human resource capacity to a level that enables them to perform their functions in an efficient, effective, collaborative and accountable manner. For municipalities to function optimally requires the efficient development and management of their human resources; this means that competent new employees be hired, sufficient development opportunities be provided to existing employees, and that employees are adequately recognised and rewarded. It also places a responsibility on municipalities to ensure that resources and measures are put in place to make sure that municipalities can respond to the plethora of challenges in a systemic and cost-effective way. A well-designed system for managing human resource development is therefore critical for the sustainability of the municipal sector (Berman et al., 2006:3). Managing human resources effectively in municipalities requires knowledge of the municipal culture as expressed through the actions of the organisational leadership and management in the context of HRD policies, the way HRD is organised, how HRD is practised, the levels of internal engagement, and the extent of stakeholder support.

The strategy answers the question: What is to be done and how it should be done to ensure that municipalities (in all three categories) build, embrace and consistently implement a human resource development culture and practice. The strategy is informed by theory, best practice and the various interviews with municipal actors in the various municipalities in South Africa.

The term skills development is a key component of the broader term for Human Resource Development and in this strategy the two terms are interchanged.
5.2 An Integrated Management Framework for Human Resource development (skills development)

For municipalities to reach the state of becoming learning organisations as envisaged by SALGA (2012), the Integrated Management Framework for HRD (IMF-HRD) is presented in Figure 5.1. The IMF-HRD is proposed as a viable implementation framework to achieve the objectives of specifically the Public Administration Management Act (RSA, 2014a) within the context of the National Human Resource Management and Development Strategy (2013) for Local Government and the Back to Basics Programme. This calls for a change in organisational thinking, about the way skills development is understood, interpreted, measured and managed in municipalities.

![Figure 5: Integrated Management Framework for HRD (skills development) (Cloete, 2016)](image)

An IMF-HRD refers to the degree of joint efforts by multiple departments together with a coalition of stakeholders to create an innovative skills development culture for managing HRD effectively in municipalities. It is about establishing joint policies, the organisation of the HRD function, innovative HRD practices, the degree of internal democracy, and stakeholder support that is based on the sharing of resources. The first block in the IMF-HRD deals with the management of HRD policies in municipalities.
5.3 HRD policy

A municipality should be geared to achieve the following skills development objectives:

- The continuous development of its employees to achieve its vision, mission and strategic objectives to implement the IDP;
- Managing the development of employees within the ambit of relevant national policies and legislation;
- Building a pool of suitably qualified employees to meet the future municipal demands at all levels of the municipality, with particular reference to employees whose promotion will advance employment equity and address scarce skills shortages (SALGA, 2012).

A municipal HRD policy should be evaluated in four different ways: its presence (whether the policy is present), coverage (the proportion of the employees who benefit from the policy), its intensity (the degree to which employees are exposed to the practice of the policy), and clear identification of the stakeholders and their responsibilities (Boselie et al., 2005:7).

The broad HRD policy frameworks should play a central role to ensure municipal success as well as to focus on sustaining the municipality through harnessing the talent of all its employees. The essential nature of HRD should be clearly understood by everyone in the municipality and there should be greater alignment in terms of strategic Municipal direction (IDP) and HRD policy delivery. The research concluded that there are no policy problems in South African municipalities, but there are shortcomings whose effects can be limited. The legislative framework (policies and processes) for the effective practice of skills development is in place in South Africa; however, an integrated holistic approach is lacking and should be addressed through the introduction of three components:

i. Stakeholder clarification.
ii. Shared Vision.
iii. Ethical values.

i. Stakeholder clarification

There should be no ambiguity in the policy, in terms of who constitutes the coalition of municipal stakeholders which is responsible for the implementation of HRD in the municipality. The coalition of municipal stakeholders is listed in Figure 5.2 and can be considered the leading coalition in the policy-making process that is responsible for creating a shared vision and the ethical values that define all municipal HRD conduct and behaviour. In the centre of
the coalition of municipal stakeholders (See Figure 5.2) are the core municipal actors (HR department, line managers and employees), who are the focus of this study and considered the core implementers of HRD. In the rest of this chapter the coalition of municipal stakeholders will be referred to as 'the stakeholders'.

<table>
<thead>
<tr>
<th>Stakeholder</th>
<th>Specific Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipal council</td>
<td>Performs an oversight role with regards to the HRD functions, provides support services and approves HRD strategies, policies and procedures. The council and the executive mayor should receive regular HRD reports.</td>
</tr>
<tr>
<td>The municipal manager</td>
<td>The municipal manager as the accounting officer needs to ensure that the development needs of employees are met in line with the relevant municipal legislation, and to ensure that the HRD objectives and delegations are included in the job descriptions and key performance areas (KPAs) of all line managers in the municipality (the sanctions for non-performance should be defined).</td>
</tr>
<tr>
<td>HRD manager/SDF</td>
<td>Act as a development facilitator and advisor to employees and the employer on all matters of competence development at department level through regular interactions (to be elaborated on later).</td>
</tr>
<tr>
<td>Line manager</td>
<td>Implement and drive HRD projects in their respective departments collaboratively (to be elaborated on later).</td>
</tr>
<tr>
<td>Employees</td>
<td>Take responsibility for their own development and actively participate in development initiatives (to be elaborated on later).</td>
</tr>
<tr>
<td>The consultative committee</td>
<td>The consultative committee ensures that there is regular consultation and communication with all stakeholders and transparency in the nomination process of employees for HRD (elaborated on later).</td>
</tr>
<tr>
<td>Trade union</td>
<td>Ensures that their members participate in HRD and remains abreast of HRD policies through regular meetings, workshops, seminars, discussion forums.</td>
</tr>
<tr>
<td>External bodies e.g. SALGA, LGSETA, District Municipality</td>
<td>Ensure that the local or metro municipality is supported (training, coaching, research) by making sure that it delivers on its mandate and provides timely feedback on the HRD performance of the municipality (elaborated on later).</td>
</tr>
</tbody>
</table>

*Figure 5.2: Coalition of municipal HRD (skills development) stakeholders (Cloete, 2016)*
ii. Shared vision

For the IMF-HRD to succeed, a shared vision needs to be agreed to by the stakeholders and should be well communicated in order to build teamwork and motivation across departmental silos in order to overcome “resistance to change”. Every municipality should have a bold long-term HRD vision that addresses employee and organisational development. The vision should be reviewed regularly for it to remain relevant, and must be aligned to the overall strategic plan of the municipality that underlies the municipal approach to HRD. Because municipal directorates are diverse, it is important that the vision should be cascaded to the level of municipal departments in a way that allows for a sub-departmental vision – e.g. the HRD vision of the Finance directorate may be different from the vision of the Corporate Services – but linked to the overall vision for HRD in the municipality.

The HRD vision should be collaborative and inclusive, and the stakeholders should actively participate in this process to ensure that there is broad buy-in to the process, which enhances the desire for joint action. The vision should be popularised through the various media platforms and be short enough to be able to be easily recalled, e.g. ‘A better life for all’ (Emerson et al., 2011:9-18; Meyer, 2011:34; Zevenbergen, 2011:157-160). For the vision to be realised, it should be underpinned by a set of ethical values.

iii. Ethical values

At the centre of the IMF-HRD should be a set of ethical values. Whereas it is argued that policies provide the rules and conduct of the stakeholders, the focus of ethical values is a focus on the human element, as reflected by the behaviour of the stakeholders. Underpinning the HRD vision should be a set of accompanying HRD ethical values that form the basis of an ethical charter or code of conduct. Municipalities need to ensure that the conduct of the stakeholders is ethical and that the stakeholders perform with integrity. The ethical values should include transparency and accountability that in turn leads to trust. This lays the foundation for the ethical practice of HRD in municipalities.

The adage is still true: structure follows strategy; and the way the HRD function is structured in the municipality will have an impact on HRD implementation. This leads to the second component of IMF-HRD, namely the management of the organisation of HRD.
5.4 The Organisation of HRD

Cloete (2016) defines Collaborative HRD as a structure and process of management that is based on active collaboration between the HRD department, line managers and employees (municipal actors) at all levels of the organisation (municipality) to meet and monitor set organisational HRD objectives. It is a facilitative partnership approach that is co-owned and premised on mutual trust, dialogue, shared learning, the effect of which is to add greater internal and external value.

The next section will focus on how the HRD function should be organised in municipalities.

5.4.1 The HRD functional structure

The research indicates that the HR department-driven centralised approach to HRD does not work effectively in municipalities. Because departments differ in terms of size, competencies and complexity, the HRD functions in particular should be transferred to the operational directorates and to line managers. For the HRD function to operate optimally, it should be better positioned, as illustrated in Figure 5.2.

![Figure 5: Functional organisation of HRD (Cloete, 2016)](image-url)
In this organogram, the HRD functions are firstly delegated to the line managers, which have several departments below them; secondly, line managers are supported by an HRD facilitator; thirdly the HR department plays a supportive role for employees and line managers; fourthly, internal democracy is entrenched in the municipality through the introduction of a HRD consultative committees (these features are all elaborated on later). This coalition of municipal HRD stakeholders all performs an essential role in the effective execution of HRD in municipalities.

5.4.2 Triad HRD approach

At the implementation level of the HRD policy, it is recognised that from among the stakeholders, the HR department, line managers and employees (i.e. the municipal actors) perform the leading role. The effective implementation of HRD in municipalities is dependent on an implementation approach that can be termed the Triad HRD approach (see Figure 5.4). In the Triad HRD approach municipal actors work collaboratively on all phases of the competence development processes and recognise their shared responsibility for planning and implementing development interventions (Meyer & Kirsten, 2005:70; Welsch, 2013:1-5).

![Triad HRD approach](image)

*Figure 5.4: Triad HRD approach (Cloete, 2016)*

Figure 5.4 shows that for the Triad HRD approach to work, the municipal actors should develop collaborative competence since collaboration does not occur automatically. The municipal actors should be aware of the collaborative drivers (Figure 5.5) and the essential components of collaboration (Figure 5.6) for the Triad HRD approach to be effectively implemented. This is explained below.
5.4.3 The collaborative drivers

There are three collaborative drivers that can be distinguished, namely management, interdependence and the consequential incentives.

Figure 5: Collaborative drivers

i. Management

All line managers (senior and junior) perform multiple roles during the collaboration phase as resource mobilisers and enablers. Managers, irrespective of where they find themselves in the hierarchy of the municipality, should use their authority to promote HRD opportunities. This is the starting driver and line managers should be enthusiastic, be seen to be visible supportive, and budget for HRD activities (elaborated on later). The second driver is the acknowledgement of interdependence.

ii. Interdependence

Collaborative HRD, as the term implies, should do with an acknowledgement that the interdependent line manager-HR-employee working relationship is better than working alone to achieve HRD objectives. By its very nature, collaboration cannot be achieved in isolation.
The acknowledgement of interdependence, a heightened municipal awareness and acknowledgement of what can be achieved when the municipal actors work together as opposed to working independently, is essential. The municipal actors should then work interdependently within their defined areas of authority and responsibility with the common objective of ensuring that HRD programmes support the organisation to meet its results. This acknowledgement of interdependence can be captured in the policy statement and introduced through awareness campaigns such as posters, visual media and communicating the benefits. The third collaborative driver is consequential incentives.

iii. Consequential incentives
The municipal actors should be aware of and understand the consequential incentives for their participation in collaboration (“What’s in it for me?”); this should be known from the outset. Since the organisational stakeholders move from an interdependent base, the stakeholders should be aware of the incentives (negative or positive) as this serves to persuade the stakeholders into collaborative action. The mind-set that it is necessary to “begin with the end in mind” should permeate the municipality. The HRD performance outcomes should be emphasised and the benefits should be communicated consistently through a variety of media platforms. The central role of management, the acknowledgement of interdependence and the consequential incentives are the foundational drivers of collaboration. The municipal actors also need to be aware of the collaborative components. These can be considered the action components, as they establish the institutional framework.

5.4.4 The collaborative components
The collaborative components can be referred to as the 3 Cs, namely cooperation, coordination and the capacity for joint action.

i. Cooperation
Through cooperation the municipal actors, each with its differing content, identity and goals, should work across their departmental boundaries to solve complex HRD challenges. In a typical municipal directorate, the HR department, line managers and employee representatives will get together as a start. This phase is marked by open and inclusive communication from the perspective of the knowledge of the participants, within the historical context of shared development and experience.

Through the decision to cooperate, the municipal actors develop a sense of shared purpose that speaks to the group’s understanding of the extent of the HRD problems and the scope as well as the scale of the chosen interventions. The line managers of the different departments
together with HR share their background and their values, interests and municipal concerns around HRD. This allows for frank and honest discussions between the parties. The collaborative history of the partners is also explored and issues are identified and resolved through meetings, workshops, seminars and sharing of practice. This phase is characterised by face-to-face meetings between departments where the common values and vision are articulated and defined. The HR department, through the HRD facilitator, plays a leading role in this process by ensuring that the organisational stakeholders are mobilised to attend.

Next, the rules of engagement are determined. The way is paved for the determination of procedures and processes that include the procedures for meetings, the regularity of these meetings and the feedback mechanisms. An outcome of this entire process is the formulation of terms of reference that set the foundation for collaborative implementation, e.g. the adoption of a code of conduct.

The second collaborative component is coordination.

ii. Coordination

Repeated interactions between municipal actors helps to foster mutual trust and understanding, internal legitimacy and shared commitment, thereby generating and sustaining the collaborative effort. The research indicated that the trust levels between the municipal actors in the municipalities are very low. The municipal actors need to recognise that trust is developed over time as the municipal actors work together, get to know each other better and prove to each other that they are reasonable, predictable and dependable. Trust, then, is an enabler that encourages the municipal actors to go beyond their own personal, institutional and jurisdictional frames of reference. Sufficient trust should then be able to accommodate disagreements between the municipal actors. Recommended ways in which trust can be achieved is through team building, by being punctual, by following stated intentions with actions. This leads to internal legitimacy.

The municipal actors, through regular meetings, feedback and open communication, engage in activities that enhance mutual trust and recognition of roles and responsibilities. The confirmation that participants in a collective endeavour are trustworthy, credible with compatible and interdependent interests, legitimises and motivates ongoing collaboration. This legitimacy then leads to shared commitment. Shared commitment enables municipal actors to work beyond the silos and breaks down the artificial boundaries that had separated them and develops a commitment to a shared path. With shared commitment comes unity of action, purpose and vision. This leads to the final collaborative component, namely the capacity for joint action.
iii. Capacity for joint action

The ultimate purpose of collaboration is to generate the desired HRD outcomes that could not be accomplished separately. For collaboration to succeed in the municipal sphere requires resources. Without a resource commitment, the HRD process will fail. These resources should include time (giving time off to relevant stakeholders), logistical support (appropriate venue and infrastructure), budget (the municipality must ensure that they budget for collaboration), the necessary expertise (this can be sourced through the relevant external stakeholder at the onset, e.g. LGSETA or external consultant), administrative support (it is important that the entire collaborative process is recorded for future reference as well as to build the institutional memory of the process), and the requisite skills for analysis and implementation, evaluation and feedback to management. The main aim of collaboration is to ensure that the municipality begins a new HRD narrative. The goal is to change the direction from a complex, uncertain, HRD reality to a collaborative HRD framework where complex problems are solved, new research commissioned such as gauging the effectiveness of training or why adult education is not working, management practices changed and different sets of challenges and opportunities arise.

The institutional arrangements (e.g. the HRD consultative committee) need to be communicated upfront and should be defined at the intra-municipal departmental level as it address the organisation of HRD at the municipality. In general, the focus should not be on creating more layers of management, but rather on ensuring that the municipal HRD organisation allows for an effective non-hierarchical structure in support of the Triad approach.

5.4.5 HRD competence-performance of municipal actors

For the Triad approach to work, the municipal actors should have the functional and collaborative competencies to be able perform their skills development roles confidently, as illustrated in Figure 5.6. To implement skills development (HRD) effectively in municipalities, the skills development (HRD) results (the long-term impact) should be defined. This needs to be clear and unambiguous. Once these have been defined, the municipality needs to ensure that the municipal actors have the competencies (knowledge, skills and attitudes) that they (municipal actors) can apply in observable repeated and predictable actions (outputs in the form of documents and/or reports (compliance). The outputs should lead to agreed outcomes (what should be achieved in the form of quality services, internal perception of value) and how this is done then yields results (a change in the HRD culture) for the municipality. The hypothesis is that competence is no guarantee of performance. The municipality must set in place a clear monitoring and evaluation framework to ensure optimal performance with clear rewards for performance and sanctions for non-performance. The skills development (HRD)
The municipal HR department can be regarded as a key actor and custodian of the skills development (HRD) policy, and there should not be a difference between the intended, implemented and perceived HRD practices of municipalities. There should be a dynamic relationship between the custodians of HR policy (the HR department), the implementers of HR practice (line managers) and the beneficiaries (employees). The functionary who embodies this relationship is the current skills development facilitator (SDF); however, the term skills development facilitator (SDF) does not encompass the full spectrum of human resource (i.e. not only skills) development and the title should be changed.

Instead the term human resource development facilitator (HRDF) is more appropriate. This functionary should have the authority and the mandate to ensure not only compliance with
legislation, but to make sure that the employees and line managers are informed and participate in comprehensive HRD programmes. The HRDF should offer regular support to line managers, helping them in a developmental way to analyse performance problems and to chart employee development needs and plans.

The HRDF should be a competent development professional who should have the freedom to ensure the strategic organisational links with the integrated development plan (IDP), succession plans as well as to communicate regularly the benefits of skills development through the collection of evidence. The active engagement with line management and employees should be ongoing. The HRDF should ensure that the human resource department managers and all line managers are capacitated and understand HRD language, process, structure and implementation.

In bigger municipalities, the HRDF should be deployed to the directorates (as illustrated in Figure 5.2), whereas in smaller municipalities the function should be positioned in the HR department. Through monthly meetings with the directorates the HRDF can ensure that HRD outcomes are achieved. Municipalities should opt for an HRD structure that is flat, faster and integrated. The municipal orientation and emphasis should be on the delivery of quality HRD services and support within agreed frameworks and service standards. The HRD function, then, is not delegated to the HR department per se, but integrated into the work of the directorates. The director of the directorate is the accountable HRD manager and the line manager continues to be the person responsible for HRD, supported by an HRD expert, the HRDF.

It needs to be added, however, that the HRDF should support the broader municipal management team to achieve their IDP objectives by providing a professional and effective service which will support line managers in achieving their defined HRD results. The HR department provides a support function working collaboratively and should have the following core competencies as illustrated in Figure 5.8.
<table>
<thead>
<tr>
<th>Competence</th>
<th>HRD performance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Communication</td>
<td></td>
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</tbody>
</table>
* Ensure open communication to stakeholders and municipal actors through a variety of media platforms (development of apps, websites, newsletters, social media).  
* Responds to telephone calls, emails and general HRD enquires timeously to accepted service standards (communicate the service standards to all stakeholders, e.g. all emails to be responded to within 24 hours).  
* Publishing HRD success on a variety of media platforms monthly (use a variety of social media platforms as well as showcasing the success of HRD in magazines, newspapers, journals and on the website).  
* Conduct regular information road shows and workshops on the HRD policies, procedures and practice (publish a booklet, posters, pamphlets, induction) |
| Innovative service delivery focus |  
* Ensure the municipality remains on the cutting edge of new HRD techniques, practice and research (employ continuous feedback, build development into the weekly or monthly meetings, partner with an academic institution and ensure that continuous development takes place).  
* Regular organisation of HRD activities that will inspire and motivate organisational stakeholders (organise an HRD festival, organise a day in your work, open career days). |
| Monitoring and evaluation |  
* Define acceptable HRD standards and service level standards.  
* Attend directorate meetings monthly.  
* Advocate for the inclusion for HRD to be a standing item on the monthly department agenda.  
* Monitor the implementation of HRD policies and practices.  
* Provide regular feedback to line managers on their HRD performance (weekly meetings, ensure coaching).  
* Communicate HRD performance findings to stakeholders (visual aids, emails, reports, meetings). |
| Proactive |  
* Regular scanning of the HRD environment and then ensuring that functional and collaborative competence is
A competent functional HR department that is committed to performance is essential, but just as important is each and every employee’s competence and responsibilities, which are often overlooked.

ii. Employee

Employees should be empowered to take control of, and responsibility for, their own efforts and achievements. Employees need to be self-motivated and cannot be forced to develop. An effective development culture will incorporate double-loop development, where employees question the reasons for the occurrence of existing problems and find solutions that prevent the recurrence of future problems, and thus process development takes place. Employees should have the following core competencies, as illustrated in Figure 5.9, that can be achieved.
through the suggested formal and informal development programmes, which will be included in brackets where considered appropriate.

<table>
<thead>
<tr>
<th>Competencies</th>
<th>HRD performance</th>
</tr>
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| Communication                       | • Able to express ideas and facts and opinions confidently through various means, e.g. presentations, in meetings, in teams (workshops, simulations, study circles).  
  (includes, verbal and listening skills) • Considers and responds appropriately to ideas expressed by others through listening (workshops, e-learning, job rotation, simulations, study circles, training in how to give feedback). |
| Flexibility                         | • The ability to adapt behaviour and working methods in response to new information, changing conditions or unexpected obstacles (think on his/her feet) (job shadow).  
  • Remaining open to new ideas and open to change by not being set in one’s ways and adopting a “one way of doing things” approach (coaching, mentoring, weekly meetings). |
| Conflict management                 | • Resolves conflicts, confrontations and disagreements positively and constructively through win-win solutions (training, workshops, seminars, skills programmes).  
  • Not taking conflicts as personal (reflection meetings). |
| Innovative service delivery focus   | • Understands the broad legislative mandate of the municipality (induction).  
  • Committed to continuous improvement of services (weekly meetings, produce policy booklet, videos, roadshows).  
  • Identifies more efficient and effective processes for achieving quality results for the organisation that lead to innovation (brainstorming with a facilitator). |
| Diversity and team dynamics         | • Aware of cultural differences and being non-prejudiced by avoiding stereotyping (race, religion, gender, social status) (this can be achieved through diversity training, workshops, seminars, working in mixed teams).  
  • Can work effectively within a team context with diverse members (develop a talent pool). |
| Self-Awareness                      | • Confident in own ideas, beliefs and abilities (role play, workshop).  
  • Self-motivating and results (performance orientated).  
  • Aware of own strengths and weaknesses. |
• Committed to lifelong development and being teachable.
• Commits to action to accomplish goals (training, the establishment of development centre, life skills training, videos, e-learning, development of apps, rewarding employee performance, publishing case studies of success, storytelling).

Figure 5:8: Employee HRD competence-performance outline (Cloete, 2016)

The employees and the HR department competence have been explained, but the line manager with delegated functions plays a central role in the collaboration.

iii. The line manager
Municipalities are not mystical hierarchies of authority, where line managers lord over employees. Rather, municipalities should be considered as communities of engagement, where every employee is respected and so returns that respect. To be a successful line manager, the line manager needs to be emotionally healthy and clear-headed. The line manager needs to have an understanding that managing is a complex social process that is achieved collaboratively. If the prevailing HRD culture is to be changed, then the dominant narrative should change to one of possibility and potential that lays the foundation for a new municipal HRD culture. The municipal management styles should reflect this belief. Line managers should be aware of their own limitations and have a convincing belief in the limitless potential of all the employees through the introduction of competency standards for municipal line managers.

The transfer of HRD duties to line managers is regarded as an important variable for effective implementation. The HR department and the line manager should form an effective partnership to ensure the operative implementation of HRD policies in the workplace. However, the HRD activities of effective line managers depend on the HRD programmes in which they are required to play a role. This could include off-the-job and on-the-job development programmes for employees.

For municipalities to implement HRD successfully, the HRD management functions need to be transferred (the development of the skills audits, personal development plans, developing and supporting the appropriate knowledge, skill, commitment and performance in employees, selection of development options in consultation with employees) to line managers with support from the HRDF. The transfer of HRD functions to line managers can strengthen the municipal management, making it more effective, however, there is a fundamental assumption
that line managers have the competence to implement HRD policies and practices. The consequences of this assumption can be mitigated if the line manager answers the four fundamental HRD questions:

- My view of my employees? (Do I view them as having potential, or do I view them as empty vessels, and do I have to provide all the answers?)
- What HRD opportunities am I creating for employees? (Do I create opportunities for them to grow, do I challenge them to think, and do I create formal and informal opportunities for development?)
- How do I support the HRD opportunities of employees? (e.g. Are employees left to their own devices or are they actively experiencing my support as coach and mentor?)
- What support do I need from HR department advisors, colleagues and senior managers?

To achieve, support and sustain a HRD culture within municipalities, line managers should display the following competencies and assume the accompanying responsibilities:

- **Showing role-modelling behaviours** – The line manager should be a role model and there should be alignment between the actions of the line manager and what the policy states. Line managers should display facilitative behaviours, such as being caring (supporting, encouraging, approachable, reassuring), and keeping employees informed, being professional (standard setting, planning and preparing), advising (instructing, coaching, guiding and counselling), assessing (providing feedback and recognition), identifying development needs (skills audits), thinking (reflective or prospective thinking, clarifying), empowering (delegating, trusting), and showing awareness of cultural differences (actively strive to avoid stereotyping (race, religion, gender, social status, sexual orientation) (Beattie in Woodall, Lee & Stewart, 2004:76). The line manager should be able to identify competence strengths and gaps, meet regularly with teams and assist with the completion of the skills audits and the personal development plans of employees.

- **Providing development opportunities** – The line manager should play an active role in facilitating formal and informal development. This has the potential to make a significant contribution to the development of core competencies through establishing a knowledge-sharing environment where employees are encouraged to create and apply their explicit and tacit knowledge in problem-solving situations. The line manager should
create a positive developmental environment. This he/she does by assuming the role of a motivator, who encourages the employee to break through their moulds and to discover their own potential (the line manager should be encouraged to enrol for a formal HRD course).

However, the line manager is not responsible for the employee’s willingness to engage in the development process; rather, that responsibility rests with the employee, who will ultimately decide how to manage their own development process. The line manager alone cannot develop employees; instead, one of the key tasks of the line manager is to create an environment conducive to employees developing themselves. Employees should be provided with the space to develop and to take responsibility for their own development. In order to stimulate employee development, line managers should assume the role of stewards of development processes, enabling groups in order to use improvisation as a form of development. The line managers in the primary instance, engage their employees to develop themselves. The line manager’s main task should be to liberate and enable employees as opposed to the top-down false belief that the line manager can develop employees (Mintzberg, 2013:49).

- **Building competence development into municipal management processes** – As a rule, line managers should be able to facilitate employee development in order to develop new competencies that employees did not initially possess. One of the advantages of this development approach is that it contributes to municipal capacity building and improved performance. This the line manager does by considering the workspace as a space where formal and informal development are recognised and uses each opportunity as a development opportunity. This he/she does through assuming a coaching role.

- **Coaching** should become a way of life for managers, as they align their actions with their beliefs. Good coaching marks the difference between an effective and an ineffective line manager. The line manager should therefore extend his coaching competence. Coaching and mentoring line managers should display distinct behaviours that include assisting employees to develop through coaching, actively creating a workplace that makes development, growth and adaption possible, and displaying a genuine interest in helping those with whom they work. The line manager develops plans and organises resources for implementation of development projects, monitors and evaluates the progress and outcomes of operational plans. The coaching line manager communicates honestly, is future focused and is genuine in relationships with
employees. The line managers openly share information and experiences (through storytelling). The line manager can also play an active role in the development of the lower-level managers (supervisors) by delegating some authority down to line managers reporting to him/her; in that way, the reporting line managers will experience being trusted and having their confidence boosted by knowing that the line manager sees value in their contribution.

- **Acting as a development champion** – The line manager acting as a development champion should resist the temptation of the behaviour of the traditional line manager, who relies on force or coercion; instead they should depend on their ability to influence, teach and question. They should actively work at creating a positive working environment by assuming the role of facilitative line manager for the development of the employees entrusted to their care (Hamlin et al., 2006: 306-307; Watson et al., 2006: 32).

They do this through their continued undertaking of ongoing professional development (group-based storytelling, in-house courses, planned experiences outside the municipality, external courses that are qualification or non-qualification based, role analysis). Peer management development programmes can assist the line manager, who is provided with an opportunity to share their experiences. This said, line managers have a key role to play to influence the effective implementation of development within the workplace. This is not a short-term exercise, but should be executed over an extended period. Line managers should adopt a results-driven approach to HRM. This implies that the manager remains accountable for results, which include managing the work/task processes, as well as the development of the employee.

The third component in the IMF-HRD, namely the HRD practice in Municipalities, is considered next.

### 5.5 HRD practice

A critical factor which will ensure that municipalities achieve their HRD objectives is the building of clear, reciprocal relationships that integrate HRD policies with effective practices. When the development programmes are relevant in municipalities, they will give rise to superior municipal and employee performance. For municipalities to increase their capacity to provide excellent services to their communities, it is imperative that they actively promote and implement HRD programmes for their employees (Mokale & Scheepers, 2011:127).
Municipalities should therefore approach and implement HRD from multiple angles on the organisational and individual levels.

The Municipal HRD programme should be attractive enough and should indicate the municipal commitment to Work Integrated Learning (WIL) innovation and new ways of planning and implementing HRD. The practice of lifelong development should be embraced by the municipality and effectively implemented. Municipalities should recognise and implement formal and informal development programmes to enable employees to gain competencies which the organisation has identified as being important to its success, within the context of the Human Resource Development Plan (elaborated on later). The practice of HRD in municipalities should take place on a multidimensional level (formal and informal) in the workplace.

i. **Formal development**
Municipalities must become more creative in their approach to skills development (HRD). They should introduce tailor-made specific development courses that lead to recognisable competencies and move away from the popular notion of “training for the sake of training” that is geared to keeping employees busy. Municipalities should make a concerted effort to ensure that employees are competent in their posts through introducing and encouraging employees to commit to life-long development. This they can do through accessing e.g. universities, community colleges, private accredited providers, RPL, apprenticeships and learnerships.

Through the formal development approach, employees have an opportunity to progress in their careers and this will increase worker mobility. In addition, the Municipality should use coaching and mentoring programmes to ensure that post formal development takes place (See Figure 5.9). As explained earlier, the coaching and mentorship competence of the line manager is important in formal development. As stated earlier, development does not just take place formally, but informal development should be considered by municipalities as a viable development option.

ii. **Informal development**
The use of informal development in the workplace, through the facilitation of continuous development in workplace teams, could provide a means of achieving integration between municipal strategy (IDP) and HRD processes to meet the demands of continuous development in municipalities. Options of including informal development include, on-the-job peer development through case studies, storytelling, informal coaching (through a buddy system, partnering more experienced colleagues with one another), attending meetings, a dedicated...
team that takes responsibility for brainstorming with colleagues, organising “a day of your work” that allows other employees to gain insight into defined jobs, conducting action research, the use of new social technologies to promote how to work better and smarter (e.g. Facebook, Twitter, LinkedIn, apps) and development logbooks should be considered.

Informal development should be included in the daily experience of the department. Departments normally have weekly meetings and these meetings can be used as an ideal platform to ask development questions (“What did we learn this week?”). By recording the development, the directorate departments can keep track of the developmental progress. Informal development should be more readily employed in municipalities. Approaching and recognising HRD from multiple angles have implications for how HRD is practised, since informal development is not recognised in the workplace skills plan nor in coaching (formal development).

5.5.1 Human resource development plan (HRDP)

South African municipalities are legally bound to submit a WSP for the development of human resources to the LGSETA on an annual basis. The WSP should be replaced by a broader concept, namely the human resource development plan (HRDP).

Employees from the lowest to the highest rank, therefore, have an important role to play in the practice of HRD through the active participation in the HRD process that determines the strength and effectiveness of the overall municipal system. For HRD policy to be effectively implemented and to move the municipality beyond mere compliance, the HRDP flow diagram in Figure 5.10 illustrates the practical application of HRD in a municipality. The HRDP flow diagram has 3 distinct phases and 5 indicators:

- Development of the HRDP (communication, analysis, approval of human resource report).
- Implementation of the HRDP (implementation of development programmes).
- Annual human resource development report (monitoring and evaluation).
Communication and awareness (Development of the HRDP)

The entire HRDP process is dependent on effective communication and the raising of awareness amongst the stakeholders. Communication and awareness raising are critical to successful implementation of HRD, together with continuous feedback to stakeholders (as identified in Figure 5.2). The stakeholders should be informed of the HRD policies (their rights and responsibilities) through internal newsletters and a variety of multimedia platforms that could include social media and posters. The preferred style of communication, however, should be face-to-face communication such as announcements by the senior managers, workshops, departmental roadshows, industrial theatre, video question-and-answer sessions, since they allow for human interaction. The HRD policy
implications as well as the consequences, the risk and rewards of not following the policies and procedures should be communicated. The second indicator in the first phase is analysis.

ii. **Analysis (Development of the HRDP)**

The analysis indicator in the development phase starts with several analytical questions that should be answered by the municipality with the assistance of the HRDF. What is the strategic direction of the municipality? Does the municipality have the competent employees per department? What are the competence gaps per employee in the department? What are the competence strengths per employee in the department? How can the competence gaps be filled?

The answer to the qualitative and quantitative analysis should lead to a municipal competence matrix. A matrix approach should be able to provide the municipality with a synopsis of the current employee competencies in relation to competence gaps that is matched to the future competence needs as identified in the municipal strategy (IDP). In this way, municipal competency planning is achieved with the line managers performing a central role through their active involvement. In this way “training for the sake of training”, or “busy training” is rejected. The competency-based functions/job descriptions are useful as employees can develop competencies in terms of their functions. All functions/jobs should be linked to competency sets, and line managers and employees should be presented with opportunities to grow their competencies.

This dual approach to HRD allows the employees to enhance their capacity to become more competent, effective and productive. Through the appropriate employee development and feedback linked to the compensation and rewards system, employee performance may be improved. This should include identifying a competency matrix for all job classifications, performance standards and evaluation methods used to enhance employee and municipal performance.

The competence gaps as identified in the analysis should be addressed in multiple ways – either through the formal route (a qualification, recognition of prior learning (RPL), coaching and mentoring, or through work-integrated development, learnerships, skills programmes and/or apprenticeships), or informally (learning by doing) (SALGA, 2012). The choice of development path should be concluded between the line manager and the employee. The analysis phase should have as an output a personal development plan (PDP) for each municipal employee. The PDP is particularly useful in that it serves as a
tool that line managers can use to develop and motivate their employees, since employees will have a clear development plan that will assist with planning and budgeting for HRD in the municipality. The result of the analysis phase is a clear identification of HRD programmes that the employee can embark on. This leads to the approvals phase.

iii. Approval of development programmes (Development of the HRDP)
All employees should be encouraged to participate in lifelong development programmes that are informed by the current and future municipal strategic needs (quantitative and qualitative analysis). Once the analysis by the line manager is concluded per employee in the directorate with the necessary professional support from the HRDF, the directorate HRDP should be integrated into a comprehensive municipal-wide HRDP that is followed by an HRD budget implementation plan (like the IDP Service Delivery Budget Implementation Plan). This process takes place in a consultative way through the consultative committee (this is elaborated on later). The HRD plan and the HRD budget implementation plan should then be signed off by the municipal manager, who is the accounting officer. This approval of the development programmes phase is concluded in collaboration with the employee, then the HRDF and the line manager, who has included in his/her key performance areas service delivery outputs (IDP) as well as HRD outputs (HRDP). Next would be to consider the implementation step.

iv. Implementation of human resource development programmes (Implementation of the HRDP)
The implementation of the development programmes is then conducted throughout the municipality, with the support of the identified stakeholders and driven primarily by the municipal actors. Line managers perform a leading role together with the HRDF and employees in the effective implementation of development within the workplace. This can be considered the action phase of the HRDP process. The department HRD plans are known amongst the stakeholders, with heightened interaction between the HR department and the line manager in consultation with the employees. Every department should know who the identified candidates for development are. The potential HRD service providers (internal or external) should be informed well in advance, since this process often takes long and can hamper effective implementation. In the public sector, some provinces have opted to make use of their own training academy with its own internally developed material. This is something that should be considered by municipalities, since it will ensure standardisation of implementation, through building in-house capacity to train, coach and mentor employees under the expert guidance of the HR department. The phase should be marked by open communication and should be well planned and coordinated by the HR
department in close consultation with the line managers, who in turn should communicate openly with their teams. The results of the HRD interventions should be known from the start to ensure the effective monitoring and evaluation of the process.

v. Monitoring and evaluation (Implementation of the HRDP-Annual development report)

It is important for the HRD programmes to be continuously monitored. This should be conducted through participatory monitoring and evaluation techniques that have a focus of addressing the HRD problems facing municipalities and the resulting action should be used as a tool to bring about system and municipal change, thus improving the quality of HRD practice of the municipality (Bless et al., 2013:57). Municipalities should decide on an evidenced-based monitoring and evaluation framework in consultation with the stakeholders through the 4 evaluation questions (see Figure 5.11)

<table>
<thead>
<tr>
<th>The question</th>
<th>Outcome</th>
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<tbody>
<tr>
<td>What happened?</td>
<td>A systematic qualitative and quantitative assessment of HRD performance and performance trends based on empirical evidence is presented at a departmental level of the municipality.</td>
</tr>
<tr>
<td>Why did this happen?</td>
<td>A diagnostic analysis based on provisional explanations of actions and what these action cause in terms of results related to increasing or decreasing HRD performance and what are the consequences?</td>
</tr>
<tr>
<td>What can be learnt from this?</td>
<td>The HRD lessons learnt give rise to improved individual and municipal development and improvements in the system, through the open communication and application of the lessons learnt.</td>
</tr>
<tr>
<td>How can the development be built back into the system?</td>
<td>The HRD quality is improved, resulting in continuous performance improvement, through adopting and implementing a plan of action</td>
</tr>
</tbody>
</table>

*Figure 5:10: Monitoring and evaluation framework (Cloete,2016)*

Grand HRD plans and strategies that are not backed up with workplace evidence (monitoring and evaluation) are futile. Empirical evidence and best practice should be used to inform current and future HRD decisions. This will assist in ensuring that the municipal HRD programmes are informed by practice of what works best in each context. This will require the
continued collection of evidence to aid the HRD culture. The outcomes of this HRDP process are that:

- A development culture permeates the municipality, premised on a dynamic working relationship between line managers, HR department and employees;
- HRD is jointly owned by line managers, employees and the HR department;
- HRD planning and implementation are experienced throughout the municipality, with evidence to support them;
- HRD is linked to the IDP (strategic developmental plan of the municipality);
- HRD is no longer viewed as compliance-driven, but as an enabler to implement the municipal strategy.

The HRDP process is a dynamic one that unfolds in an integrated way, involving an array of stakeholders with different areas of responsibility. The municipal actors perform a central role throughout the HRDP process as illustrated in Figure 5.12.

<table>
<thead>
<tr>
<th>Step</th>
<th>Activities (How)</th>
<th>Who</th>
</tr>
</thead>
</table>
| Communication and awareness raising| • Inform.  
• Empower.  
• Engage.                                                                 | HR department (HRDF) with line manager support and employee representatives. |
| Analysis                           | • Conduct departmental competence gap analysis.  
• Develop individual development plans.                                            | Line manager, HR department (HRDF), and employee representatives. |
| Approval of development programmes | • Research the best strategies to address the competence gaps.                     | Municipal council, line manager with HR department (HRDF) and employee representatives. |
| Implementation of development programmes | • Implemented formally and informally in order to address the competence deficiencies in the municipality. | Line manager with HR support (HRDF).                      |
| Monitoring and evaluation          | • Decision on an evidence-based monitoring and evaluation framework for the Municipality | HR department (HRDF), line manager and employee representatives. |

*Figure 5:11: HRDP organisational actor summary (Cloete,2016)*
The HRDP should have a 5-year lifespan, but it should be reviewed annually (against the employee performance appraisal and changing context) in line with the IDP. The HRDP should set the internal development framework and the IDP the external development framework. There should thus be greater alignment between these processes. The HRD plan should be subjected to the same council scrutiny as the IDP.

5.5.2 **Internal democracy**

The level of internal democracy in municipalities should be measured in two ways.

In the first instance, the municipality should be viewed as a development community, whose employees engage, cooperate and support each other in achieving service delivery and development plans. In this strategy, it is argued that line managers and HRD department have a coaching, facilitating and supporting role to play, but the employees should be able to organise their self-directed development. The development path chosen by the employees should be deliberate and employees should have a direct say in their development (thus affirming the learning network approach to development in the workplace). Line managers should realise the negative consequence of forcing employees to undertake HRD activities in which they don't have a say, or that they think may not benefit them. There should be no difference in approach and motivation of employees with high skills vs. employees with lower education levels, but that does not mean that lower-skilled employees should be spoon-fed when it comes to accessing development opportunities. When the development programmes are relevant, they should as a matter of course give rise to superior municipal and employee performance.

The second indicator of internal democracy can be measured by the level of participation of the stakeholders and municipal actors in the consultative committees. The delegation of HRD responsibilities to the directorates has been explained. But without the active participation of the municipal actors and stakeholders (the trade unions to encourage their members to participate in the HRDP and HRD programmes) in the consultative committees, the HRDP process becomes void. At every directorate (bigger municipalities) an HRD consultative committee should be in place with the task of monitoring and evaluating HRD implementation. This committee is the consultative body tasked with overseeing HRD in the workplace and should explore broader issues of Municipal competence development. Members of this committee should be democratically elected onto this body and serve a minimum term of three years to ensure continuity. The consultative committee should ensure that they communicate regularly with their constituencies through a variety of media platforms. In this way, the unique work contexts of the directorates are considered and do not get lost in the broader system.
The consultative forum should be set up with clear terms of reference and should be constituted from all the stakeholders. Smaller municipalities may decide to deviate from this and opt to have just one consultative committee. However, measures need to be put in place (e.g. compulsory monthly departmental HRD meetings) to ensure that department-specific HRDPs are developed and that consultation takes place.

Management should not view internal democracy as a nuisance factor and delegate it to the HRDF; rather it should be considered as a tool to achieve municipal IDP and SDBIP goals, through the participation of all stakeholders. It requires line management attention and must be designed as an integral part of the HRD plan. The municipal actors should be totally committed to HRD and internal democracy, and show an honest interest in the HRD. This cannot and should neither be delegated to the HR department nor the HRDF. The final component of the IMF-HRD namely stakeholder support, is considered in the next section.

5.6 Stakeholder support

The specific roles and competencies of the municipal actors have been explained as well as the consultative committees and the role that the trade union should play. The roles of SALGA, the LGSETA, shared service centre (district municipality) and senior management (the municipal manager and the senior management team together with the municipal council are collectively referred to as senior management) are described.

i. SALGA and the LGSETA

SALGA and the LGSETA (outside agencies) in essence, are external knowledge partners to municipalities. Knowledge can be considered the currency of the IMF-HRD. Whereas information and data inform municipal actors, knowledge is the application and the interpretation of the data, combined with the understanding and capabilities that are active in the minds of employees. Knowledge should guide action, as the receiver of data should interpret the data together with the shared experience and understanding of others. In this process, new knowledge is generated and the possibility of new shared knowledge is created. Collaboration should lead to the creation of new knowledge that would not have been possible if municipalities acted in isolation.

SALGA and the LGSETA as external bodies should act to assist municipalities by remaining on the cutting edge of policy and practice, through ongoing research and then communicating that research back to municipalities (creation of new knowledge). Through this research, innovation and the development of new knowledge to support HRD policies and practice becomes the hallmark of HRD. Best practice is shared and there should be understanding that
A “one size fits all” approach to HRD does not work; contexts differ and knowledge is created all the time in the community of practice. Decision-making is therefore based on professional prudent empirical evidence and the development built back into the municipal HRD management system.

The role of SALGA and the LGSETA as knowledge partners to effect competence development in municipalities should not be underestimated. They should perform this role together with other agencies, e.g. the South African Board for People Practices (SABPP) (2013), which advocates for HRD standards to ensure that the Municipality can benchmark their HRD practices through regular HRD audits. The HRD standards are stated below and should be considered. There are 13 national HR standards, of which some relate to HR strategy, talent management, learning, performance etc.:

- Create an occupationally competent and engaged workforce which builds municipal capability that provides employees with opportunities to develop new competence;
- Focus HRDP on improving employee's ability to perform and achieve municipal objectives and provide the means for measuring the impact of development interventions;
- Support and accelerate competence development in employees;
- Create a development culture and environment that enables optimal individual, team and municipal development and growth in competencies and behaviour;
- Ensure development is a catalyst for continuous improvement, change and innovation.

The external bodies agencies should ensure a focused programme on an intervention, e.g. the issue of Why RPL is not successfully implemented in South African municipalities. This will involve all stakeholders to communicate to the stakeholders of what works and what does not work. The external bodies should support the HRD efforts of municipalities at all levels as they strive to be creative in their HRD approach. New technologies and knowledge should be embraced and the external bodies should be on the cutting edge of new HRD practice, e.g. the games, interactive websites, publishing of case studies, publishing of magazines, facilitating discussion forums, publishing a legislative calendar, tools and applications (apps) as well as the use of social media to enhance development through ongoing research. The current funding model should be reconsidered to reward those municipalities that are innovative in their approach to HRD through making available additional resources.
ii. **Shared Service Centre (SSC)**

To address HRD in under-resourced municipalities, a shared service centre approach should be adopted. In terms of applicability, a district municipality in the South African context would typically deliver an HRD service to the local municipalities in the district. This would imply that a shared service centre (SSC) be positioned in ‘sister’ municipalities and deliver HRD services under the discipline and guidance of the SSC. In this way HRD alignment and standard setting can then be achieved on a district level. Through positioning HRD in the district municipality, knowledge can be shared with the broader municipal community. The greatest potential benefit is the pooling of HRD knowledge as the HRDFs can tap into each other’s networks, knowledge, research and experience. In addition, the SSC should offer specific capacity-building interventions that ensure the in-house capacity building of the staff. The SSC should be equipped with its own central HRD specialists, which should include coaches, mentors, trainers and researchers that offer quality HRD services throughout the district. This will add to cost saving. The guidelines for shared service are also applicable to bigger municipalities.

iii. **Senior management**

For the IMF-HRD to succeed, there should be a change in senior management behaviour, support and attitude. All too often senior management “talk the walk, but do not walk the talk”. They know the vision by heart and know all the right clichéd phrases, but they fail to support and reward the efforts of departmental line managers. The senior managers should show a sincere interest in the HRD responsibilities of line managers by acting as role models and by explicitly rewarding investment in line managers. This by implication means that management development should receive priority.

The senior management team should have a conceptual understanding and appreciation of working collaboratively and the benefits of doing so. This can be achieved by line managers if they subject themselves to development opportunities through deliberately attending seminars, discussion forums and making a concerted effort to engage the HRDF at the directorate level. One way to achieve this is to motivate for senior managers to attend a course such as HRD for good municipal governance. This could and should be extended to all line managers, HR department and employee representative bodies.
5.7 The IMF-HRD value proposition

For municipalities to create internal value they should manage their human resources well. The IMF-HRD as illustrated is a viable implementation framework that will place municipalities on a different HRD trajectory. The IMF-HRD rests on the effective management of 5 components, namely municipal policy, the organisation of the HRD function, the HRD practice, internal democracy, and support from the organisational stakeholders.

However, for the IMF-HRD to succeed it will require that the context of the municipality is considered. The evaluation in chapter 6 pointed out that there is a difference between bigger and smaller municipalities. Smaller (rural based) municipalities have less qualified people working in the municipality since highly qualified employees are likely to be attracted to seek opportunities in bigger and better paid municipalities. There is also a difference in the competence of the HR departments since in many instances bigger municipalities work with more complex problems. In smaller municipalities, there are also less promotion opportunities and this may make employees disillusioned.

In the IMF-HRD the core municipal actors work through a structured triad approach that is premised on the collaborative and functional competence of the core municipal actors. This then leads to a change in the HRD culture of municipalities, since the municipality has shifted from an output (compliance) to an outcome (internal and external perception of value) municipality.

The value of IMF-HRD for the municipalities can be summarised as follows.

- In the IMF-HRD the relationship between the HRD policies and practice is made explicit. For the municipal council (the employer) the policy sets in place a long-term vision that supports the strategic drivers of the municipality (the IDP) and prepares the municipality for the current and future competent needs. The policy makers (coalition of stakeholders and core municipal actors) are clear on the rewards and sanctions for compliance and non-compliance to the policy and uncertainty is eradicated. The adopted municipal HRD vision and ethical values are known and shared, thereby ensuring ownership in the policy-making process.

- The functional organisation of HRD is organised within the directorates, which leads to better communication between the municipal actors. This results in organisational savings in terms of resources and energy, and a better understanding between the municipal actors. The HRDF has a focused approach and ensures the integration of
HRD outputs and outcomes, which positions the municipality for superior performance. The HRDF supports employees and the employer to better understand the HRD legislative and functional fields through ensuring that development is celebrated. In this instance, new HRD knowledge is created that informs the broader HRD field. The municipal actors have undergone a mind-set change (paradigm shift) in the way HRD is organised that is applicable to smaller and bigger Municipalities.

- The HRD practice is approached from a multidimensional level. The municipality recognises and rewards formal and informal development through the HRDP. The municipality has adopted a specific innovative focus on development. Development is entrenched in the daily actions of employees in a development culture that applauds innovation. The line manager as the lead enabler focuses on creating an enabling environment for development that allows employees also to make mistakes, but to use mistakes to develop and learn. The HRD practices of the municipality is focused on building recognisable competence in employees.

- The internal democracy is enhanced through the participation of employees in their own development. The employees are engaged and motivated to go beyond the confines of their job descriptions, which results in an increase in motivation and productivity by employees, which in turn leads to an improvement in employee morale. The communication is enhanced through the regular communication of the HRD benefits and success that is based on evidence and built on ethical practice. The workplace is characterised by its transparency, with regular and frequent communication. The collaboration leads to the municipal actors understanding one another better. The workplace has become more democratic and the participation of employees in development is authentic.

- The value of stakeholder support is experienced on two levels, namely internal and external support. The stakeholders are all committed to continuous improvement by supporting the HRD efforts of the core municipal actors. This is a result of the development culture that continuously questions current existing HRD practices. This in turn leads to new knowledge that will influence and inform practice. Because of the openness and transparency, the stakeholders also handle conflict better. The external stakeholders recognise that each stakeholder brings to the table knowledge and experience that is beneficial. The shared service model is premised on the pooling of HRD services, which is beneficial to specifically the municipal actors. Line managers,
who are at the centre of the development, are actively supported by senior managers and the HR department to be able to perform their roles optimally, which gives rise to a multidimensional approach to HRD.

5.8 Considerations for bigger and smaller municipalities

For the IMF-HRD to be effectively implemented the implementers need to take into consideration the context of bigger and smaller municipalities. The following factors need to be taken into consideration:

- Smaller municipalities are not as well-resourced as the bigger municipalities.
- Smaller municipalities may find it difficult to attract the employees with the right competence set.
- HRD takes time and in the short term smaller municipalities may sacrifice HRD of internal employees and rather appoint employees with the right competence from outside.
- The HRD competence of line managers in smaller municipalities may differ than that in bigger municipalities.
- Smaller municipalities offer less promotion opportunities than bigger municipalities.

These factors need to be considered if the IMF-HRD is to succeed in municipalities.

5.9 Conclusion

An Integrated Management Framework for Human Resource Development is dependent on the municipality adopting an approach called the Triad approach to implement the framework. In this approach, the municipal actors work collaboratively, with the municipal actors having the competence and performance commitment to change the HRD culture in municipalities. A human resource development plan presents a comprehensive implementation approach to ensure that all employees and the organisation stand to benefit. Human resource development implementation is undertaken with the human resource development facilitator playing a central role. In this framework, the employees are not passive recipients but participate actively in the process, thereby entrenching internal democracy. At the centre of the Integrated Management Framework for Human Resource Development (IMF-HRD) is a set of ethical values. Municipalities should therefore invest resources (time, budget), redefine roles and implement the recommended structural changes to ensure that an enabling human resource development environment is created. In the words of Mintzberg (2013:172):

*There is nothing so powerful, or so natural, as engaged managers (municipal actors) who are committed to developing themselves, their organisations and their communities.*
Appendix A

A.1 Research toolkit and protocols

Background

The themes tested in the questionnaire (see attached) is based on the 6 themes defined in the Integrated Management Framework for Human Resource Development, Cloete (2016) and the Skills development handbook (no date) as produced by the LG SETA.

Focus group discussion: The consultative committee

Introductory Statement: The consultative committee is sometimes referred to as the training committee or the training and equity committee. In some municipalities, the Local Labour Forum assumes this role. The purpose of this focus group is to “hear” the views of the multiple stakeholders that constitute this committee to understand the skills development processes better.

1. What are the challenges that your consultative committee members face, in relation to skills development (HRD) in the workplace in terms of?
   - Senior management participation/perception (the Municipal Manager and the managers reporting to him/her).
   - Line management participation/perception (all those managers who have staff reporting to them)
   - The SDF and the human resource department participation/perception.
   - Employee participation/perception.
   - Trade union participation/perception
   - How skills development (HRD) is practised in the municipality
   - How skills development (HRD) is organised in the municipality

2. What are your cost-effective suggestions on how skills development (HRD) processes could be improved in the listed areas above?
Focus group discussion: Line Managers

Introductory Statement: The line managers are referred to as all the managers that have staff reporting to them and are reliant on achieving operational goals. The purpose of this focus group is to “hear” the views of the line managers from different divisions in the municipality with a view to understand their collective skills development (HRD) experiences.

1. Describe your role in the skills development (HRD) process.
2. What are the challenges that line managers face in relation to skills development (HRD) in the workplace in terms of?
   • Senior management’s support/participation/perception (the Municipal Manager and the managers reporting to him/her).
   • The SDF and the human resource department support/participation/perception.
   • Employee participation/perception.
   • Trade union participation/perception.
   • How skills development (HRD) is practised in the municipality.
   • How skills development (HRD) is organised in the municipality.
   • Collaboration between line managers, employees and HRD department (SDF) to achieve skills development (HRD) goals.
3. What are your suggestions on how skills development (HRD) processes could be improved in the listed areas above?
Focus group discussion: Employees

Introductory Statement: The employees are referred to as all employees who do not have staff reporting to them. The purpose of this focus group is to “hear” the views of employees from different divisions in the municipality with a view to understand their collective skills development (HRD) experiences.

1. What are the challenges that staff (employees) face in relation to skills development (HRD) in the workplace in terms of?
   - Senior management’s support/participation/perception (the Municipal Manager and the managers reporting to him/her).
   - The SDF and the human resource department support/participation/perception.
   - Employee participation/perception.
   - Trade union participation/perception
   - How skills development (HRD) is practised in the municipality
   - How skills development (HRD) is organised in the municipality
   - Collaboration between line managers, employees and HRD department (SDF) to achieve skills development (HRD) goals.

2. What are your suggestions on how skills development (HRD) processes could be improved in the listed areas above?

Focus group discussion: Trade Union

Introductory Statement: The trade union is an active stakeholder in the skills (HRD) process. In most municipalities, there will be more than one trade union. The purpose of this focus group is to “hear” the views of the trade unions with a view to understand their collective skills development (HRD) experiences.

1. What are the challenges that your trade union face in relation to skills development (HRD) in the workplace in terms of?
   - Senior management’s participation/perception (the municipal manager and the managers reporting to him/her).
   - Line management participation/perception (all those managers who have staff reporting to them)
   - The SDF and the human resource department participation/perception.
   - Employee participation/perception.
   - How skills development (HRD) is practiced in the municipality
   - How skills development (HRD) is organised in the municipality
2. What are your suggestions on how skills development (HRD) processes could be improved in the listed areas above?

One on One Interview: Skills Development Facilitator (SDF)

1. What are the challenges that you, as the SDF and the facilitative agent for skills development (HRD) in the workplace, face in terms of your legislative responsibility to perform the following functions?
   - Assisting the employer and employee with the completion of the WSP.
   - Advising the employer and employee on the implementation of the WSP.
   - Assisting the employer with the development of the annual Implementation Report.
   - Advising the employer on quality assurance standards of the SETA.
   - Acting as a contact person between the employer and the SETA.
   - Serving as a resource person to the municipality on all aspects of skills development (HRD).

In addition

2. What are your suggestions on how skills development (HRD) processes could be improved in the listed areas above?
3. How do you see the role of the SDF in the success of the municipality?
4. What should be done to enable the SDF to function optimally in the municipality?

One on One Interview: Mayoral Committee member

1. What are the challenges that you and Mayoral Committee colleagues face, in relation to skills development (HRD) in the workplace in terms of?
   - Senior management’s support/participation/perception (the Municipal Manager and the managers reporting to him/her).
   - The SDF and the human resource department support/participation/perception.
   - Employee participation/perception.
   - Trade union participation/perception.
   - How skills development (HRD) is practised in the municipality.
   - How skills development (HRD) is organised in the municipality.
   - Collaboration between line managers, employees and HRD department (SDF) to achieve skills development (HRD) goals.

2. What are your suggestions on how skills development (HRD) processes could be improved in the listed areas above?
One on One Interview: Municipal Manager

1. What are the key challenges that you face in relation to skills development (HRD) in the workplace in terms of your IDP and/or SDBIP performance objectives?
   - Senior management’s support/participation/perception (the Municipal Manager and the managers reporting to him/her).
   - The SDF and the human resource department support/participation/perception.
   - Employee participation/perception.
   - Trade union participation/perception.
   - How skills development (HRD) is practiced in the municipality.
   - How skills development (HRD) is organised in the municipality.
   - Collaboration between line managers, employees and HRD department (SDF) to achieve skills development (HRD) goals.

2. What are your suggestions on how skills development (HRD) processes could be improved in the listed areas above?

One on One Interview: Human Resource Manager

1. What are the key challenges that you face in relation to skills development (HRD) in the workplace in terms of your IDP and SDBIP performance objectives?
   - Senior management’s support/participation/perception (the Municipal Manager and the managers reporting to him/her).
   - The SDF and the human resource department support/participation/perception.
   - Employee participation/perception.
   - Trade union participation/perception.
   - How skills development (HRD) is practiced in the municipality.
   - How skills development (HRD) is organised in the municipality.
   - Collaboration between line managers, employees and HRD department (SDF) to achieve skills development (HRD) goals.

2. What are your suggestions on how skills development (HRD) processes could be improved in the listed areas above?
A.2 Research protocols

Objective: The primary objective of this engagement with municipalities is to ensure that the fieldwork is conducted efficiently and effectively.

Requirements:

1. Obtain Ethical clearance from the University of Stellenbosch.
2. Inform the SETA of the selected municipalities.
3. The LGSETA to notify the provincial LGSETA of the project and inform the municipalities of the research project.
4. Finalize municipal visitation schedule in consultation with LGSETA.
5. The provincial LGSETA to inform service provider of who the contact person is at the municipality.
6. The service provider to provide a schedule and program for the day to the municipal manager.
7. The municipality will then confirm acceptance of the program signed off the accounting officer.
8. Completion of all questionnaires, focus group discussion questions and one-on-one interview questions at the municipality.
9. All completed questionnaires to be submitted to Project leader
10. Data capturing to be conducted by dedicated intern at SPL.
Appendix B

B.1 Research instruments

## Section A: Descriptive information

Please complete the following descriptive information pertaining to your work place:

<table>
<thead>
<tr>
<th>A.1</th>
<th>Province</th>
</tr>
</thead>
<tbody>
<tr>
<td>A.2</td>
<td>Municipality name</td>
</tr>
<tr>
<td>A.3</td>
<td>Directorate</td>
</tr>
<tr>
<td>A.4</td>
<td>Category of employment</td>
</tr>
</tbody>
</table>

Please indicate the correct response to the following questions by marking the relevant option with an X:

### A.5 Please indicate your category of employment

1. Line Manager/Supervisor (other employees report to me)
2. HRD/SDF Specialist (I am in the HR department)
3. Employee (have no other employee reporting to me)

### A.6 Please indicate your gender

1. Female
2. Male

### A.7 Please indicate your current age

Age: _________
Section B: Evaluating the skills development environment

The following section tests the skills development (HRD) environment in your municipality. This evaluation focuses on six aspects constituting the framework within which skills (HRD) development takes place. These aspects are:

1. Ethical values supporting skills development (HRD),
2. Policy supporting skills development (HRD),
3. How skills development (HRD) is practiced and realised in your organisation,
4. The organisational structure supporting skills development (HRD) in your organisation,
5. How internal democracy supports skills development (HRD) in your organisation
6. The support of other stakeholders in skills development (HRD) in your organisation

To evaluate each of these aspects, several statements are presented. Please read each statement carefully and indicate whether you (1) Agree, (2) Disagree or (3) Do not know/are unsure. Indicate the relevant response to each statement with a X in the space provided next to each statement.

Please note abbreviations used in these statements:

HRD – Human Resource Development
HR – Human Resource
WSP – Workplace Skills Plan
SDF – Skills Development Facilitator
RPL – Recognition of Prior Learning
SALGA – South African Local Government Association
### B.1 Ethical Values

<table>
<thead>
<tr>
<th></th>
<th></th>
<th>Agree</th>
<th>Disagree</th>
<th>Don’t know</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>The municipality has identified skills development (HRD) values.</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>2.</td>
<td>The municipality practices its skills development (HRD) values.</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>3.</td>
<td>The skills development (HRD) of all employees is a priority in this municipality.</td>
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<td>4.</td>
<td>The municipality is committed to service excellence.</td>
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<tr>
<td>5.</td>
<td>The municipality actively supports skills development (HRD).</td>
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<tr>
<td>6.</td>
<td>The municipality acts with integrity on skills development (HRD).</td>
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<tr>
<td></td>
<td>Managers, employees and the HR department (SDF) collaborate to achieve skills development (HRD) goals.</td>
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<tr>
<td>7.</td>
<td>I feel engaged (positive and a part of the skills development (HRD) processes at the municipality)</td>
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</table>

### B.2 Policy

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<tr>
<th></th>
<th></th>
<th>Agree</th>
<th>Disagree</th>
<th>Don’t know</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>The municipality has a skills development (HRD) policy(s) in place.</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>2.</td>
<td>The skills development (HRD) policy(s) clearly establishes the roles and responsibilities of management, employees (staff), the SDF and the consultative (training) committee.</td>
<td></td>
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<tr>
<td>3.</td>
<td>The skills development (HRD) policy(s) links the strategic objectives of the municipality (IDP) and skills development (HRD).</td>
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<tr>
<td>4.</td>
<td>The skills development (HRD) policy(s) links skills development and employment equity.</td>
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<td></td>
<td></td>
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<tr>
<td>5.</td>
<td>The skills development (HRD) policy(s) links skills development and performance management.</td>
<td></td>
<td></td>
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<tr>
<td>6.</td>
<td>The skills development (HRD) policy(s) addresses the assessment process of learners.</td>
<td></td>
<td></td>
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<tr>
<td>7.</td>
<td>The skills development (HRD) policy(s) address formal and informal development (Work Integrated Learning/Recognition of prior learning).</td>
<td></td>
<td></td>
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<tr>
<td>8.</td>
<td>The skills development (HRD) policy(s) benefits all the employees of the municipality.</td>
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</table>
### B.3 Practice

<table>
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<tr>
<th></th>
<th></th>
<th>Agree</th>
<th>Disagree</th>
<th>Don’t know</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>The municipality conducts annual skills audits.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>The skills development (HRD) interventions are undertaken in line with the skills audits.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>The municipality applies formal and informal approaches to skills development (HRD) (on-the-job, coaching and mentoring, self-study, distance learning, the Internet, workshops, and learning by doing).</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>I am presented with opportunities to practice new competencies, after skills development (HRD), example training courses.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>The IDP process feeds into the Workplace skills plan (WSP) of the municipality.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6.</td>
<td>Our municipality has a set and agreed procedure(s) for the practice of skills development (HRD) in the workplace.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### B.4 Organisation

<table>
<thead>
<tr>
<th></th>
<th></th>
<th>Agree</th>
<th>Disagree</th>
<th>Don’t know</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>The skills development (HRD) of employees is the responsibility of the SDF and the HR department only.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>The skills development (HRD) of employees is the responsibility of line managers (including supervisors) only.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Skills development (HRD) is the responsibility of HR department (SDF), line managers and employees.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>The municipality has departmental skills (HRD) plans in place.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Skills development (HRD) interventions are monitored by the line departments.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### B.5 Internal Democracy

<table>
<thead>
<tr>
<th></th>
<th>Agree</th>
<th>Disagree</th>
<th>Don't know</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>The consultative committee (training committee) gives input on all matters of skills development (HRD).</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>The consultative committee and members of the committee are actively involved with the promotion and awareness of skills development (HRD).</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>The input of the committee on skills development (HRD) is considered by the municipality in skills development planning.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>The employees (staff) receive quarterly feedback from the committee on matters of skills development (HRD).</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Managers are actively involved with the drafting of the WSP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6.</td>
<td>Employees are actively involved with the drafting of the WSP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7.</td>
<td>The trade union is actively involved with the drafting of the WSP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8.</td>
<td>I have a personal development plan.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>9.</td>
<td>I am the champion of my own development</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### B.6 Stakeholder Support

<table>
<thead>
<tr>
<th></th>
<th>Agree</th>
<th>Disagree</th>
<th>Don't know</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Senior management are creating an enabling environment for skills development (HRD).</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>Senior managers ‘walk the talk’ on skills development (HRD).</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Senior management create the time and space for the SDF and training committee to carry out their responsibilities.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Senior management are thinking about skills development (HRD) objectives which are related to the municipal objectives.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Senior management are making the link between employment equity and skills development.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6.</td>
<td>The local trade unions are involved in skills development (HRD) processes at the municipality.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
7. The Local Government SETA is supporting the municipality with skills development (HRD) processes.

8. SALGA is supporting the skills development (HRD) programme of the municipality.

<table>
<thead>
<tr>
<th><strong>B.7 Please evaluate your SDF in his/her following functions</strong></th>
<th>☺ Outstanding</th>
<th>☹ Effective</th>
<th>☹ Not Yet Effective</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Assisting the management with the completion of the WSP.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Assisting the employee with the completion of the WSP.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Advising the management on the implementation of the WSP.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Advising the employee on the implementation of the WSP.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Assisting the management with the development of the annual Implementation Report.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Advising the management on quality assurance standards of the SETA.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. Acting as a contact person between management and the SETA.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Serving as a resource person to the municipality on all aspects of skills development (HRD).</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>B.8 Please evaluate your SDF in his/her following knowledge s</strong></th>
<th>☺ Outstanding</th>
<th>☹ Effective</th>
<th>☹ Not Yet Effective</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. LGSETA skills development handbook</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. LGSETA sector skills plan</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. The IDP</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. The Service Delivery Budget Implementation plan</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Performance Management</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Employment equity</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. Budgeting principles and procedures</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
8. Needs Analysis procedures
9. Competency profiling
10. Management principles and practices
11. Applicable skills development (HRD) legislation
12. Organisational operations (processes and procedures)
13. Adult learning principles
14. Accreditation processes
15. Counselling/Guidance
16. Organisational behaviour
17. Recognition of prior learning

<table>
<thead>
<tr>
<th>B.9 Please evaluate your SDF in his/her facilitative skills</th>
<th>😊 Outstanding</th>
<th>😞 Effective</th>
<th>😞 Not Yet Effective</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Communication skills</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Change leadership skills</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Negotiation/Advisory skills</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Stakeholder/relationship management skills</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Project management skills</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Computer skills</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B.10 Please evaluate your SDF in his/her behaviors</th>
<th>😊 Outstanding</th>
<th>😞 Effective</th>
<th>😞 Not Yet Effective</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Proactive</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Innovative</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Perseverance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Safety orientation</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
5. Empathy
6. Quality orientation
7. Ethical and credible
8. Results orientation

## B.11 Suggestions

<table>
<thead>
<tr>
<th></th>
<th>Do you have any further comments and or suggestions on how skills development (HRD) policy and practice can be improved in your municipality (workplace)?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

THANK YOU FOR COMPLETING THE QUESTIONNAIRE.
Section A: Self evaluation

Following a descriptive section the questionnaire continues to present the respondent an opportunity for self-evaluation. This self-evaluation is organised into four subsections, i.e. (1) Functionality, (2) Facilitative skills, (3) Knowledge and (4) Behaviors.

The specific aspects that are measured is directly related to the following functions of the SDF, i.e.:

- Assisting the employer and employee with the completion of the WSP.
- Advising the employer and employee on the implementation of the WSP.
- Assisting the employer with the development of the annual Implementation Report.
- Advising the employer on quality assurance standards of the SETA.
- Acting as a contact person between the employer and the SETA.
- Serving as a resource person to the municipality on all aspects of skills development (HRD).

To evaluate each of these aspects several statements are presented. Please read each statement carefully and evaluate your performance by rating your competence as;

(1) Outstanding (going beyond the call of duty), (2) Effective (meeting the standard) or (3) Not Yet Effective. Indicate the relevant response to each statement with a x in the space provided next to each statement.

Please note abbreviations used in these statements:

HRD – Human Resource Development
HR – Human Resource
WSP – Workplace Skills Plan
SDF – Skills Development Facilitator
RPL – Recognition of Prior Learning
SALGA – South African Local Government Association
**Section A: Descriptive information**

Please complete the following descriptive information pertaining to your workplace:

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>A.1</td>
<td>Province</td>
</tr>
<tr>
<td>A.2</td>
<td>Municipality name</td>
</tr>
<tr>
<td>A.3</td>
<td>Directorate</td>
</tr>
<tr>
<td>A.4</td>
<td>Category of employment</td>
</tr>
</tbody>
</table>

Please indicate the correct response to the following questions by marking the relevant option with an X:

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>A.5</td>
<td>Please indicate your gender</td>
</tr>
<tr>
<td>3.</td>
<td>Female</td>
</tr>
<tr>
<td>4.</td>
<td>Male</td>
</tr>
<tr>
<td>A.6</td>
<td>Please indicate your current age</td>
</tr>
<tr>
<td>Age:</td>
<td>__________</td>
</tr>
<tr>
<td>A.7</td>
<td>Please indicate your category of employment</td>
</tr>
<tr>
<td>4.</td>
<td>Line Manager/Supervisor (other employees report to me)</td>
</tr>
<tr>
<td>5.</td>
<td>HRD/SDF Specialist (I am in the HR department)</td>
</tr>
<tr>
<td>6.</td>
<td>Employee (have no other employee reporting to me)</td>
</tr>
<tr>
<td>A.8</td>
<td>What is the size of the organization you represent?</td>
</tr>
<tr>
<td>1.</td>
<td>Less than 150 employees</td>
</tr>
<tr>
<td>2.</td>
<td>More than 150 employees</td>
</tr>
<tr>
<td>3.</td>
<td>500 employees</td>
</tr>
<tr>
<td>4.</td>
<td>More than 1 000 employees</td>
</tr>
<tr>
<td>Section B: Qualification profile and work experience</td>
<td></td>
</tr>
<tr>
<td>-----------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td><strong>B.1</strong> Please indicate your educational status</td>
<td></td>
</tr>
<tr>
<td>1. Matric (Gr 12) certificate only</td>
<td></td>
</tr>
<tr>
<td>2. Matric (Gr 12) certificate with a diploma(s)</td>
<td></td>
</tr>
<tr>
<td>3. Matric (Gr 12) certificate and degree(s)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B.2 Have you completed an accredited SDF course?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Yes</td>
</tr>
<tr>
<td>2. No</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B.3 How long have you been working in skills development?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Less than 1 year</td>
</tr>
<tr>
<td>2. 1 – 5 years</td>
</tr>
<tr>
<td>3. More than 5 years</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B.4 How many workplace skills plans (WSP) have you assisted with?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. None, (still in the process)</td>
</tr>
<tr>
<td>2. 1 - 5</td>
</tr>
<tr>
<td>3. 5 +</td>
</tr>
<tr>
<td>4. I am not involved in completing the WSP</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B.5 How would you describe your role?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Internal practitioner</td>
</tr>
<tr>
<td>2. External practitioner</td>
</tr>
<tr>
<td>3. Both internal and external practitioner</td>
</tr>
<tr>
<td>4. Neither internal nor external practitioner/Not Applicable</td>
</tr>
</tbody>
</table>
### Section C: Self evaluation

#### C.1 Functionality

Please rate yourself on the following aspects pertaining to competencies

<table>
<thead>
<tr>
<th></th>
<th>Outstanding</th>
<th>Effective</th>
<th>Not Yet Effective</th>
</tr>
</thead>
<tbody>
<tr>
<td>C.1.1</td>
<td>Assisting the <em>management</em> with the completion of the WSP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.1.2</td>
<td>Assisting the <em>employee</em> with the completion of the WSP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.1.3</td>
<td>Advising the <em>management</em> on the implementation of the WSP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.1.4</td>
<td>Advising the <em>employee</em> on the implementation of the WSP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.1.5</td>
<td>Assisting the <em>management</em> with the development of the annual Implementation Report.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.1.6</td>
<td>Advising the <em>management</em> on quality assurance standards of the SETA.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.1.7</td>
<td>Acting as a contact person between <em>management</em> and the SETA.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.1.8</td>
<td>Serving as a resource person to the municipality on all aspects of skills development (HRD).</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### C.2 Facilitative Skills

Please rate yourself on the following aspects pertaining to facilitation:

<table>
<thead>
<tr>
<th></th>
<th>Outstanding</th>
<th>Effective</th>
<th>Not Yet Effective</th>
</tr>
</thead>
<tbody>
<tr>
<td>C.2.1</td>
<td>Communication skills</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.2.2</td>
<td>Change leadership skills</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.2.3</td>
<td>Negotiation/Advisory skills</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.2.4</td>
<td>Stakeholder/relationship management skills</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.2.5</td>
<td>Project management skills</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.2.6</td>
<td>Computer skills</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### C.3 Knowledge

Please rate your knowledge on the following documents/processes/aspects:

<table>
<thead>
<tr>
<th></th>
<th>Outstanding</th>
<th>Effective</th>
<th>Not Yet Effective</th>
</tr>
</thead>
<tbody>
<tr>
<td>C.3.1</td>
<td>LGSETA skills development handbook</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.2</td>
<td>LGSETA sector skills plan</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.3</td>
<td>The IDP</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.4</td>
<td>The Service Delivery Budget Implementation plan</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.5</td>
<td>Performance Management</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.6</td>
<td>Employment Equity</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.7</td>
<td>Budgeting principles and procedures</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.8</td>
<td>Needs Analysis procedures</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.9</td>
<td>Competency profiling</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.10</td>
<td>Management principles and practices</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.11</td>
<td>Applicable skills development (HRD) legislation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.12</td>
<td>Organisational operations (processes and procedures)</td>
<td></td>
<td></td>
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<tr>
<td>C.3.13</td>
<td>Adult learning principles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.14</td>
<td>Accreditation processes</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.15</td>
<td>Counseling/Guidance</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.16</td>
<td>Organisational behavior</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.3.17</td>
<td>Recognition of prior learning</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### C.4 Behaviors

Please rate yourself on the following aspects:

<table>
<thead>
<tr>
<th></th>
<th>Outstanding</th>
<th>Effective</th>
<th>Not Yet Effective</th>
</tr>
</thead>
<tbody>
<tr>
<td>C.4.1</td>
<td>Proactive</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.4.2</td>
<td>Innovative</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.4.3</td>
<td>Perseverance</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.4.4</td>
<td>Safety orientation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.4.5</td>
<td>Empathy</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.4.6</td>
<td>Quality orientation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.4.7</td>
<td>Ethical and credible</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.4.8</td>
<td>Results orientation</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**THANK YOU FOR COMPLETING THE QUESTIONNAIRE**
## C.1 List of Municipalities

<table>
<thead>
<tr>
<th>Western Cape</th>
<th>SDF Contact Person</th>
<th>Contact Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overstrand LM</td>
<td>Lucinda Bucchianeri</td>
<td><a href="mailto:lbucchianeri@overstrand.gov.za">lbucchianeri@overstrand.gov.za</a></td>
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<tr>
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<td>Michelle Langeveldt</td>
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<td>Swartland LM</td>
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<tr>
<td>Cape Winelands District</td>
<td>Rushdi Hollenbach</td>
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<td>Kouga LM</td>
<td>Mr Basil Perils</td>
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<td>Makana LM</td>
<td>Mr Zola Kolisi</td>
<td><a href="mailto:ZolaKolisi@makana.gov.za">ZolaKolisi@makana.gov.za</a></td>
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<tr>
<td>Sundays River Valley LM</td>
<td>Ms Vuyiswa Bakubaku</td>
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<td>Lejweleputswa District</td>
<td>Busi Malapane</td>
<td><a href="mailto:Busi@lejwe.co.za">Busi@lejwe.co.za</a></td>
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<td>Tswelopele LM</td>
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<td><a href="mailto:polorit@tswelopole.org">polorit@tswelopole.org</a></td>
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<tr>
<td>Mangaung Metro</td>
<td>Tshwaro Mothibi or Kgomotso Melesi</td>
<td><a href="mailto:Tshwaro.mothibi@mangaung.co.za">Tshwaro.mothibi@mangaung.co.za</a> or <a href="mailto:Kgomotso.melesi@mangaung.co.za">Kgomotso.melesi@mangaung.co.za</a></td>
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<td>Mogale City</td>
<td>Stanley Maleka</td>
<td><a href="mailto:Stanley.maleka@mogalecity.gov.za">Stanley.maleka@mogalecity.gov.za</a></td>
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<tr>
<td>City of Tswane Metro</td>
<td>Elton Nteke or Bathabile Bhuda</td>
<td><a href="mailto:eltonn@tshwane.gov.za">eltonn@tshwane.gov.za</a> or <a href="mailto:bathabileb@tshwane.gov.za">bathabileb@tshwane.gov.za</a></td>
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<tr>
<td>Sedibeng District</td>
<td>Mamello Kakola</td>
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<tr>
<td>Lesedi LM</td>
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<td>Midvaal LM</td>
<td>Mzwake Nhlapo or Irvin Mhlongo</td>
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<td>Bela-Bela LM</td>
<td>Ms Florence Mabusela</td>
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<td>LIIM 368 (Modimolle LM &amp; Mookgophong LM)</td>
<td>Ms Refilwe Maluleke</td>
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<tr>
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<td><strong>KZN</strong></td>
<td><strong>SDF Contact Person</strong></td>
<td><strong>Contact Details</strong></td>
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<td>eThekwini Metropolitan</td>
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Bibliography


