THE ESTABLISHMENT OF A SKILLS AND DEVELOPMENT TRAINING FRAMEWORK FOR MUNICIPAL FRONTLINE STAFF: THE CASE OF THE CITY OF TSHWANE METROPOLITAN MUNICIPALITY

by

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DECLARATION OF ORIGINALITY

I, Rochelle Glynnis Wessels, hereby declare that this thesis titled "The establishment of a skills and development training framework for municipal frontline staff: The case of the City of Tshwane Metropolitan Municipality" is my own original work. I understand what plagiarism is and am aware of the University of Pretoria's policy regarding plagiarism. All the sources that I used or quoted were fully acknowledged in the list of references, which forms part of this thesis. I declare that this work has not been submitted to any national or international university for any degree.

Signature: _____

Date: _____

DEDICATION

I dedicate this thesis to my parents, Richard Japhet Peter Wessels, who passed away on 14 August 2016 and Thelma Josephine Wessels who passed away on 1 January 1997. I wish that you were here to share this joyous occasion with me. You taught me the value of education at a tender age and inculcated in me the desire to learn, explore and discover. I am eternally grateful to you. I love you.

Daddy and Mummy, may your beautiful, gentle souls rest in peace.

I know the plans I have for you, declares the Lord.

Jer.29:11

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ABSTRACT

South Africa is a developmental state; therefore, various skills and capabilities are required to achieve the country's developmental goals. Municipalities form the sphere of government that is closest to the citizens of the country, and as such they are at the forefront of public service delivery as they provide services to the citizens on a daily basis. Legislation is in place to ensure that services are delivered in an effective and efficient manner and that these services are of a high quality. However, this is not always the case, as is evidenced by the dissatisfaction experienced by the citizens. Citizens increasingly voice their frustration and dissatisfaction with the level of municipal services received. The municipal frontline staff are at the coalface of service delivery: they are often the only contact that citizens have with government and, therefore, citizens regard frontline staff as the face of government.

Because the needs of citizens have changed and are still changing, municipalities require an agile and flexible workforce who have the skills, knowledge, competencies, attitudes and behaviours to adapt to changing needs. The municipal frontline staff (or customer care consultants, as they are referred to in the City of Tshwane Metropolitan Municipality) are expected to provide efficient, effective and professional services. Training plays an important role in ensuring that they are able to deliver the services that citizens expect and that service delivery legislation requires. Legislation on training that has been enacted in South Africa influences the manner in which training is implemented and assists municipal frontline staff in honing the requisite knowledge, skills, competencies, attitudes and behaviours. The literature review revealed that training could assist the customer care consultants to gain these skills and enable them to deliver services efficiently, effectively and professionally. Therefore, municipal frontline staff should be trained to ensure that the developmental goals of local government are reached.

The case investigated in this study was that of the City of Tshwane Metropolitan Municipality. The primary aim of the study was to establish a skills and development training framework for municipal frontline staff at the City of Tshwane Metropolitan Municipality. A mixed method approach was followed, which comprised the use of quantitative and qualitative questionnaires, a study of documentary information obtained from the City of Tshwane Metropolitan Municipality, a literature review and an examination of various pieces of relevant legislation. The qualitative questionnaire was administered to customer care consultants (municipal frontline staff) in all seven regions of Tshwane to elicit their views on what should be included in a training programme developed for them. The results obtained from this questionnaire were used to compile a quantitative questionnaire that was administered to the supervisors of the customer care consultants to elicit their views on what should be included in a skills and development training framework for municipal frontline staff.

The findings obtained from the two questionnaires were juxtaposed and triangulated with findings in the literature, and a skills and development training framework for municipal frontline staff at the City of Tshwane Metropolitan Municipality was established. Relevant recommendations were provided regarding the skills and development training framework. This framework can serve as a basis to endorse the factors that influence and facilitate the implementation of the training process and the training framework. Some of the aspects the implementation framework makes provision for are the job description of municipal frontline staff, the skills required to be effective municipal frontline staff members, characteristics of street-level bureaucrats (municipal frontline staff), adult-learning principles, training content, training categories, learning needs and training strategies. The implementation of the recommendations the study made relating to training in general, the training process in particular and the training framework should lead to the improvement of the municipality's service delivery.

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LIST OF ABBREVIATIONS/ACRONYMS

ANC	:	African National Congress
ASTD	:	American Society for Training and Development
CoT	:	City of Tshwane Metropolitan Municipality
Constitution	:	*Constitution of the Republic of South Africa*, 1996
ENA	:	École Nationale d'Administration
ETQA	:	Education and Training Quality Assurance
iLGM	:	Institute for Local Government Management of South Africa
LGSETA	:	Local Government Sector Education and Training Authority
NDP	:	National Development Plan
NQF	:	National Qualifications Framework
NSG	:	National School of Government
SALGA	:	South African Local Government Association
SAQA	:	South African Qualifications Authority
TMLA	:	Tshwane Management and Leadership Academy
WPPSTE	:	White Paper on Public Service Training and Education
WPTPS	:	White Paper on the Transformation of the Public Service
WPTPSD	:	White Paper on Transforming Public Service Delivery

CHAPTER 1
GENERAL INTRODUCTION AND BACKGROUND

1.1   INTRODUCTION

The key component in a public sector organisation operating in the knowledge-based economy of the 21st century is its workforce and not the equipment or technology it has at its disposal. Organisations need knowledgeable and skilled employees as the economy is led by service industries and changing technology. In such an environment, good customer relations, speed, innovation and cross-functionality are important, which place pressure on organisations to make sure their employees communicate effectively, possess the required technological skills and effectively access and apply knowledge, solve problems, synthesise information, adapt to fast-moving work environments and work in teams (Coetzee 2007:4). Blanchard and Thacker (2010:4) are of the opinion that training provides the skills and knowledge that are necessary to ensure that employees not only perform their work more effectively but are also prepared for any changes that may take place in the future. The importance of training employees to provide a professional public service to citizens cannot be disregarded as it is a legislative imperative in terms of the White Paper on Human Resource Management in the Public Service (Department of Public Service and Administration 1997a) and the White Paper on Public Service Training and Education (hereafter referred to as the WPPSTE) (Department of Public Service and Administration 1997b).

This study is located within the field of Public Administration in the sub-discipline of public human resource management and its focus is on the establishment of a skills and development training framework for municipal frontline staff in the City of Tshwane Metropolitan Municipality (hereafter referred to as CoT). The municipal frontline staff are at the coalface of service delivery and are as seen as the face of government. In many instances, this is the only contact that citizens have with government, which prompted the research. The main aims of this study are to analyse the current situation of training programmes provided to municipal frontline

staff in the CoT, to examine the role and functions of municipal frontline staff in the CoT, to ascertain the views of the municipal frontline staff as well as their supervisors about what should be included in a training programme for municipal frontline staff, and to provide a proposed skills and development training framework that can improve the training programme provided to municipal frontline staff at the CoT.

This introductory chapter presents the literature review to contextualise the study. In this chapter, the motivation for the research and the limitations of the study are described. The problem statement, which guides the study, is dealt with and the research objectives are considered. In describing the research methodology, the researcher describes the approach to the study, the data collection techniques followed, the target population selected and the ethical principles adhered to. The terminology, which is used throughout the study, is clarified concisely in order to avoid misunderstanding or misinterpretation. This chapter concludes with an overview of the chapters of the thesis.

1.2   LITERATURE REVIEW

Primary and secondary literature covering the topics relating to municipal staff, service delivery, training and the CoT were reviewed. Internet searches for relevant material were undertaken and an analysis of the material indicated that there was a dearth of literature on the topic of training municipal frontline staff in South Africa. For this reason, this research combined the information available in the literature with the views of the CoT's municipal frontline staff and their supervisors. This enabled the researcher to give meaningful inputs aimed at improving the training programmes for municipal frontline staff at the CoT. The literature review conducted assisted in contextualising the problem statement.

In the preamble to the *Constitution,* it is stated that the quality of life of all citizens should be improved. In this regard the South African public sector has a role to play because it provides services to members of the public, for example, water,

health and education. Officials within the public sector are responsible for promoting the general welfare of the members of society, that is, to ensure the greatest degree of material and spiritual well-being of the citizens of the country through rendering public services effectively. The *raison d'etre* of public organisations and municipalities is the provision of services to the country's citizens.

As stated in the White Paper on the Transformation of the Public Service (hereafter referred to as the WPTPS) (Department of Public Service and Administration 1995), the purpose of this piece of legislation is the need to improve the level of service delivery in South Africa. At the second Presidential Local Government Summit, President Zuma proposed the development of a focused action plan to "strengthen local government by getting the basics right" (Matshediso 2015). The improvement of service delivery at local government level has been focused upon since the abovementioned White Paper was enacted in 1995.

The *Batho Pele* principles (a Sotho expression that means "putting people first") were introduced by the South African Government to put the citizens at the centre of public service delivery, as stipulated in the White Paper on Transforming Public Service Delivery (hereafter referred to as the WPTPSD) *(*also called the *Batho Pele* White Paper) (Department of Public Service and Administration 1997c). Municipalities, being at the forefront of service delivery, have to ensure that the focus is on the delivery of the services that matter to the public. According to the aforementioned White Paper, service to the public has to be the primary goal of all municipalities. Putting people first is accentuated in respect of public service delivery, and municipalities must be more citizen-centric than before. In conducting a *Batho Pele* audit, the Public Service Commission (2007:7) found that there was a lack of practical skills in the public sector to implement the *Batho Pele* principles, and its recommendation was that progress with regard to the implementation of these principles and the acquisition of the necessary skills should be monitored and evaluated on a regular basis and that public officials should report on the progress made or the lack of progress.

According to section 2 of the WPTPSD (Department of Public Service and Administration 1997c), all sectors of public administration should agree to follow the eight *Batho Pele* principles set out in this White Paper. These eight principles are consultation, service standards, access, courtesy, information, openness and transparency, redress, and value for money. Often public officials seem to be uninformed about what the *Batho Pele* principles entail and how these principles should be implemented. The WPTPSD makes it clear that the *Batho Pele* principles are aimed at pursuing excellence in service delivery. The lack of implementation of these principles presents a challenge to service delivery in the public sector. According to the Federation of Unions of South Africa (Fedusa), the failure to implement the principles is due to a lack of middle-management governance and to poor management and policy skills (Federation of Unions of South Africa 2009). Therefore, the causal factors of poor service delivery might not be the lack of skills of municipal frontline staff only, but also the lack of skills of middle managers (supervisors).

Even though municipalities are required in terms of various pieces of legislation to be committed to effective public service delivery, this commitment will only become a reality if a culture of customer first has been inculcated in the minds and hearts of public officials (Department of Public Service and Administration 2003:7). This paradigm shift is imperative if the service that municipal officials render to the public is to become customer driven. The attitude to want to improve current service levels will have to be adopted by all municipal frontline staff.

A commitment to render quality service to the public and to improve it continuously, which in time will escalate to public services that the public are entitled to, so that it becomes a service that public officials are proud of, is stated as a requirement in section 12.3 of the WPTPSD (Department of Public Service and Administration 1997c). In order to improve public service delivery, municipalities have to make service delivery a priority and implement strategies to achieve improved service delivery to the public. Mokgoro (2003:4) expresses the opinion that the degree to which a municipality has transformed can be judged on how efficient and effective it is in providing in the basic needs of its residents.

The *Skills Development Act*, 1998 (Act 97 of 1998) was promulgated to provide an organisational framework to formulate and implement workplace strategies that would increase and develop the skills and competencies of the South African workforce. This Act also has the purpose of integrating the strategies within the National Qualifications Framework (hereafter referred to as the NQF) contemplated in the *South African Qualifications Authority Act*, 1995 (Act 58 of 1995). As is made clear in the *Skills Development Act*, 1998 (Act 97 of 1998), the Government has enacted legislation to coerce the different sectors in South Africa into approaching the improvement of service delivery and customer service through training and development. Government has realised the seriousness and the implications of the lack of skills within the various sectors and has passed legislation to alleviate existing skills shortages.

In the White Paper on Human Resource Management in the Public Service (Department of Public Service and Administration 1997a:2), it is envisioned that the outcome of the management of human resources will be well-managed and competent employees who are dedicated to providing quality services to the South African public. The Local Government Turn-Around Strategy (Department of Cooperative Governance and Traditional Affairs 2010:3) has among its objectives the improvement of performance and professionalism in municipalities. This strategic document indicates that the importance of performance and professionalism within municipalities is constantly realised and documented. However, Dzansi and Dzansi (2010:995-996) indicate that perhaps municipalities do not heed this as "municipalities seem to be losing the service delivery 'war'". It is clear that the South African Government regards service delivery and professionalism in municipalities as important.

Pretorius and Schurink (2007:19) state that in post-apartheid South Africa, access to effective service delivery should not be a privilege enjoyed by a few but rather a right of all citizens. Inglesi and Pouris (2010:50) are of the opinion that the public sector is not being viewed in a positive light because its service delivery is regarded as inefficient, ineffective, inequitable and unprofessional. When addressing the South African Local Government Association (hereafter referred to as SALGA), the

former Minister of Cooperative Governance and Traditional Affairs, Sicelo Shiceka, admitted that "many of our municipalities are in a state of paralysis and dysfunction" and that "local government is perceived to be incompetent, disorganised and riddled with corruption and maladministration" (Polity Daily Email Newsletter 2009).

Mdlongwa (2014) is of the opinion that service delivery is the greatest challenge faced by the African National Congress (hereafter referred to as the ANC) government. Dzansi and Dzansi (2010:995) concur and add that this is an indication of the inability of municipalities to meet the needs of citizens. Koma (2010:112) states that more focussed efforts should be implemented at local government level. Mbecke (2014:265) takes the positive view that government's acknowledgement of failure to deliver services creates an opportunity to improve the quality of service delivery and to maintain it.

President Zuma, in his 2011 State of the Nation Address (Zuma 2011), indicated that he was aware of the many complaints regarding service delivery by municipalities. He expressed the wish that the citizens of South Africa would have pleasant experiences in their dealings with local government as this level of government touched the lives and homes of people on a daily basis. He referred to the Local Government Turnaround Strategy that was implemented in 2009 and that focused on aspects such as improved customer care and stronger basic administrative systems. In the same address, President Zuma advised state-owned enterprises to get involved in skills development in the country and he gave the assurance that the Government was committed to building a performance-orientated state. Such pronouncements by the ruling party prove that training and skills development are taken seriously and that all government stakeholders place great focus on better service delivery. In his State of the Nation Address of 2014 (Zuma 2014), President Zuma repeated his wish that the country's citizens should experience local government in a positive light but he did not mention training or skills development in government, neither did he do so in the State of the nation addresses of 2012, 2013, 2015 or 2016 (Zuma 2012, 2013, 2014, 2015, 2016).

Erasmus, Loedolff, Mda and Nel (2009:1) argue that employee training in South Africa has been neglected over the past few decades, as a result of which older staff members have become redundant, productivity is low, there is a fear of technological advancement, and staff turnover is high (which could result in an illiterate workforce). The American Society for Training and Development (hereafter referred to as ASTD) find that organisations globally are not able to function successfully as many of the staff do not possess the required skills to assist their employers to grow and succeed in the 21st century. A difference has been identified between the skills that are needed and the competences that staff members have. This lack of skills seems to be an obstacle in the path to achieving success. Research has established a link between human capital and organisational success, with knowledge being the currency to success (ASTD 2006:4).

Coetzee (2007:4) claims that previously the economy was built on mass production and has changed, and is now dominated by technology in a world that requires innovation and strong customer relations. Organisations have to take account of changes in the workplace and provide training to their staff members to cope with these changes. Organisations that do provide training are rewarded with higher productivity and better performance. Training is a method to improve the performance of individuals who work in an organisation. According to Meyer (2007:491-494), globalisation has an effect in the workplace: a workforce must be flexible and open to change and must be given the opportunity to acquire the skills and competencies required in a changed workplace. In order to survive and meet international standards, interaction with the continuously changing external work environment has to take place. Such interaction is also essential in the case of municipal frontline staff.

Mdlongwa (2014) is of the opinion that one of the key challenges that prevent quality service delivery in local government is the lack of skills in municipalities. Qwabe and Pillay (2009:15) are of the view that the lack of skills in the South African public service has to be addressed for the country to improve service delivery to the benefit of its citizens. If government employees are trained

adequately it will affect the services delivered to citizens (Pillay, Subban and Qwabe 2008:310). It must also be kept in mind that citizens' needs change and that public sector employees should constantly learn new skills to keep abreast of changes and meet the changing needs of citizens.

Mollo (2013:528) indicates that government is reliant on the skills, expertise and experience of its employees to reach the objectives of government to strengthen the public service. People entering the public service sector have their own attitudes, experiences, ideas, thoughts, practices and worldviews, and it is essential to provide them with training so that they can understand national objectives and the national ethos and are empowered to deliver on the mandate of the state. Naidoo (2009a:184-186) reiterates that there is a great need for investment in public service training and that such investment will contribute to the effectiveness and efficiency in the delivery of services in the South African public sector. To improve both individual and organisational performance, training should be based on the qualities that the public service requires (Mollo 2013:532).

The National Development Plan (hereafter referred to as the NDP) refers to the transformative and developmental role that the state should play in providing well-managed organisations with skilled public servants who take the interests of citizens into account and who deliver high-quality public services. One of the eight areas identified in the NDP where action needs to be taken to achieve the desired results requires that employment in the public service and local government should be a career of choice as this would lead to the creation of a professional public service that is skilled throughout the various echelons (National Planning Commission 2011:409-410). Steps should be taken to strengthen and enhance the skills of the public servants.

South Africa, being a developmental state, needs unique capabilities that can assist it to achieve the developmental goals that have been set. A democratic developmental state is able to intrude in the national developmental process, and part of the success of this intrusion depends on the institutional arrangements the state makes. Institutional arrangements concern the capacity of the state to outline

the developmental agenda and to formulate and implement policies to achieve the set objectives (Edigheji 2010:5).

As a developmental state, South Africa must provide a professional public service to its citizens and play a transformative and developmental role in realising the vision it has for 2030 (National Planning Commission 2011). Providing this service and playing this role require the state to be strong and to adhere to its National Capacity Building Framework (Koma 2010:113). Collaboration between different sectors in the society and the government is important, and the latter must play an influential role. The state's vision for 2030 can only be realised if it pursues its key developmental objectives. One of the most important objectives is the development of skills: addressing the lack of skills in the public service, a lack which impacts adversely on the country's citizens, is a challenge that must be tackled. Apart from the lack of skills, the lack of professionalism also affects all aspects of the public sector (National Planning Commission 2011).

'South Africa needs to focus relentlessly on building a professional public service and a capable state'. One of the six key areas identified to achieve these goals is to make service in the public sector (therefore also in local government) a career of choice (National Planning Commission 2011). The *Constitution of the Republic of South Africa*, 1996 (hereafter referred to as the *Constitution*) states that local government has to be developmental as it forms part of the vision for South Africa. The White Paper on Local Government (Department of Cooperative Governance and Traditional Affairs 1998) defines developmental local government as local government that is committed to working with the citizens to meet their needs and improve the quality of their lives. Local government is the sphere of government that is the closest to the people, therefore it is imperative for it to be development orientated.

The local government's constitutional mandate dictates that services should be provided to the citizens in a sustainable way and, to enable this, municipalities should continually give the necessary training to employees to increase their capability and improve their performance (Koma 2010:119). Kanyane (2014:106)

expresses the view that service delivery challenges are a direct consequence of the capacity constraints that municipalities experience; therefore the development of skills is important so as to improve municipal service delivery.

From the above it is clear that the human resource capacity of municipalities must be strengthened if the needs of citizens are to be met (Koma 2010:111). Shortage of skills often prevents municipalities from performing its duties and providing the services that citizens expect (Koma 2010:116). Maserumule (2008:441) emphasises that the people who are employed in municipalities should possess the skills, knowledge and competencies that a developmental system of local government requires. Municipalities regard their employees' acquisition of skills and knowledge as important to assist them to reach their strategic vision and objectives (Koma 2010:116). Powell (cited in Kanyane 2014:96) suggests that local government does not possess the necessary skills to fulfil its mandate and that it has a 'crumbling skills base'. Koma (2012:108) adds that the inadequate training of municipal staff remains a challenge. In the current study, the importance of adequate training, especially of municipal frontline staff who deal with citizens on a daily basis, is focused on. Training of municipal frontline staff is imperative if the developmental goals of local government are to be reached.

The Customer Relationship Management (CRM) Blueprint and Policy Implementation report indicates the following about the City of Tshwane: there is no shared vision; a citizen-centric culture does not exist; turnaround times of resolving queries of the customers are unsatisfactory; and customers expect better services (Oosthuizen 2017:4). The report suggests that the CoT should implement policy initiatives that would transform the municipality into "a high performance Customer Care Organisation" by providing skilled and trained customer care frontline staff. This has not been achieved – according to the 2013 CoT Resident Satisfaction Report on customer care services (City of Tshwane 2013), only 45.8% of complaints/enquiries were resolved on first contact. In addition, the 2015 CoT Household Satisfaction Survey (City of Tshwane 2015b) shows that 80% of the respondents complained about service delivery. It is clear from these statistics that the residents are dissatisfied with the level of service delivery.

Municipal frontline staff plays a pivotal role in public service delivery as they are the face of government and deliver services to the members of the public on a daily basis. The manner in which municipal frontline staff deliver services will affect the perception and experience that the public has of service delivery within the public sector. With respect to skills development, Kliger and Tweraser ([sa]) suggest that processes that are implemented to bring about change in organisations must be tailored to the specific organisation and must be based on an analysis of existing processes in the organisation. The authors emphasise that a "one-size-fits-all" approach cannot be followed when managing the attitude, understanding and involvement of staff. If frontline staff are motivated, bottom-line results will improve and if they are informed of new structures and processes, staff morale will be raised, their buy-in will be obtained and the services they render to citizens will improve.

Oosthuizen (2017:2) agrees that a one-size-fits-all approach is not effective and that a personalised approach should be followed when training the municipal frontline staff. The stance taken in the NDP (National Planning Commission 2011:420) is also that a one-size-fits-all approach to training will not achieve the objectives as training should be customised to meet the needs of individuals; therefore various options should be made available. Training could be provided by government departments that possess the required expertise, or partnerships could be forged with universities or professional associations. In addition, the National School of Government (hereafter referred to as the NSG) can play a central role in training. It is evident from the above that if training is implemented it can bring about a change in public officials' behaviour, improve their performance, make them feel valued by the organisation, and improve productivity. Considering all the advantages of training, the researcher was motivated to embark on this research to develop a training framework for municipal frontline staff that can be implemented to assist in improving the level of the service delivery provided by municipal frontline staff.

From the literature review, it can be deduced that South Africa's citizens are not satisfied with the level of service delivery provided, even though legislation is in

place to ensure that high-quality services are rendered. This dissatisfaction is certainly the case at municipal level. A change is needed at the municipal level of service delivery as municipalities are not adhering to legislation that was enacted by Government to improve the level of service delivery. At the centre of local service delivery are municipal frontline staff who interact with the citizens on a daily basis. Training is an intervention that can be implemented to impart various skills to municipal frontline staff to increase the efficiency and effectiveness of services delivered. It is for this reason that the researcher chose to develop a skills and development training framework for municipal frontline staff at the CoT.

1.3 MOTIVATION FOR THE RESEARCH

The CoT, in its five-year programme, lists five strategic objectives, two of which are relevant to this study: to apply the *Batho Pele* principles through accessible, caring and accountable services, and to build organisational capacity and increase transformation to implement the municipality's mandate (City of Tshwane 2015).

The mission of the CoT is "to sustainably enhance the quality of life of all people in Tshwane through a developmental system of local government and by rendering efficient, effective and affordable services" (City of Tshwane 2015). The mission of the CoT, which responds to the objectives of local government as stipulated in section 152 of the *Constitution* is to improve the quality of life of citizens through the delivery of efficient and effective services (City of Tshwane 2011:101-102).

The CoT's Corporate and Shared Services Department is responsible for customer care services and information and communication technology. The call centres and customer contact centres have previously reported experiencing a number of challenges, and the objective of the CoT's Turnaround Strategy is to correct this situation.

It seems that the CoT's objectives as outlined in its various plans and strategies have not been met satisfactorily. Citizen satisfaction surveys (for instance the one

conducted in 2009) have identified various areas that needed attention, one of which was the lack of customer centricity. In an endeavour to improve this area of service delivery it was decided to hold quarterly *Batho Pele* forum meetings (City of Tshwane 2011:93-95). This aspect is dealt with in Chapter 4 of this study. The literature supports the findings of the surveys relating to gaps in service delivery and offers a number of explanations for the situation. Jarbandhan (2009:44) is of the opinion that significant challenges are being faced by the South African public sector as the environment is constantly changing and the ripples of globalisation have had adverse effects on the successful functioning of municipalities. Kliger and Tweraser ([sa]) postulate that public service officials see citizens as an intrusion, and employees cannot even raise a smile when dealing with citizens.

The diagnostic report of the South African National Planning Commission released in June 2011 (Stanlib 2011) identified nine main challenges facing South Africa, one of which is that the performance of the public service is inconsistent. A later report of the National Planning Commission (MLGI 2012) advises that in order for job seekers to consider making local government a career of choice, the Department of Cooperative Government and Traditional Affairs should be more involved in driving skills development and professionalism and implementing long-term skills development.

Another opinion recorded in the literature is that the ability of a municipality to deliver services effectively depends on the quality of the public servants who are appointed (Van der Westhuizen 2016:4). Willemse ([sa]) states that people are the most important asset within an organisation and that training should become part of the organisation's culture in such a manner that employees would fervently pursue skills development so that they can add value to the organisation. A statement made in the NDP (National Planning Commission 2011:420) is that training should make employees feel valued and empowered. A long-term approach to building capacity suggested in the NDP (National Planning Commission 2011:437) is to link training programmes to a municipality's integrated development plan, which could ensure that training takes place, which is explored. This study has incorporated the adult learning theory in the training process, as the

municipal frontline staff are adult learners and these adult learning principles should be taken into account during the training process (see Chapter 3, section 3.2).

From the aforegoing, it can be concluded that it is essential for the CoT employees to understand the focal points of the legislation referred to earlier and also the working environment of the CoT. Although the municipal frontline staff at the CoT function within the organisation's legislative environment, the results of citizen satisfaction surveys indicated that the municipal frontline staff did not practise the *Batho Pele* principles when dealing with citizens.

Based on the aforementioned finding, the researcher chose to make CoT the locus of the study and to focus on the training of municipal frontline staff who deliver services to citizens on a daily basis. As has been indicated, skills development in the form of training interventions becomes an important vehicle through which municipal frontline staff can be assisted in improving the level of customer service they provide. A review of relevant literature indicated that adequate research had not been conducted on training programmes for South African municipal frontline staff, a situation that motivated the researcher to embark on this study with the purpose of contributing to this field of research.

1.4   LIMITATIONS OF THE STUDY

A limitation of the study was that there was not sufficient literature available on the training of municipal frontline staff in South Africa. However, to supplement the information obtained from the literature review, the study investigated the role, functions and training of frontline staff in various environments. Two different questionnaires were administered to ascertain the views of municipal frontline staff as well as their supervisors on what should be included in a skills and development training framework for municipal frontline staff at the CoT. The data obtained from the questionnaires were analysed and used to augment the information obtained from the literature review conducted.

Another limitation of this study was that access to classified information of the CoT was limited. A final limitation was that the research could not be generalised to include other municipalities since this study focused on only one case, namely the CoT. Even though this can be regarded as a limitation, the results of the research indicate that such generalisation is possible due to the contributions that have been included from the literature and the empirical research conducted.

The next section of this chapter deals with the problem statement and the research questions that flow from this problem statement.

1.5   PROBLEM STATEMENT

Brynard, Hanekom and Brynard (2014:18) argue that a concise description of a study should be provided so as to offer guidance and give focus to the study. The problem statement and the research questions to be illuminated in this section can serve to give a brief overview of the current study.

Municipal frontline staff, who are the face of the municipality and at the forefront of service delivery, represent the first contact that members of the public have with the municipality. The municipal frontline staff can be referred to as the gatekeepers of the municipality and they serve as the link between the municipality and the citizens as citizens' contact with the municipality occurs mostly through the municipal frontline staff. In fact, citizens' contact with municipal frontline staff represents a large part of their contact with the government, and, in this sense, municipal frontline staff can be seen as the face of government. Therefore, it is important for municipal frontline staff to be able to effectively assist citizens with queries or questions and provide efficient and effective professional services at all times.

Complaints against municipal service delivery have increased due to citizens' dissatisfaction with the level of service delivery in various municipal areas and, in some cases, to voice concerns about the non-delivery of services. This is of

concern as it indicates that citizens are dissatisfied with the delivery of services by their municipalities. The delivery of services at local government level should be prioritised (Brynard 2007:1) as these services touch the lives of citizens on a daily basis.

Mello (2008:203-206) is of the opinion that all three spheres of government (national, provincial and local) have to increase their level of service delivery irrespective of the challenges they face. Investment in people must be made a priority in order to improve service delivery. The public sector needs officials who are trained to deliver the quality services and products that citizens need (Van Jaarsveldt 2009:258) and these officials must be enabled to adapt to the continuously changing public sector environment. In addition, the work environment should satisfy the workplace needs of employees and allow them to render an effective service: for example, they should be provided with sufficient skills and tools (e.g. hardware) to perform their duties.

Various problems have been identified as reasons for the lack of efficient municipal services, one of which is the poor performance of municipal employees (Mpofu and Hlatywayo 2015:133). As has been stated earlier, skills development is an important way in which the performance of employees in an organisation can be improved (Coetzee 2007:4). The training of municipal frontline staff should be prioritised as these officials are at the centre of municipal service delivery.

Based on the service delivery problems highlighted above, it is believed that the establishment and implementation of a skills and development training framework for municipal frontline staff, which is developed in the current study, could contribute to the improvement of service delivery by the CoT. An overview of these problems led the researcher to formulate the following problem statement for this study:

There is a lack of a comprehensive conceptual framework comprising the elements needed for the skills and development training of municipal frontline staff at the City of Tshwane Metropolitan Municipality.

Flowing from the problem statement are the research questions, which, according to Bak (2004:21), must be related to the research aim/s and must flow from the research framework. In other words, the research questions should emerge from the debates in the literature and attention should be paid to the kind of problems or questions that are posed in the study.

A literature survey was undertaken, which enabled the researcher to demarcate the research problem. Various questions emanated from the statement of the research problem and the research will attempt to answer these questions in this study so as to provide possible solutions to the research problem. The primary question posed in this study is how commitment to the delivery of quality service to the public and the continuous improvement of that service can be achieved by municipal frontline staff at the CoT. The aim of the current research is to answer the following research questions:

- How is training contextualised within the discipline of Public Administration?
- How does the statutory and regulatory framework influence training in South Africa?
- What information is provided by the literature and existing theory regarding training programmes for municipal officials?
- What is the status quo of training programmes for municipal frontline staff at the CoT?
- What are the roles and functions of municipal frontline staff at the CoT?
- What are the views of municipal frontline staff and their supervisors about what should be included in a training programme for municipal frontline staff at the CoT?

The problem statement and the research questions were deliberated upon and were used to guide and give focus to the study. The research objectives, which reveal knowledge in the field under investigation, are explained in the next section.

1.6 RESEARCH OBJECTIVES

Research is undertaken intentionally to discover and learn more about a specific aspect and to report the findings to the scientific community (Leedy and Ormrod 2013:2). Johnson (2010:10) adds that "scholarly research seeks to understand why the world works as it does by exploring and testing theories", with the goal being to contribute to knowledge. This study was undertaken to reveal and generate knowledge in the field of training of municipal frontline staff and to add to the body of existing knowledge. The research objectives provided direction to the study throughout.

The following specific research objectives guided the study:

- To contextualise training within the discipline of Public Administration.
- To determine the statutory and regulatory framework for training in South Africa.
- To explore the literature and the theory regarding training programmes for municipal officials.
- To analyse the current situation of training programmes offered to municipal frontline staff at the CoT.
- To examine the role and functions of municipal frontline staff at the CoT.
- To determine what the views of municipal frontline staff and supervisors of municipal frontline staff are on what should be included in a training programme for municipal frontline staff at the CoT.
- To design a skills and development training framework for municipal frontline staff at the CoT.

The research objectives guided the research with the aim of achieving the intentions of the study. After exploring the literature on the training of municipal frontline staff, the study will provide a skills and development framework for municipal frontline staff at the CoT. In the next section the research methodology followed in the current study is dealt with.

1.7 RESEARCH METHODOLOGY

This study investigated the establishment of a skills and development training framework for municipal frontline staff at the CoT. In order to reach the objectives of the study, the most appropriate research methodology was selected, in other words, the methodology that would enable the researcher to elicit the responses required to achieve the aim of the study. In section 1.7, the research approach, data collection and data analysis techniques, target population, sampling method and ethical considerations are described.

1.7.1 Research approach

Kumar (2014:7) posits that research is a process embarked upon to find answers to a specific question by using specified techniques and procedures within a specific framework. Reliability and validity testing must be conducted and the process must be unbiased and objective. Research or scientific enquiry can be defined as a procedure that is followed "to obtain answers to questions and to solve identified problems in a systematic manner with the support of verifiable facts" (Brynard et al. 2014:3). Kumar (2014:10) explains that research is a process of "collecting, analysing and interpreting information to answer" various research questions. When deciding to conduct research, choices must be made regarding a research topic, preference for a specific research purpose and the ability to access the units of observation, which predetermine the choice of research method (Thani and Wessels 2011:83).

Research is categorised as being either qualitative or quantitative. Brynard et al. (2014:39) and Kumar (2014:133) state that a qualitative study refers to research that provides descriptive data obtained from interviewees' written or spoken thoughts. The interviewee's perspective is the point of departure in a qualitative study, and the focus of this type of research is on the perceptions of the participants. Johnson (2010:11) defines qualitative research as a method of research that "focuses on stories and observations, seeking an in-depth understanding based on the first-hand experience of people and their environment"

and the methods used include interviews, case studies and focus groups. Qualitative research methods can be combined with quantitative research methods.

Quantitative research uses surveys and numbers to make sense of the world and to define and measure a certain occurrence. Brynard et al. (2014:39) define quantitative methodology as methods that use numbers to count and measure "things" or "objects" to explain the observations made, in this manner producing data. Leedy and Ormrod (2013:95) expand on this definition by adding that tests, questionnaires or rating scales can be used to measure psychological characteristics. Johnson (2010:12) is of the opinion that neither approach is better or worse but that the research question should determine which method would be best. Johnson adds that both these methods can be used in a study to critically question an issue and add to the body of knowledge, provided the approaches are planned carefully, the data is collected systematically and the methods used and results obtained are reported on in an honest way.

Based on the above descriptions of qualitative research, which involves the narratives or stories told by participants, and quantitative research, which involves the collection of data in the form of numbers or statistics, it was decided to use both the quantitative and qualitative research approaches in this study. A combination of these methods is referred to as a mixed methods design. According to Kumar (2014:20), as the use of both paradigms can enhance the accuracy of findings, the mixed methods approach has developed over the past two decades as a third paradigm in the social sciences. Leedy and Ormrod (2013:98) add that the qualitative and quantitative research approaches are not mutually exclusive: many researchers successfully combine elements of both, which will be the case in this study.

Using the mixed methods approach means that both a qualitative and a quantitative perspective are provided (Webb and Auriacombe 2006:592; Yin 2014:193). The reason for using both the approaches is to ensure that the research can benefit from acquiring the best of both research worlds. These methods allow for

objectivity, generalisability, reliability, the collection of rich and detailed data and the provision of an insider's perspective on the data and, by extension, on the skills and development training framework (Webb and Auriacombe 2006:592). By using both these methods, their strengths are combined to effectively reach the aims and research objectives of the study. Bryman, Bell, Hirschsohn, Dos Santos, Du Toit, Masenge, Van Aardt and Wagner (2014:62) add that mixed methods research combines quantitative and qualitative research within a single project by mixing the methods and not using the methods in tandem. This combination of methods should be "mutually illuminating" and take advantage of the strengths of both methods.

In this research study, the research process consisted of two main phases:

    i. Phase one: The open-ended questionnaire was completed by the participating municipal frontline staff and provided information about the perceptions of and thoughts on what should be included in a training programme for municipal frontline staff in the CoT.

    ii. Phase two: After completion of the qualitative self-administered questionnaire by the municipal frontline staff, a quantitative questionnaire was compiled from the data elicited from the municipal frontline staff. The quantitative questionnaire was self-administered and completed by the supervisors of the municipal frontline staff, providing their perceptions of and views on what should be included in a skills and development training framework for municipal frontline staff at the CoT. From the responses in the qualitative and quantitative questionnaires, the researcher was able to ascertain if the views of the municipal frontline staff and the supervisors about what should be included in such a training programme were congruent or whether their views differed.

Separate ethical clearance was obtained from the University of Pretoria's Economic and Management Sciences Ethics Committee for each of the two questionnaires (see Annexure 3 and Annexure 4). Before the first questionnaire was distributed to the municipal frontline staff for completion, ethical clearance for this was applied for. The same was done after the data from the first questionnaire had been

gathered and the second questionnaire had been compiled but before this second questionnaire was distributed for completion to the supervisors of the municipal frontline staff. Permission to conduct the study was obtained from the CoT (see Annexure 5).

A specific research approach should be chosen based on what is being researched and why it is being researched: thus the principle of fit for purpose should inform the researcher's choice. The case study method was utilised in this study. Henning (2004:42) is of the view that case studies require multiple methods to accurately capture the case in some depth, which also assists in establishing the design validity. This is the approach that was followed in this study. Yin (2014:4) is of the opinion that the case study is a research method that can be used in many situations and can contribute to the knowledge of an individual, a group or even an organisation. The need for this type of research results from the objective to understand complex social phenomena, and this type of research provides the opportunity to focus on the case being investigated while taking perceptions of the real world into account. Yin (2014:4) adds that the type of research questions will determine whether the case study method is called for. This method can be used for instance when an extensive description is required of a specific phenomenon. A case study can be seen as an empirical inquiry that examines a current occurrence within a "real-world context" (Yin 2014:16).

According to Yin (2003:xi,3), case study research is a method that is commonly used in public administration to document and analyse implementation processes and the outcomes of public interventions. The lessons learnt from a case study can assist in understanding and gaining knowledge of a particular phenomenon, which will be the case in this study. A case study is primarily a qualitative study design and the "case could be an individual, a group, a community, an instance, an episode, an event, a subgroup of a population, a town or a city" and the "total study population must be treated as one entity" (Yin 2003:xi,3). A case is chosen and then studied or investigated intensively (Kumar 2014:155). Yin (2012:10-11) adds that the evidence obtained when using case study research can include quantitative and qualitative data.

Case study research, which follows a qualitative research approach to examine real-life situations, provides an opportunity to readers to understand complex issues and gain more knowledge (Graham 2011:17). When utilising case studies, researchers must collect data systematically and take steps to ensure the validity and reliability of the data collected. To ensure the success of the case study method, researchers should cautiously design and craft the real-life situation being studied.

In the fields of the social sciences and education, the case study approach has been found to be very popular (Rule and John 2011:1-8), since examining a specific case study is manageable and possible and the approach allows a researcher to choose a familiar and an accessible example. Case studies provide valuable insights and allow systematic and in-depth analyses of a specific situation, an event, an organisation or even a particular person in order to generate knowledge.

Case studies can be used for various purposes, for instance to provide an understanding of an actual situation by describing the case and indicating its relevance to other situations (Rule and John 2011:7). Cases can also be studied to explore a problem within a specific situation or to generate theoretical insights (which could be in the form of grounded theory, which are gained from the case study or which could come from developing and testing existing theory relevant to the case). In addition, a case study could present opportunities of generalisations or transferability based on the illumination provided by other cases. Lastly, case studies can be used to teach and reveal various theoretical concepts.

The location of the case study in this research was the CoT. The case study method was chosen to generate an understanding of the environment of the CoT by providing a description of the environment in which the municipal frontline staff worked. Meticulous care was taken in the collection, analysis and interpretation of data to ensure reliability and validity. The data collection techniques that were used to obtain rich information are deliberated upon in the next section.

1.7.2 Data collection techniques

The techniques of data collection that are used repeatedly are reviews/scrutiny of related literature, questionnaires, interviews and observation (Brynard et al. 2014:40).   In this study, two of the four most frequently used data collection techniques were used, namely questionnaires and review/scrutiny of pertinent literature.

After having identified the problem, the researcher conducted a literature review to ascertain the views and opinions of other scholars about the training of municipal frontline staff in South Africa.   However, no such information could be found. Consequently the researcher perused various official documents obtained from the CoT to get information for the study.   These documents included training manuals that described the training programmes currently available to CoT's municipal frontline staff.   This study utilised both primary and secondary sources of data to gather information and acquire knowledge on the topic.   Brynard et al. (2014:38) refer to primary data as data collected by the researcher concerned, whereas secondary data is referred to as data that has been collected by other researchers. Kumar (2014:171-172) indicates that examples of primary data include interviews, observation and questionnaires, whereas examples of secondary data include client histories, government publications, documents, censuses and personal and service records.   The primary data used in this study was obtained from questionnaires completed by the participating customer care consultants (frontline staff) and their supervisors, while the secondary data included documents and government publications.

According to Coetzee (2007:109), questionnaires can be used to collect data for different training fields. The first questionnaire was a semi-structured, open-ended questionnaire (see Annexure 1) administered to municipal frontline staff.   This questionnaire gathered information for this study in the form of the views of municipal frontline staff. The questionnaire consisted of five questions relating to biographical details and of ten open-ended questions that required respondents to reflect on and provide their perceptions. No specific options were given to choose

from as in the case of closed-ended questions (Bertram and Christiansen 2014:76). The aim of the questionnaire was to ascertain what the municipal frontline staff thought should be included in a skills and development training framework for municipal frontline staff at the CoT. The questionnaire was self-administered by the respondents in the presence of the researcher or a field worker who could assist in case there were any uncertainties during completion.

In the case of a self-administered questionnaire, respondents are asked to complete the questionnaire themselves (Babbie 2013:245). The questionnaires in this study included both open-ended and closed-ended questions. The qualitative data, which was obtained from responses to the open-ended questions, had to be coded before these responses could be processed for analysis. In coding the responses, care had to be taken when interpreting their meanings so as to ensure that they were not misunderstood and that bias did not enter during the interpretation process. It also had to be borne in mind that the answers provided could be irrelevant in terms of the questions posed. In the case of the questionnaire's closed-ended questions, the respondents had to choose an answer from the options (responses) provided. The closed-ended questions were structured to elicit homogeneous or standard responses; therefore these responses were easier to process than the responses to open-ended questions and they could be input directly into a computer for analysis. The main limitation of closed-ended questions is that important responses could have been omitted inadvertently (Babbie 2013:231).

Research conducted by the Centre for Management and Policy Studies (2008) indicated that those who implemented a policy should be involved in its design at an early stage to evaluate its practical implementation. The involvement of the implementers in the process can assist with identifying and managing risks, obtaining the commitment of staff, identifying practical solutions and securing ownership. In the current study, the ownership and commitment of respondents to the process were ensured by having the customer care consultants (frontline staff) and senior customer care consultants (supervisors of frontline staff) complete the questionnaires.

The supervisors of the participating municipal frontline staff completed the second questionnaire (see Annexure 2). This questionnaire was compiled based on the responses of the municipal frontline staff in the first questionnaire. This second questionnaire consisted of a biographical information section and a quantitative section that consisted of closed-ended questions. The supervisors of the municipal frontline staff responded to the questions based on their daily experiences in the municipality.

Both questionnaires were tested by administering them to a few individuals beforehand to ensure that no confusion or misunderstanding was experienced with the questions asked. This process is referred to as piloting the questionnaire (Bertram and Christiansen 2014:77,188) therefore a pilot study was undertaken.

The unit of analysis in this study was the municipal frontline staff at the CoT. A unit of analysis denotes the "type of object whose characteristics interest us and whose characteristics we want to measure and study", and investigators measure an aspect of the unit of analysis (O'Sullivan, Rassel and Berner 2008:135). Units of analysis could also be the units of observation as researchers sometimes observe the units of analysis indirectly (Babbie 2013:98). In the instance of this study, the units of analysis will not be observed.

A method that is used to ascertain whether the data collected from different sources confirms or contradicts each other is that of triangulation (Babbie 2013:117; Bertram and Christiansen 2014:188-189; Yin 2014:120,193). Data collection methods can be combined to state, corroborate or reinforce the research findings (Bryman et al. 2014:62). In the current study, qualitative and quantitative data collection methods were utilised and the data was examined rigorously and triangulated to establish whether the data from one source confirmed or contradicted the data collected from another source. In this way any bias relating to the data sources was neutralised. This process is described in detail in Chapter 5.

1.7.3   Data analysis techniques

Prior to completing the survey questionnaires, respondents were asked to sign consent and confidentiality forms whereby they agreed to the conditions of the study. The first questionnaire compiled for the customer care consultants took the respondents between 15 and 20 minutes to complete and the second survey questionnaire compiled for the senior customer care consultants took the respondents 15 minutes to complete. Both the questionnaires were completed in a face-to-face manner in that the researcher or a field worker was present to give assistance in case any uncertainties were experienced.

The data obtained from the two different survey questionnaires was analysed separately, in other words, in two phases. The full population was targeted as the views of the staff in the different regions and at the different walk-in centres had to be obtained to gain a representative view and to optimise the potential for rich data collection.   The first phase of the data analysis process concerned the questionnaires administered to the customer care consultants. The data obtained from the 77 completed questionnaires out of a population of 112 customer care consultants was gathered and analysed. The second phase of the data analysis process consisted of gathering the data obtained in the 18 questionnaires that were completed out of a total population of 22 senior customer care consultants. All the inclusion criteria were taken into account and no customer care consultant or senior customer care consultant was excluded from participating in this research. Some of the customer care consultants and supervisors of customer care consultants who did not complete the questionnaires were on leave and others indicated that they were not interested in completing the questionnaires. From those respondents who completed the questionnaires, a representative response rate for a sample of the population was obtained.

The respondents completed the survey questionnaires on paper and the data obtained from each respondent in each of the questionnaires was captured in an Excel document. The information in this Excel spreadsheet was checked against the completed questionnaires for correctness and the data was cleansed. Columns

were created in the Excel spreadsheet to define each variable for each question used in the study survey. Each variable was labelled according to each participant's response, and codes were assigned to each participant's response in respect of the different variables of each question. A description of the individual questionnaires is given below.

The first part of each questionnaire consisted of a letter of introduction and an informed consent form. The first survey questionnaire consisted of two sections. The first section consisted of five questions covering biographical particulars, and the second section consisted of 10 open-ended qualitative questions. The thematic content of both the first and second sections of this questionnaire was determined and then analysed. Excel spreadsheets were used to record and analyse the data obtained. The first spreadsheet contained the raw data and the second one contained the codebook for both sections of the questionnaire. The third spreadsheet contained details of the thematic content analysis process relating to the first section of the survey questionnaire while the fourth spreadsheet contained the thematic content analysis relating to the ten open-ended qualitative questions. In Chapter 5, the data obtained from the questionnaire is graphically displayed in tables and graphs.

Qualitative content analysis, which is a systematic coding and categorising strategy to analyse text obtained, was used as it assisted in providing the patterns, trends, relationships and frequency of the words that were used and in describing the characteristics of the content of the data. Qualitative content analysis can be used effectively where very little is known about a specific topic as common issues will emerge and will be reported, which is relevant to this study. The process of content analysis entails using a descriptive approach to code the data and interpret the quantitative counts of the codes (Vaismoradi, Turunen and Bondas 2013:398-400); therefore data is analysed qualitatively and then quantified.

Thematic analysis, which was used together with qualitative content analysis in this study, is defined by Braun and Clarke (in Vaismoradi et al. 2013:400) as "a method for identifying, analysing and reporting patterns (themes) within data" and provides

"a rich and detailed, yet complex, account of the data". Thematic analysis comprises finding commonalities across the data set and providing a "purely qualitative, detailed, and nuanced account of data". Both qualitative content analysis and thematic analysis are used to provide a qualitative analysis of data sets and to break the information obtained into smaller components and to describe these units (Vaismoradi et al. 2013:398-400). Thematic analysis entails designing or conceptualising themes related to the context of the respondents.

The qualitative process used in this study encompassed managing, organising and categorising all the transcribed raw data into codes and themes, which assisted in formulating the constructs for the second questionnaire. In addition, the information obtained from the first questionnaire was clustered during the analysis process and used to design the second questionnaire which would be completed by the senior customer care consultants.

A further technique used was that of statistical cluster analysis to group information that was similar to and different from information contained in other clusters, and this technique disclosed patterns or relationships in the data (*Business Dictionary* 2017). Cluster analysis, which is a statistical exploratory tool to profile respondents, was used to explore the differing profiles of respondents regarding their demographics and views on training programmes. This aspect is dealt with in Chapter 5 of this study.

The second phase of the data analysis was carried out on the follow-up survey questionnaire that was administered to the senior customer care consultants. This questionnaire was designed after analysing the data obtained from the questionnaire administered to the customer care consultants. The second questionnaire consisted of a letter of introduction, an informed consent form, a section containing five questions on biographical details (for completion by the respondents) and another section containing 11 sub-sections with 51 closed-ended questions. The questions in this particular section were presented based on a six-point Likert scale, which ranged from slightly disagree to strongly agree. After each sub-section, the respondents could give their comments in a block provided for that

purpose. The same thematic content analysis procedure that was followed for the first questionnaire was followed for the second questionnaire. In Chapter 5, the information obtained from the second questionnaire is graphically displayed in tables and graphs.

As was the case with the first questionnaire, cluster analysis was employed in respect of the second questionnaire to explore the differing profiles of respondents regarding their demographics and views on training programmes and the components of training. Chapter 5 contains a reflection on the analysis of the second questionnaire and a presentation of the findings made.

The target population of a study forms an integral part of the selected research methodology, and this aspect is revealed in the next section.

1.7.4 Target population and sampling method

A study population is the "total set of units in which the investigator is interested" (O'Sullivan et al. 2008:134). The whole group is the larger set where the sample is drawn from, or the group of respondents that the researcher wants to study (Babbie 2013:115). The sample is selected from the larger set of units or the population and is studied to provide data about the population; therefore the characteristics of the population are indicated by the characteristics of the sample.

The target population must be clearly identified to ensure that the researcher knows who forms part of the population (Babbie 2013:115; Bertram and Christiansen 2014:59; O'Sullivan et al. 2008:134). Kumar (2014:229-230) adds that a sample is a subgroup of the population that the researcher is interested in as the focus of the study is to find answers that relate to the population and not only to the sample.

A sample is chosen from a population because the population may be too large to study or the study may cost too much or take too much time to provide the data needed. In such cases, a sample of the population is selected to provide sufficient information required to produce data that can be studied (Kumar 2014:246;

Plowright 2011:36-37). Kumar (2014:246) also indicates that the sample size will depend on what the researcher would like to do with the findings and what types of relationship the researcher would like to establish. Bearing in mind that the research and the findings reached should be as accurate as possible, a decision is taken to collect data only until saturation point is reached and no new information is forthcoming.

However, for the collection of data in this study a census of the full population of municipal frontline staff and their supervisors was utilised. This census method of data collection was employed as the population was not that large and a high degree of accuracy was required (Farooq 2013). In order to ensure a statistically appropriate response rate, the full population was involved in both instances of the completion of the questionnaires because the responses from all 26 customer care walk-in centres were needed to make assumptions from the data collected. The CoT is divided into seven regions and has 26 customer care walk-in centres where 105 municipal frontline staff and 22 supervisors of municipal frontline staff were employed at the time of the study. The full population (105 municipal frontline staff and 22 supervisors of municipal frontline staff) was approached to complete the two different questionnaires to ensure a statistically appropriate response rate. The researcher or the field worker handed out the questionnaires to the respondents who had agreed to participate. The researcher or a field worker was available to assist the respondents if any questions or uncertainties needed to be cleared up during the completion of the questionnaires.

1.7.5 Ethical considerations

A research study must adhere to certain ethical principles. In this study, care was taken to comply with the ethical principles that are set out in the University of Pretoria's Policy on Research Ethics. The description of the ethical and methodological implications of this study and its content is factually correct and accurate in terms of the Policy on Research Ethics of the University of Pretoria. The study was conducted in strict accordance with the said policy. The privacy of the data collected from the respondents and about the CoT was maintained and

the information collected by means of the two questionnaires was kept confidential. Security procedures for the protection of the privacy of all parties involved were followed and care was taken to avoid any event of possible injury or harm caused by involvement in the study.

Application for ethics clearance was obtained separately from the University of Pretoria's Economic and Management Sciences Ethics Committee for administering the questionnaires to the customer care consultants (see Annexure 3) and to the supervisors of the customer care consultants (see Annexure 4). Approval for the research to be conducted at the CoT was obtained from the municipality (see Annexure 5). Research ethics were taken into account throughout the research process. Assurances of confidentiality were given to the respondents who provided information for the research, and their informed consent and permission were obtained in writing before they completed the questionnaires. Respondents were given the assurance of privacy of information and their approval of the researcher's right to disseminate research information was obtained. The respondents were offered the chance to withdraw from the research at any point.

The various aspects of the research methodology that formed the basis of this study were considered in section 1.7. In section 1.8, the key concepts and terms that are used throughout the research report are clarified to eliminate ambiguity.

1.8   CLARIFICATION OF CONCEPTS AND TERMS

Words have different meanings, and in order to avoid any uncertainty, the central concepts and key terms as used within the context of the research are defined. The following key terms and concepts are defined below: Public Administration and public administration, local government, public human resource management, training, and municipal frontline staff.

1.8.1   Public Administration and public administration

Public Administration refers to the academic subject studied at universities and universities of technology, whereas public administration refers to the strategic and operational activities undertaken within the public sector (Van Wyk in Naidoo 2009a:65). To this definition, Wessels, Pauw and Thani (2014:72) add that the activities (public administration tasks) that are undertaken within government organisations are of interest to the academic subject of Public Administration. As can be deduced from the above definitions, Public Administration refers to the academic discipline that is studied and taught, whereas public administration refers to the functions or the activities that are undertaken in the public sector.

1.8.2   Local government

Local government is regarded as the third sphere of government whereas central or national government forms the first sphere and regional or provincial government forms the second sphere (the *Constitution* 1996). The sphere of government that is closest to the people is that of local government. Local government in South Africa consists of municipalities (Schwella 2015:175). For the purpose of this study, local government is taken to refer to municipalities, which are the closest to the citizens of a country and provide services to them on a daily basis.

1.8.3   Public human resource management

Human resource management incorporates all the activities that are associated with and essential to managing people effectively within a public organisation in the public sector and include functions such as recruitment, selection, training, compensation and employee discipline (Kellough 2011:962). Oke (2015:378-379) states that public human resource management involves the effective management of employees within the public sector to accomplish optimal results with the input of various resources such as money, material, machines, methods and time. All of these contribute to the achievement of goals and objectives.

Implicit in the above definitions and for the purpose of this research, public human resource management is defined as managing public sector employees effectively and consists of the various functions aimed at finding the right person for the job and promoting the effective performance of the work of government in order to optimally reach the stated goals and objectives of government.

1.8.4 Training

In order to provide an all-encompassing definition of training, related key concepts need to be considered. Training is related to acquiring skills. A skill is the capability to perform well at a specific level of competence or proficiency and can be learnt by experience or training and requires constant practice. Soft skills are regarded as intangible abilities that can improve relationships with others, whereas hard skills are related to the activity that has to be performed in the work environment and that can be assessed, and these skills indicate employability. Soft and hard skills supplement each other and reveal the capabilities of an employee (Hendricks 2017).

Training forms part of human resource development, which is referred to as the provision of the various abilities, knowledge and personal and organisational skills that enable a person to function effectively within an organisation. Human resource development includes the following prospects that are offered to employees: performance management and development, training, career development, coaching, mentoring and succession planning. This development can either be formal, for example classroom training for a group of employees, or informal, for example coaching of an employee by a manager (Heathfield 2016).

McKay (2016) argues that career development consists of aspects such as obtaining education and training that are relevant to the career, finding employment and even changing employment in order to progress within the chosen career. Lussier and Hendon (2013:264) add that career development includes the provision of career paths and career counselling to assist an employee to make

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decisions about a future career, to progress within an organisation and to reach personal goals and objectives.

The focus of this study is not on career development or education but on the establishment of a skills and development training framework for municipal frontline staff at the CoT. In this context, training is defined as a systematic process that modifies the knowledge, skills and behaviour of employees (Erasmus et al. 2009:2), which results in improved performance (Wessels 2014:147) and assists the organisation to achieve its objectives (Erasmus et al. 2009:2). According to Wessels (2014:147), training is a planned learning process to improve employees' competencies, skills, attitudes, beliefs, knowledge and behaviour with a view to assisting the organisation to reach its stated goals and objectives.

In the context of this research, training is a deliberate intervention by an organisation to enable employees to gain additional competencies, knowledge, skills, attitudes and behaviour traits to assist the organisation in reaching its pre-determined goals and objectives. Training aims to improve the performance of employees when standards of work have decreased due to a lack of the required skills, knowledge or attitudes.

1.8.5 Municipal frontline staff

Frontline staff include staff members who work directly with clients, customers or recipients of public services and who form part of a greater service delivery or operational group of staff (Centre for Management and Policy Studies 2008). Hartley (2007) describes frontline staff as those members of staff who either directly deliver council services to the public or provide support with the delivery of these services to the public. Lages and Piercy (2012:215) indicate that frontline staff are often the first and only contact that customers have with an organisation.

For the purpose of this study, municipal frontline staff refer to the employees within a municipality who interact directly with members of the public on a daily basis by assisting at the front office with the delivery of services. The terms municipal

frontline staff and customer care consultant (as referred to at the CoT), as well as the terms senior customer care consultant (as referred to at the CoT) and supervisors of customer care consultants, are used interchangeably throughout this study.

1.9   OVERVIEW OF CHAPTERS

The structure of the thesis maps the flow of the research study as presented in each of the six chapters. Following is an outline of the essence of each of the chapters of the thesis:

Chapter 1: General introduction and background

In the introductory chapter, the literature review that was conducted and the motivation for the research were presented. As with any study, limitations were experienced and these were mentioned in the first chapter. The problem statement and the research objectives that flowed from the problem statement were dissected next.   Following on that, the research methodology was presented and the concepts and terms used throughout the research were clarified.   Finally, a preliminary framework of the proposed thesis was presented in the form of a summary of each of the chapters in this study.

Chapter 2: Conceptualisation of training within the discipline of Public Administration

In this chapter, a conceptualisation of the topic of the research, which was explored within the confines of the discipline of Public Administration, is provided and the theoretical framework of Public Administration and public administration is presented. This framework is the result of reflections on the different definitions of Public Administration and the genesis of the subject of Public Administration. The contributions of different disciplines to the field of Public Administration are conveyed, providing an understanding of the six generic administrative functions of Public Administration.   In particular, the human resource function within Public Administration is described. The statutory and regulatory framework for training in

South Africa is explained and this chapter concludes with an elucidation of the functions of the bodies that are involved in municipal training in South Africa.

Chapter 3: A theoretical exposition of the literature on training

This chapter offers an overview of training and provides the theoretical framework of the study. First, training within the context of the adult learning theory is conceptualised, the importance of training within an organisation is considered and the reasons for and benefits of training are addressed. Training within the South African public service and the roles of the trainer and the trainee are presented next. The different types of training strategy and the various categories of training are dealt with and the different training models are described. The chapter concludes with a deliberation on international best practices, which assists in creating the proposed framework for the training of municipal frontline staff. The development of this framework represents the original contribution of this study and it is believed that this framework can fill the gap identified in the scholarly literature in respect of training programmes for municipal frontline staff.

Chapter 4: The case of frontline staff at the City of Tshwane Metropolitan Municipality

This chapter addresses the legislative framework within which local government in South Africa operates, and it gives an overview of the structure of the CoT. The issue of street-level bureaucrats is explored and the role of municipal frontline staff at the CoT is described. Training programmes, which are available to the municipal frontline staff at the CoT, are deliberated upon in the concluding section of the chapter.

Chapter 5: The analysis and interpretation of empirical data

In this chapter, the empirical research that was conducted is explained, the empirical data collection techniques used are expounded upon and the findings are presented with reference to the various research objectives. The proposed inputs of municipal frontline staff and their supervisors to a skills and development training framework (based on the views they expressed in the questionnaires) are conveyed in this chapter.

Chapter 6: Summary, conclusion and recommendations

This final chapter presents a synthesis of the entire study in the form of a summary of the research objectives of the study. Observations and recommendations are made and the findings and conclusions, which are based on the research undertaken, are presented. The skills and development training framework for municipal frontline staff is shared as well as the implementation of the skills and development training framework for the CoT. Finally, proposals for possible future studies emanating from this research conducted are suggested.

1.10 CONCLUSION

The public sector is not viewed in a positive light and access to effective service delivery is a contentious matter. The quality of the lives of all citizens should be improved and citizens should expect to receive professional services from municipal frontline staff. In a citizen satisfaction survey conducted by the CoT, citizens indicated that the expected level of services were not delivered by the municipal frontline staff. Legislation provides very specific guidelines on the ways that members of the public should be treated, but these guidelines are not followed and citizens are disappointed because there is a lack of service delivery.

Being at the coalface of service delivery, municipal frontline staff were the focus of this study, specifically those at the CoT, which was the municipality used as the case study for conducting this research. The purpose of the research was to develop and establish a skills and development training framework for municipal frontline staff at the CoT. The main research instruments that were used were a literature study, analyses of documents of the CoT and two different questionnaires (one completed by municipal frontline staff and one by the supervisors of the municipal frontline staff. The use of these questionnaires and the study of CoT documents were decided upon due to a scarcity of scholarly literature on training programmes for municipal frontline staff in South Africa. Information obtained from the analysis of the official documents complemented the data generated by the questionnaires, and both sets of data were complemented by the information

obtained from the literature review. These three methods were not regarded as mutually exclusive but as methods that supplemented each other throughout the research.

The questionnaires were administered to municipal frontline staff and their supervisors to obtain their views on what should be included in a training programme for municipal frontline staff at the CoT, the development of which was the focus and aim of this research study. The data obtained from these questionnaires, the literature and official documents enabled the researcher to understand and predict what a skills and development training framework for municipal frontline staff at the CoT should comprise. As has been indicated, empirical research on municipal frontline staff training is limited, therefore this study will contribute to fill this gap. A further aim of the study was to contribute to the body of knowledge within the study field of Public Administration. This would be a significant contribution as it would generate debate and elicit discourse.

The first chapter of the study dealt with various introductory aspects and provided an overview of the literature study, the motivation for the research, the limitations of the study, the problem statement and the research objectives. The research methodology was explored, concepts and terms used were clarified and a synopsis of the study's chapters was provided.

The next chapter, Chapter 2, deals with the conceptualisation of training within the discipline of Public Administration, which will ensure an understanding of how training is positioned within the field of Public Administration.

CHAPTER 2

CONCEPTUALISATION OF TRAINING WITHIN THE DISCIPLINE OF PUBLIC ADMINISTRATION

2.1 INTRODUCTION

The first chapter focused on the background of the research to provide an insight into the foundation of the study. The emphasis of this study was on establishing a skills and development framework for municipal frontline staff, and in this chapter the field of public administration in general is analysed so as to indicate where training fits into this field. In this important chapter the foundation for the entire study is laid. Specific attention is paid to the relationship between public administration and public human resource management by providing information on Public Administration as an academic discipline and on public administration as an activity.

Given that the topic of this study falls within the realm of public administration, it is crucial that the concept of training, which was the main focus of the study, be located within the theory of the field of Public Administration. As a point of departure, this chapter provides a perspective on the definitions and the evolution of Public Administration to provide context to the study.

Public administration represents the functions carried out by government officials in their organisations with the purpose of providing services to citizens and improving the general welfare of society. Public Administration as an academic discipline is just over 100 years old, but the activities related to public administration can be traced back to the start of civilization when people began to live together in organised communities.

The environment of public administration is changing rapidly and is constantly transforming, therefore the public sector should be able to continuously adapt to these changes and transformations. One of the means of doing this is to train

public officials in order for their services to remain relevant. Training programmes for municipal frontline staff is of particular importance as these employees are the first contact that citizens have with their local government. Such programmes will assist the employees to obtain the necessary skills, knowledge and attitudes required to be able to perform their jobs optimally and to the best of their ability. These training programmes have to comply with various pieces of legislation, which will be explored later in this chapter. Of importance to consider is that South Africa is a global player in the global market, which necessitates competitive services and training.

This chapter commences with the provision of various definitions of public administration, followed by an explanation of the genesis of public administration. The evolution of the discipline of Public Administration is dealt with next and is followed by a description of the contribution of various disciplines to the field of Public Administration. A synopsis of the six generic administrative functions of public administration is provided, which will elucidate the position of human resources within the field of Public Administration. In addition, the human resource function within Public Administration is considered. The penultimate section describes the statutory and regulatory framework for training in South Africa and the chapter concludes with an exposition of the bodies that are involved in municipal training in South Africa.

2.2   DEFINING PUBLIC ADMINISTRATION

Various definitions of public administration as a function are referred to in order to provide a clear understanding of the study of this activity. Public administration is defined by Pauw (in Wessels et al. 2014:16) as "the organised, non-political, executive functions of the state." Thornhill, Van Dijk and Ile (2014:15) add that public administration is defined as the study of the system and the various processes that are required to ensure that the following is present to reach the objectives of government: policy, human resources, organisational structure, procedures, funds and control measures.

Ott and Russel (in Wessels et al. 2014:72) define public administration as the processes, individuals and organisations that have to execute the legislation or rules that have been approved or issued by the legislature and by executive and judicial authorities. Public Administration is referred to by Thornhill et al. (2014:4) as "the discipline that studies specific phenomena in the public sector" whereas public administration entails the supervisory activities performed within a section or directorate that contributes to making policy, determining work methods and procedures, coordinating government actions, exercising control and managing employee-related matters. Public Administration is regarded by De Vries (2016:210) as a scholarly discipline whereas public administration is the subject of the discipline that can be studied.

Public administration is referred to as an eclectic science as it borrows from other disciplines and does not possess a distinct body of knowledge. Lorenz von Stein, one of the founders of the science of Public Administration, disagreed with the view that Public Administration was a form of Administrative Law. Von Stein was of the opinion that Public Administration was a 'melting pot' of various disciplines, for example, Administrative Law, Political Science, Public Finance and Sociology. At the early stages of its development, Public Administration was seen as an integrating science. Von Stein posited that an interaction was needed between theory and practice but that the theory had to form the foundation for the study of the discipline (Thornhill et al. 2014:4,6).

Public Administration can also be regarded as an art as there are no written rules on how to deal with the management and organisational design of an organisation. This infers that when good solutions have been applied to public administration problems, these 'best practices', when implemented to solve different problems in different environments, can and should be amended to take the specific circumstances of these different problems or environments into account (Fukuyama 2004:189).

Berkley and Rouse (in Wessels et al. 2014:72) are of the opinion that public administration can be regarded as a craft as public officials have to be creative in

realising predetermined objectives. A craft is described by Hill and Lynn (2009:5) as the actions of a public manager that will affect the performance of government, for example by determining goals and objectives, leading by example and practising good leadership skills. From the descriptions provided above, Public Administration can be regarded as a science, an art or a craft. For the purpose of this study, Public Administration is regarded as falling within the ambit of a craft, as the study aims to establish a skills and development training framework (i.e. achieve a predermined objective) for municipal frontline staff at the CoT so as to enable the institution to deliver improved services (i.e. affect the performance of government).

A distinction is made in the literature between Public Administration, which refers to the academic discipline or the theory, and public administration, which refers to that which is studied in the discipline of Public Administration or that which is practised (Wessels et al. 2014:7). Various authors (in Wessels et al. 2014:72) define Public Administration as an "academic subject and its study" and an "academic field which seeks to understand, develop, criticise and improve … professional practice". In other words, Public Administration refers to the "what" that is being studied, and the scholar of Public Administration pays attention to the activities undertaken by government organisations. De Vries (2016:5) states that Public Administration is an academic discipline that is concerned with how government policies and programmes are organised and how public officials behave within the work environment. In the discipline of Public Administration, the object of the discipline, being public administration, or the activities performed by government officials are studied.

Based on the definitions provided above, the definition of public administration that will be used for the purpose of this research is as follows: public administration refers to the non-political functions that are performed by the government in line with the legislation that has been enacted by the legislature. This administration includes a system of processes, namely the six generic administrative functions and the procedures that are implemented by public officials and government organisations to improve the general welfare of citizens in an effective and efficient

manner. The generally accepted definition of Public Administration is that it is the discipline that studies these activities.

2.3   THE GENESIS OF PUBLIC ADMINISTRATION

Dwivedi (2014) refers to the early days when people moved around in search of food and shelter and eventually settled in one area after the dawn of the agricultural revolution. This author adds that administration developed when people started living together in organised societies. Shafritz et al. (in Basheka 2012:26) state that administration and civilization moved in tandem since people who lived together in societies needed to protect themselves from rivals, which required advanced administration. Administration takes place whenever people work together to attain an objective; thus the concept is as old as man (Cloete in Thornhill and Van Dijk 2010:101). It can be said that very few public activities in society are not undertaken by administrators; administrative activities are carried out to improve the daily lives of citizens.

Most government work involves public administration: it is central to governing economies and societies and is critically important in making and implementing decisions that affect members of the public. Public administration is regarded as the "workhorse for government" and to execute this function large numbers of staff are employed to carry out a range of different tasks (Guy Peters, Erkkilä and von Maravić 2016:1-2) that are regarded as the activities of government.

Public administration as an activity and Public Administration as an academic discipline started to attract attention during the latter part of the 19th century. This thesis does not intend to analyse, critique or debate the evolution of the discipline but rather to provide the highlights of the transformation of the activity of public administration and the discipline of Public Administration. The latter is explained in the next section.

2.4 THE EVOLUTION OF THE DISCIPLINE OF PUBLIC ADMINISTRATION

Lorenz von Stein, a German scholar in Public Administration in the late 1800s, is regarded as the European originator of the science of Public Administration. He considered the science of Public Administration to be a mix of various disciplines as it concerned the relationship between theory and practice (Basheka 2012:28; Thornhill et al. 2014:6; Thornhill and Van Dijk 2010:99). The intellectual roots of Public Administration as a discipline were established by Woodrow Wilson, one of the earliest thinkers in the United States of America who referred to Public Administration as a separate discipline of study. Wilson's seminal contribution in 1887 titled *The study of administration* provided the basis for a systematic study of Public Administration. He described Public Administration as an individual subject of study and stressed the need for continued study and research. Wilson was the first to propagate the dichotomy between politics and administration and to stress the importance of training public servants and scientifically studying the discipline of Administration (Wilson 1887:201,215-216). The focus of this study is on the training of municipal frontline staff and what should be included in a skills and development training framework for municipal frontline staff. This study supports Wilson's view of the essential role of training public servants.

Even though Wilson's essay provided more questions than answers, the essay assisted in the establishment of Public Administration as a recognised field of study. Wilson was of the opinion that administration was government in action and that administration was a science, and he came to be known as the father of the study of Public Administration (Basheka 2012:28-29; Dwivedi 2014; Patil 2011; Thornhill and Van Dijk 2010:100; Thornhill et al. 2014:6; Wilson 1887:197-201). Wilson set the tone for the academic study of Public Administration and his essay provided scholarly legitimacy to the concept of separating administration and politics.

Wilson's contribution to the science of Public Administration has relevance for the current study in that this study is located within the scope of Public Administration

and it supports Wilson's view that the training of public servants is essential. In particular, the focus of this study is on the training of municipal frontline staff and on the aspects that should be included in a skills and development training framework for municipal frontline staff.

Henri Fayol, who made a significant contribution to the body of knowledge on management concepts, is considered to be the pioneer of the concept of management. His book, *Administration Industrielle et Generale* (General and Industrial Management) was first published in French in 1916 and was translated into English in 1929, after which it became known in the English-speaking world. He also wrote extensively on the problems of public administration (Rahman 2012:34-35).

Frederick W. Taylor made meaningful contributions to the development of the scientific management movement. He studied the science of work and is often referred to as the father of the scientific management movement. His studies included determining the time it would take a man or a machine to perform a given task, and he also recognised the need to select the right person for the job. Taylor was of the opinion that the employer, the employee and the consumer should all benefit from the working relationship and that management should determine standards, plan work, organise, control and devise incentive schemes (Guy and Rubin 2015:85-86). Both Fayol and Taylor were trained scientists before they became managers in their different fields and they built management theory from observing practical applications in their respective work environments (Rahman 2012:33-39).

Max Weber was a German sociologist who tried to explain the concept of bureaucracy and his name became synonymous with this concept, which in layman's terms means "desk rule". Not only did he contribute significantly to administrative theory, but the bureaucratic model he developed brought about a paradigm shift in the theory of Public Administration (Fransz 2012; Lamidi 2015:4). The aspect of bureaucracy, which has relevance for the current study, will be dealt with in more detail when describing street-level bureaucrats (see section 4.4,

Chapter 4). In short, municipal frontline staff (the unit of analysis of this study) are also referred to as street-level bureaucrats.

Various authors cite the work of Urwick and Gulick who have theorised on the concept of organisation (Guy and Rubin 2015:106; Hill and Lynn 2009:230; Louw 2012:91; Thornhill and Van Dijk 2010:99-100; Thornhill et al. 2014:7). In his definition of an organisation, Urwick focuses on deciding which activities are needed in an organisation, arranging these activities into groups and allocating these activities to individuals. Gulick and Urwick have identified the concept of executive functions and proposed the POSDCORB anagram in which each letter represents a crucial function that a manager has to perform. These functions are planning, organising, staffing, directing, coordinating, accepting responsibility and budgeting. Under the editorship of Gulick and Urwick, a book titled *Papers on the Science of Administration* was published in 1937, a publication which is regarded as a significant milestone in the development of the science of administration (Basheka 2012:42; Louw 2012:91). Six of the seven functions mentioned above make up the generic administrative functions of Public Administration, and these will be dealt with in section 2.6 of this chapter.

Another author who wrote a book devoted to Public Administration was Willoughby. In his book titled *Principles of Public Administration* (published in 1927), he accentuated the move "from legal rules and cases to an efficient bureaucracy – the formal framework and procedures of the administrative machine" (Guy and Rubin 2015:105-107). Management studies then became an essential part of public administration (Guy and Rubin 2015:105-107). Political scientists and management experts worked together to find a way to improve government practice and to assist government in improving its daily functioning (Guy and Rubin 2015:105-107. Public Management encompasses the operational part of the sphere of the study that includes aspects such as the study of leadership, training, counselling, motivation, assessing performance and reporting and planning (Thornhill et al 2014:15). The focus of the current study is on one of these aspects, namely that of training.

As described above, the discipline of Public Administration went through various changes and reforms, and these were set in motion by the views that numerous scholars expressed about the concept. The different times and the different schools of thought and paradigms, as well as the views of prominent scholars, contributed to the growth and development of the discipline of Public Administration, which in turn affected the development of public administration as an activity. Even though the field of Public Administration is eclectic and is still developing, note is to be taken of the contribution of each scholar in making it a robust field of study.

Reflecting on the evolution of the discipline of Public Administration provides useful insights, in that sense enriching the current study, which is located in the field of Public Administration. In tracing the evolution of the discipline from Wilson to modern-day theories about Public Administration, the researcher has indicated the changes that the discipline has undergone. The changes in viewpoints, in particular Wilson's emphasis on the importance of training public servants, have informed the focus of the current study, which is the establishment of a skills and development training framework for municipal frontline staff who deal with public administration (the activity) on a daily basis. In the next section, the study shares some thoughts on the contribution of different disciplines to Public Administration.

2.5   THE CONTRIBUTION OF DIFFERENT DISCIPLINES TO PUBLIC ADMINISTRATION

Lorenz von Stein and other Germans wrote extensively on administrative law and the way it had overruled the discipline of Public Administration. However, because they wrote in German, their works were not generally accessible. Thornhill et al. (2014:5) indicate that von Stein argued that the science of Public Administration represented a melting pot of several disciplines, for example Administrative Law, Sociology, Public Finance and Political Science. This corroborates what was described in the previous section.

Goodnow (1900) and Wilson (1887) (in Guy and Rubin 2015:105; Basheka 2012:34) expressed the opinion that when political scientists and legal scholars agreed that the manifestation and the implementation of the will of the state could be separated, it provided for the advent of Public Administration as a field of study. This change also provided for the politics-administration dichotomy. Goodnow (1900) and Wilson (1887) (in Guy and Rubin 2015:105) reported that the Public Administration curriculum in the early years focused more on politics, economics, history and law and soon thereafter the programmes changed to administrative management programmes that concentrated on "practical, applied and efficiency-minded frameworks". Basheka (2012:36) indicates that Goodnow's book provided a clear insight into the place where public administration was executed, and the politics-administration dichotomy propounded by Goodnow underscored the locus of public administration.

Public Administration came to be recognised as an academic discipline in America between 1914 and the late 1920s. Official training programmes were offered and the first text book dedicated to the academic discipline of Public Administration, which was titled *Introduction to the Study of Public Administration,* was published by White in 1926 (Basheka 2012:40-43). At this time, White proposed that public administration should be a "value-free" science and he reasoned that management instead of politics should provide guidance to the field of Public Administration (Guy and Rubin 2015:105). Rosenbloom (in Guy and Rubin 2015:1) is of the opinion that Public Administration as a field of study has not been associated with a dominant paradigm since the late 1940s and that research in this field continues, which suggests that the field of study remains inadequate.

Mayo, Barnard, McGregor, Maslow and Simon were not Public Administration scholars but they conducted management studies that the public administration community benefitted from as the academic agenda of Public Administration during the 1950s and 1960s was philosophical in nature. Dwight Waldo sponsored the Minnowbrook I Conference during 1968 with the aim of pursuing the establishment of a separate identity for public administration. At this conference the participants indicated their wish that the field of public administration should be based on

participation, relevance, values, change and social equity (Bowornwathana 2010:S64; Cameron and Milne 2009:381-382; Guy and Rubin 2015:108). Guy and Rubin (2015:108) are of the opinion that these principles formed the basis of the field of Public Administration during the 1970s and 1980s and later of the New Public Administration which was "clearly policy-oriented, normative and anti-behavioral".

Public Administration continued to grow even though scholars were of the opinion that the field lacked intellectual matter as it had rejected the principles and the science of administration and was left with political philosophy and management knowledge, both borrowed, and which then left public administration in a crisis. The Minnowbrook II Conference was held twenty years later where displeasure was expressed regarding the theoretical and methodological content of the field. During the 1990s, Waldo expressed the view that the field had grown substantially in these areas, yet McCurdy and Cleary (in Guy and Rubin 2015:108) argued that "research methodology in public administration remains weak and fragmented" and that a change was needed as the field was not generating its own original research or work.

Public Administration has been influenced by many disciplines over the past decades. As a social science, Public Administration is not static: it changes constantly as new societal demands are placed upon the discipline. In keeping with the changing needs of citizens, societies change, and, by implication, the activity of public administration (also within a municipality) changes. Therefore municipal frontline staff must take cognisance of these changes in the daily execution of their activities and should be trained to keep abreast of these changes. In that way they will be able to deal with societal changes and meet the changing needs of the citizens of Tshwane.

The next section will deal with the six generic administrative functions of Public Administration.

2.6 THE SIX GENERIC ADMINISTRATIVE FUNCTIONS OF PUBLIC ADMINISTRATION

Schwella (in Wessels et al. 2014:106-107) argue that the six generic administrative functions that Cloete proposes in his book (published in Afrikaans under the title *Inleiding tot die Publieke Administrasie* in 1967) do not satisfy the needs of the changing South Africa. Other authors (Cameron 2008:45; Cameron 2013:569; Chipkin and Meny-Gibert 2012:103; Tshikwatamba 2007:753) also contest the validity of these generic processes, indicating that they do not provide direction regarding complex government challenges and that they lack relevance.

According to Cloete, the father of Public Administration in South Africa, Public Administration consists of six generic administrative functions (or processes), namely policy-making, organising, financing, personnel provision and utilisation (or human resource management), determination of work methods and procedures, and determination of measures of control (Schwella in Wessels et al. 2014:112). In order to elucidate these functions of Public Administration, each process is considered briefly in the subsections that follow.

2.6.1 Policy-making

A policy is formulated as a result of many decisions that have been taken regarding a specific aspect with a view to meeting the requirements of citizens. A policy can be either informal or it can be formal (e.g. new resolutions or formal rules implemented by legislation). Organisations consist of hierarchies of people who execute day-to-day activities that are regulated and guided by policy directives, for example legislation, regulations, proclamations and instructions. There are four levels of policy, namely political policy, political implementation policy, administrative executive implementation policy and operational policy (Thornhill 2012a:124-132). Policy directives can be in the form of legislation that is passed by Parliament and provincial legislatures or they can be resolutions made or by-laws or procedure codes approved by municipal councils (Thornhill and Cloete

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2014:152). An example of legislation that is relevant to this study is the Skills Development Act, 1998 (Act 97 of 1998).

A piece of legislation is guided by government policy, and government policy is guided by the needs and expectations of citizens (Thornhill 2012a:132-136). Various factors influence policy, and those that are relevant to this study have been deliberated upon in great depth in Chapter 1, section 1.2. Important to recognise is that, as society changes, the needs of citizens change and their changing needs and expectations must be taken into account in the implementation of policy. This also applies to policy at developmental local government level – citizens expect to receive quality service delivery (i.e. the service delivery they need) from their municipality.

2.6.2 Organising

The process of organising consists of categorising and arranging functions and assigning the different functions to different organisations and workers in a systematic manner to ensure the achievement of predetermined objectives. Groups of employees consist of individuals who are each given specific tasks to perform and who are required to work together to accomplish a particular objective of the organisation. The organisational structure comes to life with the appointment of employees to perform the functions required within the organisation (Thornhill 2012a:166-167). People are employed and processes are arranged to achieve set objectives; for example, in the CoT, the objective of organising the functions of municipal frontline is to deal effectively with the enquiries of citizens on a daily basis.

2.6.3 Financing

Thornhill (2012a:192-193) states that no organisation can perform any work without money, and public organisations are reliant upon citizens for income that allows them to carry out the functions of the state. A budget can be regarded as a plan of the work that the executive has to implement for the year. According to Thornhill

(2012a:201-209), the budgetary procedure consists of the following three steps: preparing the budget, approving the budget by the legislators and executing or implementing and controlling the budget. Control is a very important aspect of the finance process as the legislature is responsible for transactions related to collecting and spending public funds. Govender and Reddy (2012:71) point out that, on local government level, municipalities are the guardians of public funds and are responsible for the provision of basic services using public funds. This implies that municipal frontline staff should deliver services to the public in a manner that is efficient and does not waste public funds.

2.6.4 Human resource management

Human resources represent the most important resource in the public sector as the employees are the ones who have to implement the approved policies (Thornhill 2012b:64). Once policy has been implemented, organisational arrangements have been put in place and money has been provided, people can be appointed to fulfil the various functions. People are needed to perform specific jobs within an organisation, and specific people are required at specific times to perform specific functions so that the organisation can meet its objectives. The specific functions that have to be carried out in regard to human resource management are human resource planning, job analysis, recruitment, selection and placement, retention and termination of services (Thornhill et al. 2014:323).

The functional activities of human resource management comprise personnel provision functions, support functions and training and development functions. Personnel provision functions include the creation of posts or determining the establishment of posts, recruitment, placement, probation, promotion, transfer and reassignment, and termination of service. Support functions entail determining conditions of service, keeping records, settling grievances, establishing employer-employee relations, doing joint consultation, conducting research and ensuring employees' health, safety and welfare. The third functional activity, namely that of training and development, consists of induction or orientation, training and development. The three functional activities are not performed in isolation of each

other but must be integrated (Thornhill 2012a:229-242). This study, which falls under the sub-discipline of human resource management, is concerned with training and development, and specifically with the training of municipal frontline staff at the CoT. This aspect of the study receives detailed attention in Chapter 3. To elucidate the focus of the study (i.e. the training of municipal frontline staff at the CoT), literature on the theory of training will be reviewed.

2.6.5 Work procedures

Work procedures were developed in the manufacturing industry with the goal of increasing efficiency in organisations (Nzewi 2013:7,15-16), which implies increasing their productivity. The advantages of work procedures can be summarised as follows: they ensure consistency; they ensure that activities are carried out effectively and efficiently so that objectives can be met; and procedures are flexible and can be changed over time to take new developments into account so as to avoid procedures becoming obsolete. Work procedures can be implemented to constantly improve the way activities are carried out, and procedures can be measured to indicate the extent to which the procedures have been successful or not. However, work procedures also have shortcomings, for instance, unstructured or informal work processes are a challenge to work procedures, and if these processes cannot be translated into work procedures, the goals of the organisation will be negatively affected. As regards the current study, work procedures can provide the municipal frontline staff with clear guidelines on how to deal with a specific query from members of the public, which will ensure consistency when dealing with the same type of query.

2.6.6 Control

The last generic administrative function deals with control of all the activities that are carried out in the public sector. Control is essential as activities should always be to the advantage of the citizens of the state. Members of the public must apply control measures to confirm that the activities of public officials are aimed at achieving set objectives, and public officials must account for activities undertaken.

Various formal control measures exist and are as follows: inspection and investigation, written reports, performance management, cost comparisons and cost analysis, auditing, cost accounting and statistical returns. The set objectives will have been reached when resources have been used frugally and when there are indicators that expose when officials have deviated from the objective and when corrective action has to be implemented (Thornhill 2012a:270-276). As far as the CoT is concerned, its frontline staff should carry out their activities according to the objectives of the institution and they should be held accountable for their actions at all times.

The six generic administrative functions were described in this section. The human resource management function, which forms part of the six generic administrative functions, will be dealt with in the next section. Specific attention will be paid to training, which is the focus of this study and which forms part of the human resource management function.

2.7 THE HUMAN RESOURCE MANAGEMENT FUNCTION WITHIN PUBLIC ADMINISTRATION

The lifeblood of any organisation is its people and they form the core of the organisation. When the human resource management function is carried out effectively, the development of a highly skilled and motivated workforce can be ensured. Public human resource management has evolved significantly over the past decades and is a dynamic field of study (Veeran 2011:1087). As mentioned in the previous section, the specific functions that have to be carried out to attain effective human resource management are: human resource planning, job analysis, recruitment, selection and placement, retention and termination of services (Thornhill et al. 2014:323). These functions are dealt with separately in sections 2.7.1 to 2.7.5.

2.7.1 Human resource planning

Thornhill et al. (2014:323) are of the view that human resource planning is a process that ensures that an organisation recruits applicants, fills vacancies and employs satisfactory, suitable employees who possess the necessary skills to perform the activities the posts require so as to realise the goals and objectives of the organisation. In the appointment of the municipal frontline staff at the CoT, the competencies required of the customer care consultants must be taken into account to ensure that the correct people are appointed who possess the required skills to enable the CoT to achieve its goals and objectives.

2.7.2 Job analysis

The jobs in an organisation consist of different positions and are graded according to their nature and complexity as well as the skills and responsibilities that the jobs require. The different jobs are also classified into different sections and hierarchies according to the functions that have to be performed by each section, and the same jobs are classified under the same sections to ensure the smooth flow of the work to be performed (Thornhill et al. 2014:323). The jobs of the customer care consultants at the CoT are categorised differently than the jobs of the senior customer care consultants because the former report to the latter. The duties of the customer care consultants encompass dealing with the queries of citizens on a daily basis whereas the senior customer care consultants manage the work of the customer care consultants.

2.7.3 Recruitment, selection and placement

The aim of recruitment is to obtain a suitable applicant for a vacant position whereas selection and placement refer to choosing the correct person with the required knowledge and skills to be appointed to the position (Thornhill et al. 2014:323). Within the CoT, the minimum qualification requirement of a customer care consultant is a matric certificate or an NQF 3 qualification, and this must be

taken into account during the recruitment, selection and placement processes. This will ensure that the correct person is appointed to the position so that the goals and objectives of the municipality can be reached and effective service delivery can be provided.

2.7.4 Retention

Retention entails ensuring that employees remain in the employ of an organisation, and retention can be ensured by motivating employees in various ways. Personnel training and development, including the learning that employees undertake to increase their level of knowledge about and skills in specific aspects of their jobs, ensure that they are better equipped to do the job and cope with the work environment (Veeran 2011:1086-1087) and consequently that they are motivated to perform well and to remain in the employ of the organisation (Thornhill et al. 2014:323,328). Governments must take the initiative to provide training, as training has a positive effect on motivating the employees not to leave the organisation (Veeran 2011:1092,1094), in other words, the organisation will retain the services of these employees. Therefore, the training and development of the customer care consultants are important functions that must be performed to improve the level of service delivery within the municipality. As indicated earlier in the study, it was established that the citizens were not satisfied with the level of service delivery they received and that training and skills development could improve service delivery at the CoT. These aspects form the focus of the current study.

The training of municipal frontline staff is the focus of this study and in this context it falls within the ambit of the retention of staff. Training is clarified and explained in detail in Chapter 3.

2.7.5 Termination of services

This function is carried out when an employee retires, resigns or is dismissed as a result of disciplinary action or when an employee cannot work any longer due to ill health or dies (Phago 2016:286-287).

To conclude, the functional activity of human resource management that is important in the context of this study is training and skills development because training employees can assure service delivery improvement. This is specifically in the case of municipal frontline staff at the CoT, which forms the focus of the study. The statutory and regulatory framework for training within the South African public sector is reflected upon in section 2.8.

2.8 THE STATUTORY AND REGULATORY FRAMEWORK FOR TRAINING IN SOUTH AFRICA

Various pieces of legislation have been promulgated to significantly transform the face of education and training in South Africa, influencing and affecting the manner in which the issue of training is dealt with in the country. In this sense, the various legislative bodies influence the functioning of municipalities, an aspect that is explained throughout this section. Legislation provides certain prescriptions that have to be adhered to in the daily functioning of the public sector. Many new laws were promulgated in the 1990s and these brought about changes in statutory and regulatory frameworks in South Africa. The laws and regulations relevant to this study are considered individually to indicate their roles and functions within education and training, specifically with reference to municipalities.

2.8.1 White Paper on the Transformation of the Public Service

The purpose of the White Paper on the Transformation of the Public Service (hereafter referred to as the WPTPS) is to institute a policy agenda to assist in introducing and implementing new guidelines and strategies that are intended to transform the South African public service (Department of Public Service and Administration 1995:1.3). As far as local government is concerned, this White Paper addresses the importance of transformation with regard to local service delivery and the quality of the service delivered and it requires that the guidelines specified must be adhered to (Department of Public Service and Administration

1995:1.4). The vision of the South African Government is to constantly improve the lives of South African citizens by means of a transformed public service that responds to citizens' needs and that is effective and efficient (Department of Public Service and Administration 1995:2.1).

The Government foresees a public service that delivers quality service in an unbiased and impartial manner to all South Africans (Department of Public Service and Administration 1995:2.1). The mission of the Government, according to paragraph 2.2 of the White Paper (Department of Public Service and Administration 1995), is to create a citizen-centric public service that is driven by the people and is characterised by quality, equity, timeliness and a strong code of ethics. Some of the goals are to encourage human resource development and training as an essential requirement for effective transformation and institution building, improvement of the quality of services delivered and the upgrading of the standards of efficiency and effectiveness (Department of Public Service and Administration 1995:2.2).

Paragraph 13.2 of the WPTPS (Department of Public Service and Administration 1995) indicates that training can furnish public servants with the required competencies, skills and knowledge to carry out their jobs effectively. Skills that must be honed are occupational skills, technical skills, professional skills, pioneering skills, problem-solving skills, leadership skills to empower public servants to participate in management, team-building skills and decision-making skills. Training has to be incorporated into the strategic plans of public service organisations to ensure that the skills can be implemented to create a citizen-centred public service. Training has to be needs based and ongoing and must be viewed as a collaborative process in which trainees and trainers participate.

Training must be related to service delivery and customer care and the emphasis must be on competency-based training in particular work environments. Training programmes need to be adaptable, and in-service training must be in line with the NQF. Training targets include the orientation and induction of new employees as well as the reskilling of public officials who have been in the public service for a

longer duration (Department of Public Service and Administration 1995:13.3). Erasmus et al. (2009:21) add that if training is well planned and executed, the individual and the institution as well as the country will benefit.

From the above it can be deduced that the vision of the South African Government necessitates the establishment of an effective, efficient and responsive public service. Services must be provided in a fair and impartial manner and human resource development and training are perceived as conditions for actual change. Training of public servants is required to provide them with the skills and knowledge that will enable them to carry out their daily tasks in a professional manner.

2.8.2 *South African Qualifications Authority Act*

The South African Qualifications Authority (hereafter referred to as SAQA) was established by an Act of Parliament, the *South African Qualifications Authority Act, 1995 (Act 58 of 1995).* Section 5 of the *South African Qualifications Authority Act, 1995 (Act 58 of 1995)* stipulates the functions of SAQA as follows:

i.   To supervise the development of the NQF by creating policies and standards for the registration and accreditation of training organisations and for the accreditation of monitoring and auditing bodies according to predetermined standards

ii. To manage the execution of the NQF through processes such as registration, accreditation and implementation of functions assigned to various organisations and to see to it that national standards and qualifications are registered on the framework and benchmarked internationally

iii. To advise the Minister on the registration of standards and qualifications

iv. To manage the finances

SAQA has to manage the development and execution of the NQF regarding the changes in the training system in South Africa and is responsible for implementing the SAQA policies and decisions. The regulations of the Education and Training Quality Assurance (hereafter referred to as ETQA) body, which were published in

1998, provide for the accreditation of ETQA bodies. The ETQA is the authority that registers assessors, endorses suppliers of education and training standards and qualifications that are registered on the NQF, monitors services, evaluates assessment and facilitates the moderation of suppliers (SAQA 2009).

Chapter 4 of the *National Qualifications Framework Act,* 2008 (Act 67 of 2008) deals with SAQA and its continued existence because the *South African Qualifications Authority Act,* 1995 (Act 58 of 1995) was repealed by the *National Qualifications Framework Act,* 2008 (Act 67 of 2008). Section 10 of the *National Qualifications Framework Act,* 2008 (Act 67 of 2008) states that SAQA will continue to function as SAQA. The objectives of SAQA, according to section 11 of the *National Qualifications Framework Act,* 2008 (Act 67 of 2008), are to implement the objectives of the NQF, manage the implementation and the development of the NQF and manage the frameworks.

Section 13 of the *National Qualifications Framework Act,* 2008 (Act 67 of 2008) states that, in order for the objectives of the NQF to be reached, SAQA must, among other things, execute its roles within the limits of the *National Qualifications Framework Act,* 2008 (Act 67 of 2008), manage the execution of the NQF and ensure that the objectives are achieved. SAQA must cooperate with equivalent international bodies on mutual aspects concerning a qualifications framework, conduct and publish studies on the influence of the NQF on education, training and employment in South Africa, and inform the public about the NQF.

2.8.3 White Paper on Education and Training

The White Paper on Education and Training (South Africa 1995) states that South Africa needs citizens who have a strong educational base and who possess the aspiration and aptitude to learn, acquire skills, knowledge and technologies so that employees will be able to move with ease between occupations. For training to be successful, employees should take responsibility for performance within the work environment, plan and achieve high standards, and work well with other colleagues in their work environment.

The above statements are corroborated by Ball (SAQA 2009) who argues that learners in the 21st century must be flexible generalists. Therefore, employees must be equipped with the necessary skills, knowledge and attitudes and must adjust and adapt to any work environment so as to contribute to the South African skills base.

2.8.4 *Constitution of the Republic of South Africa*

Section 195(1)(2) of the *Constitution* states that public administration must be executed in accordance with the democratic standards stipulated in the *Constitution* and must be observed on a daily basis in the execution of activities. A few examples of these standards that public officials have to adhere to, and which are relevant to this study, are as follows:

  i. Ethical behaviour must be encouraged and preserved.
  ii. Resources must be utilised efficiently and effectively.
  iii. Services must be delivered objectively, equally and without favouritism.
  iv. Public officials must respond to the needs of citizens.
  v. Citizens must be provided with timely and correct information.
  vi. Human potential must be developed and human resource management must be implemented in a positive manner.

Section 195(3) of the *Constitution* stipulates that legislation must ensure that the standards stated above are encouraged and supported at all times. The *Constitution* is the overarching piece of legislation in South Africa; therefore it has to be adhered to by all public servants and citizens alike. The sections mentioned above deal with the manner in which public servants should act in the work environment and how they should treat citizens, which is what this study is concerned with.

2.8.5 White Paper on Transforming Public Service Delivery

Fraser-Moleketi and Van Dyk-Robertson (2005:565) indicate that South Africa went through a policy-borrowing era during the post-apartheid period and that the White Paper on Transforming Public Service Delivery (hereafter referred to as the WPTPSD) (Department of Public Service and Administration 1997c) (also known as the *Batho Pele* White Paper) is one of these borrowed policies. This White Paper is a very close rewrite of the British People First policy, which could explain why South Africans have such difficulty in adopting the policy and embedding it as part of the country's institutional culture (Fraser-Moleketi and Van Dyk-Robertson 2005:565).

The purpose of the WPTPSD (Department of Public Service and Administration 1997c) is to provide a policy guideline and a plan of action for transforming public service delivery, and its main objective is the improvement of service delivery (Department of Public Service and Administration 1997c:1.1.1). It makes the important observation that citizens assess public service on the effectiveness of its service delivery. The scope of this White Paper (Department of Public Service and Administration 1997c:2) is all areas and employees of the public service, for example local government, parastatals and teachers and it is interesting to note that the focus of this White Paper is the improvement of public service delivery.

Paragraph 4.4.3 of the WPTPSD (Department of Public Service and Administration 1997c) specifies that employees who work with customers on a daily basis must be monitored on a regular basis and non-performance should not be tolerated. Further training should be provided to the employees who deal with customers directly, whether by telephone, in writing or face-to-face. Such training should focus on improved service delivery, and the training should not require additional financing but current training programmes should rather be reorientated. Equally important is that senior managers should set an example to junior employees as they will pick up the unspoken messages. Senior employees should ensure that the organisational values and behavioural norms are consistent with *Batho Pele* principles.

The WPTPSD (Department of Public Service and Administration 1997c:4.4.4) also states that an essential facet of encouraging customer-centric behaviour is to involve employees who deal with the public on a regular basis. These employees should be involved with suggesting ways of improving customer service, suggestions that should be taken seriously by senior managers as these employees have an accurate appreciation of the needs of the public. In this study, the customer care consultants were involved in the collection of data to ascertain what they thought should be included in a training programme for customer care consultants at the CoT. Paragraph 4.4.4 of the WPTPSD stipulates that managers should receive direct feedback from frontline staff and that they should regularly monitor the work environment of frontline staff.

This White Paper focuses on the practical implementation of the transformation of public service delivery and provides examples of how public service delivery can be improved. Some of these examples are: providing training to frontline staff, using current training programmes, reorienting the focus to service delivery, and requiring managers and supervisors to set an example in the daily execution of tasks.

2.8.6 White Paper on Public Service Training and Education

The principal aim of the White Paper on Public Service Training and Education (Department of Public Service and Administration 1997b) is to set clear guidelines for the implementation of this White Paper. The expected outcome of this White Paper, which is linked to the NQF and SAQA frameworks, is changing education and training in the public service to an instrument that is vibrant and proactive. According to paragraph 2 of the Executive Summary of this White Paper (Department of Public Service and Administration 1997b), the main problems to be addressed are three-fold:

i.   The disjointed approach to education and training within the public service results in the lack of responsibility for providing for public servants to be empowered.

ii. There is a lack of a competency- and needs-based approach to public service education and training.

iii. The training and education provided by in-service and external providers are unsuitable.

The vision of the WPPSTE (Department of Public Service and Administration 1997b) is to develop a committed, dynamic and citizen-centred public service that employs public servants who are productive and whose potential is fully developed by means of applicable and suitable education and training programmes. In an endeavour to reach this vision, the stated mission of the policy is to create a framework that ensures the provision of acceptable public service education and training that meet present and future needs of public servants.

As stated in section 5.5 of the Executive Summary of the WPPSTE, prescribed courses must be reviewed and replaced with the core competencies required for different job grades. This will allow for flexibility in design and delivery and for departments and provinces to be given the opportunity to decide on elements of design and delivery in collaboration with training providers (Department of Public Service and Administration 1997b). Paragraph 5.6 of the said Executive Summary stipulates that more effective structures must be established to ensure uniformity and quality of training outcomes. Furthermore, paragraph 5.8 states that suppliers of training must be assessed and accredited in accordance with the requirements of the NQF and that these suppliers can only tender to provide training in the areas in which they have been accredited.

To summarise, the objective of this White Paper is the improvement of service delivery. The Government of South Africa is intent on improving the level of service delivery in the country as it recognises the importance of excellent service delivery globally. Staff development and education to meet specific and individual needs can be facilitated by assessing the needs of individual employees and introducing personal development plans and suitable forms of training (Department of Public Service and Administration 1997b:5.10).

In paragraph 1.1.1 (Part 1, Chapter 1) of the WPPSTE it is stated that the Government is committed to the transformation of the public service through the WPTPS (Department of Public Service and Administration 1995). This transformation is stimulated by the vision of a people-centric public administration that adheres to the principles of high ethical standards, fairness, quality and professionalism (Department of Public Service and Administration 1997b).

In paragraph 1.1.2 (Part 1, Chapter 1) of the WPPSTE (Department of Public Service and Administration 1997b) it is stated that the introduction of adequate training programmes is regarded as essential to the successful implementation of the WPTPS in the public service. It elaborates on this by stating that both local and international scholars agree that training and education programmes can substantially improve the performance of public servants. In the current study, this will be clarified in Chapter 3.

Paragraph 1.4.1 (Part 1, Chapter 1) of the WPPSTE (Department of Public Service and Administration 1997b) focuses on the training programmes that should build the skills, knowledge and attitudes that public servants require to perform their daily activities efficiently and effectively as is required in the WPTPS (Department of Public Service and Administration 1995). This combination of skills, knowledge and attitudes is referred to as the capacity of public servants to be efficient and effective. The capacity that is required differs from job to job; for example, the capacity of a senior manager would be different to that of a frontline staff member.

In paragraph 2.2.8.1, Chapter 2 of the WPPSTE (Department of Public Service and Administration 1997b) it is indicated that training programmes should be flexible, based on the needs identified, and competency-based. The vision of the WPPSTE is grounded in the conviction that an organisation is as strong as its employees and that training must play an important role in developing the new public service (Department of Public Service and Administration 1997b:3.1.2).

In paragraph 5.6.1, Chapter 5 of this White Paper it is stipulated that setting the priorities for training must be the role of the departments in which the training is

provided as this will ensure that the programmes are individualised and that they meet specific requirements and conditions. Although the WPTPS (Department of Public Service and Administration 1995) identifies competency-based training, personal effectiveness, customer care training and life skills training for frontline staff as national training priorities for the short- to medium-term and provides many requirements and information on what to implement as training priorities (see paragraph 5.6.2, Chapter 5 of the WPPSTE), it is indicated in paragraph 2.2.1, Chapter 2 of the WPPSTE that frontline staff have so far been provided with minimal training opportunities.

Training is regarded by Government as a crucial component in transforming the public service, as is articulated in this section of the study as well as in previous sections on legislation. The importance of training within the South African public service cannot be emphasised enough.

2.8.7 *Skills Development Act*

The aim of the *Skills Development Act,* 1998 (Act 97 of 1998) is to provide an institutional framework for the formulation and execution of national, sector and workplace strategies to improve the skills of the South African workforce and to incorporate the national qualifications framework that is referred to in the *South African Qualifications Authority Act,* 1995 (Act 58 of 1995). The *Skills Development Act,* 1998 (Act 97 of 1998) encourages the introduction of learnerships within the work environment with the aim of honing skills.

As set out in section 2 of the *Skills Development Act,* 1998 (Act 97 of 1998), the purpose of this Act is to improve the productivity of the South African workforce, provide them with opportunities to learn new skills and improve existing skills, provide opportunities for work mobility, motivate employers to use the workplace as an active learning environment, and provide new employees with opportunities to gain work experience. The *Skills Development Act,* 1998 (Act 97 of 1998) recommends that staff be encouraged to attend quality training programmes to ensure that they gain the necessary skills, knowledge and attitudes to be productive

and professional whenever they deal with the public. In the *Skills Development Amendment Act,* 2008 (Act 37 of 2008), certain changes relating to skills development have been made with the aim of accelerating the learning of scarce and critical skills in the country. To achieve this, more flexibility is provided and the promotion and development of artisans are addressed. For instance, the term learnership is replaced with the term learning programme (which includes a skills programme or a structured work experience component), or apprenticeship.

2.8.8 *Skills Development Levies Act*

The purpose of the *Skills Development Levies Act,* 1999 (Act 9 of 1999) is to provide for a skills development levy. It establishes a compulsory levy to fund education and training as foreseen in the *Skills Development Act,* 1998 (Act 97 of 1998). Section 3(3) of the *Skills Development Levies Act,* 1999 (Act 9 of 1999) requires municipalities to pay, as from 1 April 2002, 1% of their total expenditure on salaries to fund training programmes for employees.

The lack of skilled employees in South Africa hinders the competitiveness of the country; therefore the levy is to be used to expand the skills and knowledge of the workforce through following innovative approaches to training programmes aimed at improving the employability of staff. Participation in this levy scheme should benefit employers as they would be able to appoint people from a skilled and productive workforce.

2.8.9 *Local Government: Municipal Systems Act*

The *Local Government: Municipal Systems Act,* 2000 (Act 32 of 2000) was promulgated to, amongst other things, "provide a framework for local public administration and human resource development" and to create a framework to "build local government into an efficient frontline development agency", which would lead to the social and economic upliftment of communities, as stated prior to the Preamble of the Act. Section 68 of this Act promotes the development of the human resource capacity so that functions and powers are exercised in a cost-

effective, efficient and accountable manner. This development should comply with the requirements specified in the *Skills Development Act,* 1998 (Act 97 of 1998) and the *Skills Development Levies Act,* 1999 (Act 9 of 1999).

In terms of the *Skills Development Levies Act,* 1999 (Act 9 of 1999), a municipality receives a training levy. If the funds are not sufficient, the municipality can apply to the Local Government Sector Education and Training Authority (hereafter referred to as the LGSETA) for additional training funds. According to the *Local Government: Municipal Systems Act,* 2000 (Act 32 of 2000), a municipality can budget for the development and implementation of training programmes. It is evident from this Act that funds are available to municipalities to conduct training programmes. However, this Act, or the amendments to this Act in 2003 and 2011, does not specify the types of training programmes to be provided to municipal staff.

2.8.10 Human Resource Development Strategy for the Public Service

The Human Resource Development Strategy (Department of Public Service and Administration 2002:1.1.1) seeks to provide opportunities for human resource development and ensures that constitutional provisions are implemented to increase employer participation in lifelong learning in the public service, which is one of the five strategic objectives of this strategy. The apartheid system had put in place a skewed structure according to which insufficient, inferior services were available to the larger part of the populace. Since 1994, the Government has been challenged to create a new public service that is needs-based and demand-driven.

To achieve these objectives, the Government has had to create the basic conditions necessary to improve service delivery, namely:

i. Availability of resources
ii. Infrastructure
iii. Systems

iv.   Relevant competencies (Department of Public Service and Administration 2002:2.1)

The Human Resource Development Strategy for the Public Service (Department of Public Service and Administration 2002:2.1) specifies that government departments must be converted into learning organisations where:

i.   the organisational learning system includes the culture, structure and strategy of the organisation;
ii.   employee learning is enabled and the organisation continuously changes;
iii.   it is accepted that learning occurs constantly at all levels and must flow freely; and
iv.   learning improves knowledge and understanding of each other and improves the work environment.

The public service requires relevant skills to implement the policies that have been introduced to improve the quality of service, and the Human Resource Development Strategy for the Public Service (Department of Public Service and Administration 2002:2.1) emphasises the importance of public officials having the relevant skills to effectively perform their daily activities.

2.8.11 *National Qualifications Framework Act*

The *National Qualifications Framework Act,* 2008 (Act 67 of 2008) was promulgated to make provision for, among others, the NQF, SAQA and quality councils. In the preamble to this Act it is stated that the progression of learning is a crucial trait of a free and democratic nation and that national training and education qualifications must be recognised and quality assured. According to section 3 of the *National Qualifications Framework Act,* 2008 (Act 67 of 2008), this Act has relevance for all qualifications offered by skills development providers and education institutions. The NQF is a framework or a set of principles and guidelines integrating training and education qualifications into one national structure of recognised qualifications. The NQF provides records of student achievements to

ensure that these are recognised nationally, that the system is a combined one and that life-long learning is encouraged (SAQA 2009).

The NQF is a comprehensive system that classifies, registers, publicises and articulates quality-assured national qualifications. The objective of the NQF is to contribute to the full personal development of each student and all citizens. The following specific objectives are outlined in section 5 of the *National Qualifications Framework Act,* 2008 (Act 67 of 2008):

    i.   To construct a combined national framework for achievements in learning

    ii.   To facilitate access and assist with mobility and progression within training, education and career paths

    iii.   To improve the quality of training and education

In section 5(3) of the *National Qualifications Framework Act,* 2008 (Act 67 of 2008) it is stated that SAQA must achieve the goals and objectives of the NQF by sustaining a combined and transparent national framework for recognising learning achievements to make sure that South African qualifications meet the determined standards, are internationally comparable and are of satisfactory quality. These objectives of the NQF directly address both global and national challenges that students in South Africa face.

The *National Qualifications Framework Act*, 2008 (Act 67 of 2008) plays an important role in the recognition of learning that takes place and of training qualifications that have been obtained and in ensuring that quality assurance takes place. The education and training landscape has changed in South Africa in the sense that the focus is now placed on accredited training providers, and standards and qualifications should be registered on the framework and should be internationally comparable.

It is evident from the legislation analysed in this section that training plays an important role in the various municipalities. By providing training opportunities the potential of staff should be nurtured, their knowledge should be increased, their skills and attitudes should be improved, and they should be equipped to perform

their functions to the best of their abilities. In section 2.8 of this study, the statutory and regulatory framework for training in South Africa was elucidated. The next section, section 2.9, deals with the various bodies that are involved with training in South African municipalities.

2.9   THE BODIES INVOLVED IN MUNICIPAL TRAINING IN SOUTH AFRICA

Various legislative bodies in South Africa are involved with training in municipalities. These bodies are as follows: the National School of Government (hereafter referred to as the NSG), the Local Government Sector Education and Training Authority (hereafter referred to as the LGSETA), the South African Local Government Association (hereafter referred to as SALGA) and the Institute for Local Government Management of South Africa (hereafter referred to as the iLGM). The role and function of each of these bodies are explained briefly in sections 2.9.1 to 2.9.4.

2.9.1   The National School of Government

The legislative mandate of the NSG can be found in section 4 of the *Public Service Act,* 1994 (Act 103 of 1994). This Act states that the NSG will be listed as a national department under the control of the Minister for Public Service and Administration. The institution will provide training, conduct examinations and issue diplomas or certificates to participants who have passed. Provision was made for the launch of the NSG in section 11, Chapter 4 of the *Public Administration Management Act,* 2014 (Act 11 of 2014). The vision of the NSG is to contribute to a proficient, professional and responsive public sector that is dedicated to the values and policies of the developmental state. This body's mission is to develop a professional, capable and responsive public sector by providing learning and development programmes that will instil a culture of service throughout the public sector (NSG 2016b).

The NSG is committed to three core values, namely learn, grow, and serve. Learning is essential to the improvement of service delivery in the public sector and to the growth and development of South Africa. Learning programmes are intended to be dynamic, and the skills that should be honed are analytical, critical, reflective and problem-solving skills, which will assist public sector employees to respond to the needs of the public. Serving is a requirement of a developmental state. The following values will guide the activities of the NSG: achieve excellence through collaboration; innovate continuously; lead by example; be responsive; be flexible; and deliver needs-driven services. The purpose of the NSG is to train and develop public servants to build an effective and professional public service (NSG 2016b).

2.9.2 Local Government Sector Education and Training Authority

The LGSETA was established in 2000 to guide and encourage learning in the local government sector. Its focus is to design, develop, establish, register, promote and administer learnerships and skills programmes and to see to it that the learning programmes that are implemented are structured, outcomes-based, underpinned by standards and/or qualifications and conceptualised to facilitate the learning outcomes required for the development of standards and qualifications. The LGSETA has to design and develop various learning programmes and learning manuals in the various fields where a critical need for the sector has been identified (LGSETA 2010).

Providers who deliver programmes based on the qualifications and/or unit standards in the primary focus areas of the LGSETA can apply for accreditation with the LGSETA (LGSETA 2010). Accreditation entails the certification of an institution for a specific period of time. Such an institution must have the capacity to fulfil a particular function within the quality assurance framework described in the *South African Qualifications Authority Act,* 1995 (Act 58 of 1995). SAQA accredits all ETQA bodies, and, in turn, the ETQA accredits education and training providers. When using an accredited provider, there is the assurance that the overall quality of the education and training delivered is of a high level. Only accredited providers

deliver training that complies with nationally registered unit standards and can lead to qualifications.

2.9.3 South African Local Government Association

SALGA is an independent association of municipalities and is defined as the voice and sole representative of local government. This association interacts with Parliament, the National Council of Provinces, the Cabinet and provincial legislatures. SALGA derives its mandate from the *Constitution* and is a unitary body with a membership of 278 municipalities. Its role is to raise the profile of local government, protect, promote and represent the interests of local government, assist local government in fulfilling its developmental role and develop capacity within municipalities. "The state and nature of local government in South Africa is dynamic and as it develops it is imperative that legislation governing local government be amended to provide for change" (SALGA 2011).

2.9.4 Institute for Local Government Management of South Africa

The Institute for Local Government Management of South Africa (hereafter referred to as the iLGM) was established on 19 January 1997 with the aim of being at the centre of excellence of local government management, not only in the country but also on the African continent. The mission of the iLGM is to promote and sustain excellence in local government management through the training and development of managers in the local government sector and the improvement of their managerial skills (Institute for Local Government Management 2010). One of the four strategic objectives of the iLGM for the period 2005 to 2010 was to promote a capacity-building initiative aimed at enhancing local government management. The constitution of the iLGM (as amended on 18 November 2009) stipulates that the iLGM is a voluntary, professional association of local government practitioners; therefore, this institute consists only of managers in local government.

The bodies referred to in sections 2.9.1 to 2.9.4 provide training and capacity-building within the local government arena. All these bodies indicate the

importance of training and of the improvement of skills so as to empower officials to provide improved services to citizens. The importance of training is also recognised and emphasised in the relevant legislation that was mentioned in this chapter.

2.10 CONCLUSION

The practice of public administration is as old as mankind and can be traced back to when people started living together in communities and certain services and activities had to be carried out to improve the lives of the people. Rules and regulations had to be put in place to protect the people within these communities, hence this was the raison d'etre of public administration. In essence, public administration involves the activities that are executed by government officials to improve the general welfare of the community.

Public Administration is an academic discipline and also a professional practice. As an academic discipline it has developed over the last century, has undergone many changes and has been influenced by different disciplines. Public Administration in South Africa is a young discipline that involves six generic functions, namely policy-making, organising, financing, staffing, determining work procedures and methods, and exercising control. The staffing or human resource function within Public Administration consists of various functional activities, one of which is training. The functional activity of training is relevant to the current study in which the focus is the training of municipal frontline staff.

Government has the mandate to provide necessary and legitimate services to communities and in pursuit of this it has to ensure that the services provided meet the expectations of communities. It also has to improve the general welfare of citizens and this is where the functions of public administration fulfil an important role. Public administration consists of the co-operative actions that public officials undertake to fulfil the mandate of the Government. These actions are governed by various statutes and regulations, many of which are related to training in the public

sector, which was considered in this chapter. Various pieces of legislation relevant to training in the public sector were perused and analysed to explore the role of legislation in the training environment. It was emphasised that training plays a central role in the South African public sector. The Government's policies on training are of national importance and relate directly to the prosperity of the South African economy.

The next chapter presents a theoretical overview of training and addresses the most notable issues that affect training.

CHAPTER 3

A THEORETICAL EXPOSITION OF THE LITERATURE ON TRAINING

3.1   INTRODUCTION

In the previous chapter, training was conceptualised within the field of Public Administration.   In this chapter, the focus is on training within organisations, specifically in the municipal environment, with the emphasis on defining training and explaining the aspects of training.

In conducting a literature review, a researcher strives to explore what is out there in the field, what is known and what is not known, what the gaps in the field are, what questions remain unanswered, what the areas of professional conflict are and what theories are suggested in the field. A literature review attempts to determine what suggestions are made for further research and what type of research strategies have been employed in similar existing research (Kumar 2014:51). To form a holistic understanding of the premise on which this study is based, this chapter presents the literature review conducted on the various features of training.

There are four steps in a literature review (Kumar 2014:51-57), namely a search for current literature in the area of study, a review of selected literature, the development of a theoretical framework and the development of a conceptual framework. This process was followed in this study. While emphasis has been placed in scholarly literature on the training of senior managers in the public sector to develop their leadership skills (Jarbandhan 2011:21; Naidoo 2009b:3), it was found that there is a dearth of information on the training of municipal frontline staff.

Human resources are viewed as being important to the success of an organisation. Van der Westhuizen (2011:55) is of the opinion that the work environment changes constantly and public officials function in "complex, knowledge-intensive jobs that create public value through the use of their intellectual capital". By implication, the

human side of the public service should be advanced (Van der Westhuizen 2011:55). The Public Service Commission of Kenya (2015:ix) views human resource development as being the catalyst in creating a culture of performance, sharing ideas and learning good practices to promote efficient and effective performance. A need to manage human resources in the public service in South Africa has been identified (Van der Westhuizen 2011:46). Qwabe and Pillay (2009:27) are of the opinion that the goal of human resource management is to provide effective and efficient services to members of the public.

According to Brynard (2007:1), a great deal of emphasis has been placed on service delivery in the local sphere of government over the past few years. Mello (2008:203-206) adds that the three spheres of government have to increase the level of service delivery even though various challenges are present, such as the insufficiency of resources, which includes skilled staff to deliver quality services. Investment in people needs to be made a priority in order to improve service delivery, as the public sector needs public officials who are trained to deliver services to citizens in a constantly changing environment. The work environment has to be conducive to meeting the needs of staff in order to enable them to render an effective service; for example, staff members have to be given the opportunity to acquire sufficient skills and they have to have the tools (such as computers) to do their jobs effectively.

Chelechele (2009:47) is of the view that if public servants are not equipped with the necessary skills to perform their daily functions it could lead to a skills shortage in the South African public service, which could pose a problem. Training must be provided to increase the effectiveness and efficiency of the workforce and to develop a competent and skilled public service. This need has been recognised by the South African Government, and to meet this need it has enacted a number of policies and pieces of legislation over the past few years (Chelechele 2009:47). This matter was dealt with at length in section 2.8 of Chapter 2.

The impact and the extent of current training programmes for municipal frontline staff specifically at CoT are examined in Chapter 4. Empirical research was

conducted to obtain the perceptions of municipal frontline staff at the CoT and of the supervisors of the municipal frontline staff to ascertain what they thought should be included in a training programme. This is deliberated upon in Chapter 5. In this chapter, Chapter 3, an in-depth overview of the theoretical grounding of training within a public sector organisation is presented, and the first aspect to be covered is the conceptualisation of training.

3.2 CONCEPTUALISATION OF TRAINING WITHIN THE CONTEXT OF THE ADULT LEARNING THEORY

The researcher reviewed the works of various scholars on the concept of training in order to obtain a sound overview. Scholarly works on training specifically in the public sector were also scrutinised to acquire knowledge about the focus area of the study, and international practices were examined to provide a rich description of the topic to be studied. Training as a construct has been studied and debated for many years, as was evident from the literature reviewed. Employees form an essential part of an organisation as they are the ones who perform the work; therefore training employees effectively is crucial to the success of the organisation and specifically the improvement of the organisation's service delivery (Kock and Burke 2008:460). The aim of reviewing various definitions and explanations relating to training in this section is to formulate a definition of training for the purpose of this study.

Public servants have been trained since as far back as the eighteenth century (Adedeji and Baker in Van Jaarsveldt 2009:257) and today training is just as important as there is a need for skilled and trained public servants. Training is crucial to the success of an organisation (Lepak and Gowan 2010:223). Training goals and objectives that support the strategic goals and objectives of an organisation contribute to these goals and objectives being reached and to money being spent well (Blanchard and Thacker 2010:28).

Education is described by Mello (2008:204) as including all those activities that are focused on providing and acquiring skills, knowledge, moral values and understanding of the normal course of life. Training in the workplace is a means of providing skills and opportunities to staff; therefore it must be designed and developed meticulously to ensure that the expectations of the organisation and individuals are met (Mollo 2013:532) and that tangible outcomes are achieved (Mello 2008:205). These statements are supported by the Public Service Commission of Kenya (2015:viii) and it further defines training as a "deliberate and systematic learning experience" that is undertaken to provide the skills, knowledge and attitudes that employees require to execute specific jobs. Berman, Bowman, West and Van Wart (2010:276) concur with this definition but they refer to abilities instead of attitudes.

Wessels (2014:147) reflects that training is a planned process to alter an individual's attitudes, knowledge, skills, competencies, beliefs and behaviour by a process of learning, which should improve the performance of the individual within an organisation and ensure that the goals and objectives of the organisation are achieved. According to Lepak and Gowan (2010:224), training is the "systematic process of providing employees with the competencies – knowledge, skills and abilities – required to do their current jobs" and its purpose is to "improve how well employees perform their current jobs".

Training is defined by Noe, Hollenbeck, Gerhart and Wright (2012:271) as a planned process by an organisation to teach employees work-related competencies, knowledge, skills and behaviours that can be implemented within the work environment to perform the job successfully. Lussier and Hendon (2013:240) indicate that training is the process whereby employees are taught the knowledge, skills and abilities of how to carry out activities in the work environment, and these activities are intended to be implemented immediately.

According to Erasmus, Loedolff, Mda and Nel (2015:2), training is the systematic process that modifies the knowledge, skills and behaviour of employees to assist an organisation in reaching its objectives. Training is task oriented as the focus is

on the work performed in the organisation, as it is based on the job description of the individual and as the requirements of the particular job will determine the training standards. The aim of the training process is to improve the performance of the employee in the organisation when work standards are low due to a lack of knowledge and/or skills, and/or poor employee attitude.

Furthermore, training is referred to as an intervention, a term that is defined by Kennedy and Reid (in Meyer 2007:196) as a deliberate occurrence that is planned by trainers to assist in the learning process and that includes an extensive variety of activities that could either be in the form of formal courses or structured work experiences. An intervention implies that change is to take place in the performance of employees with the aim of enhancing organisational development. The selection of an intervention involves ascertaining what the needs are (what is the gap between the existing and desired performance) and what type of change is required and at which level, knowing what the best interventions are that are available, and working with the trainers when the implementation takes place. An intervention has to suit the organisation's culture and the design of the intervention depends upon what the employees should learn. The focus of the intervention will inform its design and delivery (Meyer 2007:197).

For the purpose of this research, training is defined as a learning process that provides skills and opportunities to employees to modify their knowledge, skills, attitudes, competencies and behaviour in order for the organisation to reach its objectives. Training is undertaken to meet the expectations of the individual employees, who are the most important resource of the organisation, and the skills that are acquired are intended to be implemented immediately in the work environment. Training is a planned, result-orientated, short-term intervention to improve the performance of employees within the organisation and to close the gap between existing and desired performance so as to lead to improved organisational performance. Training will not solve all the challenges an organisation experiences, but if effectively implemented it can assist in facing these challenges, provide many advantages and have positive outcomes for the organisation.

This study focused on adult training in the work environment; therefore the adult learning theory was explored as the theory that underpinned this study, and the adult learner within the training process was considered.

Adult education is experiencing many difficulties because of continuing changes in the workplace that relate to globalisation, new technologies and complex workplace environments that affect the skills and knowledge that are required within the workplace (Chalofsky, Rocco and Morris 2014:40). A good trainer knows how adults learn and implements this knowledge within the learning environment. According to Botha and Coetzee (2013b:209-210), the following characteristics of adult learners affect the learning process and the learning outcomes: the motivation or the need to know, the readiness of the employee to learn, the performance orientation of the individual employee, the mastery orientation of the individual employee, and the experience level of each employee.

Andragogy is an adult learning theory in which the emphasis is on the way that adults learn. It focuses on the learning process and the use of problem-based and collaborative learning, and it emphasises the importance of equality between the trainer and the trainee within the learning process (Watson 2015). This theory is referred to as the art and science of teaching adults. According to Chalofsky et al. (2014:42), andragogy is based on five core assumptions regarding development as a person matures. Firstly, the adult moves from being a dependent person to a self-directed human being, and secondly, the adult gathers a lot of experience over time, which becomes a learning resource. In the third place, adult learning is enhanced when the learning takes place sequentially in terms of social behaviour. The fourth core assumption of andragogy is that the adult realises the importance of immediately applying knowledge gained and subsequently modifies learning from being subject-centred to being problem-centred. Lastly, the motivation for adults to learn is internal. The focus of this study is the municipal frontline staff, who are adult learners. Evidence suggests that taking the elements of andragogy into account is important to the success of training adults. Therefore, trainers must be aware of the adult learning theory and must consider its five core assumptions during the training process in order for the training to be successful.

Knowles (cited in Watson 2015) identifies six adult learning principles that should be taken into account when training adults: adults are internally motivated and self-directed; adults bring their own life experiences and knowledge gained into the learning process; adults are goal orientated; adults want to know the relevance of the learning to what they want to achieve; adults are practical and want to know how the learning applies to the work environment; and adult trainees want to be respected in the classroom environment. Blanchard and Thacker (2010:87-88) recognise these principles and add that training relevance, value and readiness to learn, coupled with giving trainees control over the learning process and involving trainees in the training process produce a sense of ownership and motivate adults to learn. All these adult learning principles are important to consider in the training process because they assist in understanding the reasons why adults learn, why they want to learn and what the role is that they play in the training and learning process. This knowledge is of significance to this study as the focus is the training of municipal frontline staff who are adult learners.

According to Berman et al. (2010:279-281), the principles of adult learning include the motivation to want to acquire new knowledge, skills and abilities; the relevance and transference of training to the work environment; and the repetition of the learning and active participation of adult learners. The principles of adult learning further include the underlying principles that employees should be assisted in handling new circumstances and that they should be given instant feedback and positive reinforcement as these have a positive impact on adult training. Javadi and Zandieh (2011:343-345) indicate that adult learning programmes should take into account the level of motivation of the trainee, the pitching of the training programme at the appropriate level of difficulty, and reinforcement of the skills and knowledge that have been learned. Learning should be retained, and adult learners should be able to transfer the learning to their work environments. Transference of information lends itself to forming associations between information, establishing similarities between familiar information and developing a critical attribute element, all of which indicate that the information is of great importance to the trainee. Being adult learners, the municipal frontline staff must have the desire to learn new skills and competencies, gain new knowledge, and

realise the benefits of the learning before such learning can take place. It can be claimed that municipal frontline staff should possess the need to learn the skills, competencies and knowledge that are required to be successful within the work environment.

The adult learning theory accentuates the many past experiences of adults, the interest in self-improvement and problem-solving, the preference of adults to actively participate, and the control that adults have in their own learning process (Berman et al. 2010:279). One of the principles of andragogy cited by Knowles (in Pappas 2014) is that adults want to be involved in the planning of learning. The current study took this principle into account by involving the participating municipal frontline staff by asking for their input on what they thought should be included in a training programme for municipal frontline staff at the CoT.

Evidence suggests that andragogy, the adult learning theory, must be taken into account when training municipal frontline staff. This will ensure that the different needs of the adult learners are considered during the training process, which is fundamental to the success of the training of the municipal frontline staff. Based on various authors' views, it is deduced that the learner-centred approach should be followed when conducting a training programme for adult learners. In the case of the current study, the focus is on the training of municipal frontline staff at the CoT, and as they are adult learners who are at the centre of the learning process, a learner-centred approach should be followed. These trainees should be considered throughout the learning process and should be given the opportunity to provide input in the planning of the learning, which will allow them to apply their existing knowledge in the learning process and implement their existing and new knowledge in the workplace.

3.3 THE IMPORTANCE OF TRAINING WITHIN AN ORGANISATION

Today's work environment is characterised by global change (Mollo 2013:537), fast-paced change, customer-driven services, customers who expect quality products and services, customers who are intolerant of delays and excuses, and a constantly changing view of world class service (Biech 2008:144). The reality of globalisation is faced in the workplace on a daily basis (Meyer 2007:491-494): it requires a workforce that is flexible and willing to change and possesses the necessary skills and competencies required in a global market place. In order to survive in a globally competitive environment and meet international standards, interaction has to take place with the external environment. Tshilongamulenzhe and Coetzee (2013:3-4) assert that previously the economy was built on mass production whereas in recent times the economy has become dominated by technology in a world that necessitates innovation, speed and strong customer relations.

The Vice-Chancellor of the University of South Africa, Prof Makhanya (University of South Africa 2012:1), in his annual opening address to the university stated that global changes were affecting the landscape of the South African environment. To be able to respond positively to changing dynamics, both internally and externally, organisations had to be specialists in analysing the environment and being proactive and even innovative when taking action. Lawler and Boudreau (2012:1) observe that global changes affect how employees should function and be managed in the work environment. Two of these changes are the use of new technologies and the transformation of work procedures to respond to a globally demanding competitive environment.

The American Society for Training and Development (hereafter referred to as the ASTD) is the world's largest association that is dedicated to improving workplace learning and the performance of professionals and it compiles an annual report on the state of the training industry (ASTD 2006:4). According to the ASTD, organisations globally find that they are not able to function effectively in the 21st-

century economy as many of their employees do not possess the required skills to assist employers to grow and succeed. There is a widening gap between the skills required by organisations and the current capabilities of employees, and this is often mentioned as the major obstacle to success. Therefore there is a connection between human capital and organisational success, and in today's work environment, knowledge is the currency to success.

The manner in which an organisation can grow and compete within a global environment depends on whether the organisation possesses a skilled workforce that is innovative and driven and that understands the environment in which it operates. Organisations are realising the benefit of providing high-quality training programmes to their staff complement (Mpofu and Hlatywayo 2015:135), and learning is now regarded as being of great significance to organisations (Beardwell and Thompson 2014:219).

The importance of training cannot be ignored: organisations that regard training as a necessity to achieve success are rewarded (Lepak and Gowan 2010:224). Pollitt (2008:5.115-5.116) reports that the staff turnover at a call centre training has been reduced to below 30% by appointing the correct recruits for the business, providing training and giving additional support to staff after training. Organisations that promote training and education of employees report improved performance and productivity (Tshilongamulenzhe and Coetzee 2013:4). As training of employees improves the skills and performance of employees in an organisation, the organisation's performance improves (Mpofu and Hlatywayo 2015:134).

Liang, Kao, Tu, Chin and Chung (2014:853-854) argue that training plays an important role in ensuring that employees possess the quantity and quality of knowledge to give their organisations a competitive edge over other organisations. Increased knowledge and skills augment the performance of individuals, and training contributes to fostering positive work attitudes.

Blanchard and Thacker (2010:12) emphasise that training must be perceived by an organisation as comprising an integral component of the organisation's

performance improvement system. Maina (2014:155) is of the belief that training has evolved due to the pressure placed on quality services and customer service, and to organisations realising the contribution of training to organisational success and improved performance. Wachira (2010:6) highlights that training is central to performance improvement strategies if employees are to remain abreast of technological and organisational changes. It is therefore imperative that a long-term organisational strategy for human resource development be compiled that will assist employees in preparing for the future (Erasmus et al. 2015:4).

Training entails altering or improving the knowledge, attitudes, behaviour, competencies, skills and abilities of employees to ensure that the expected standards are practised in the workplace (Beardwell and Thompson 2014:218; Manyaka and Sebola 2013:81; Tshilongamulenzhe and Coetzee 2013:19). Employees should be able to adapt to a changing work environment so as to ensure that their organisations remain competitive and relevant. To survive in a changing environment, organisations have to be more "flexible, innovative, quality-conscious, customer-orientated" and constantly improve their performance (Beardwell and Thompson 2014:218) by training their employees. Training can take place through formal education and skills training, and this education and training must be ongoing as the continuous development of a skilled workforce is an important part of remaining globally competitive (Tshilongamulenzhe and Coetzee 2013:19). Furthermore, continuous training is required as new and existing employees have to adapt to changes in the work environment (Berman et al. 2010:275).

Noe et al. (2012:271-272) add that continuous learning entails a system of learning according to which employees are expected to understand the whole work system, learn new skills, apply skills learnt in the work environment and share newly acquired skills with other employees. Veeran (2011:1093), Manyaka and Sebola (2013:81) and Tshilongamulenzhe and Coetzee (2013:19) agree that training should be continuous, to which Veeran (2011:1093) adds that training should be made available to employees to sustain an effective workforce that possesses the necessary knowledge, skills and behaviours to deliver effective and efficient

services to the public. An organisation should plan in advance for the needs of the changing environment, keep up to date with the changes taking place and provide training on a continuous basis.

For continuous learning to be effective, it has to support the organisation's strategic objectives. In addition, the learning must have the support of the senior managers, who should be involved as trainers. To support continuous learning, a learning culture should be encouraged, various learning opportunities should be provided, traditional and new methods and technologies should be used to design and present training, and the effectiveness and impact of learning should be measured (Noe et al. 2012:273). Mello (2008:204) asserts that the information age necessitates public officials to be computer literate and to be retrained on a continuous basis to be knowledgeable of constant changes. Training and retraining or continuous learning are required to enable individuals to perform at optimum levels and to ensure that employees are familiar with the policies and procedures of the organisation and that they acquire new skills and knowledge. Special training could be required in specific circumstances, for example when an individual is new to an organisation, when an individual is transferred to a new section or when new systems are implemented (Oke 2015:382). Qwabe (2013:33) concurs and adds that employees should be trained and retrained to ensure competitive, efficient and effective employees who provide excellent services to citizens.

Some authors argue that more focus should be placed on assessing current training programmes (Haruna in Haruna and Vyas-Doorgapersad 2015:6; Mukonza in Haruna and Vyas-Doorgapersad 2015:159-160). Tshukudu and Lucas (in Haruna and Vyas-Doorgapersad 2015:56-57) are of the opinion that evaluation of training within the public service is seldom undertaken and when undertaken, there is a scarcity of the results shared. Recommendations for training indicate that training should be dealt with as a whole, meaning that an organisation should provide guidelines on how to conduct and evaluate training, and it should become a learning organisation in which training is regarded as important to efficiency and effectiveness. The effective evaluation of training in an organisation and the

continued monitoring of the training are fundamental to continued quality service delivery, improved performance and the success of the organisation.

Minnaar and Bekker (cited in Mothae 2008:826) are of the opinion that a learning organisation is prepared to "train, retrain and orientate employees at a pace similar to that required by the changing needs of effective service delivery and optimal organisational performance". A learning organisation should regard training as follows: it is a continuous process that takes place all the time; it should be as prompt as the changes that take place within the organisation; it imparts knowledge (which is crucial and a requirement); it is anticipatory; and it provides for behavioural changes (which is imperative). Training is not the only means to improve learning within municipalities – the following tools can assist in enhancing learning: coaching and mentoring, managing information and knowledge, sharing with colleagues within a specific municipality and with those in other municipalities, managing performance by identifying good/poor performance and rewarding good performance, and creating leadership development opportunities within a municipality to produce a learning organisation.

Global development in the field of human resources has progressed quickly over the past decade. Organisations are dynamic and in a state of perpetual change, resulting in employers having to constantly provide employees with training opportunities to remain abreast of changes. In the wake of globalisation, a flexible and competent workforce is required that can immediately respond to the needs of the marketplace with agility so as to allow organisations to constantly attain and maintain their competitive edge. In section 3.3, the importance of training was highlighted. In section 3.4, the reasons for providing training and the benefits of training are dealt with.

3.4   THE REASONS FOR AND BENEFITS OF TRAINING

Training is undertaken for various reasons. Erasmus et al. (2015:2-5) argue that the main aims of training and development in organisations are to assess and

address short-term and long-term skills deficiencies and to upgrade the skills of employees to reach organisational success. Training can also act as a catalyst for positive change in an organisation, to achieve and maintain the organisation's competitive edge and to create a positive and lifelong learning climate with training as a strategic priority.

Managers train employees as they realise that training improves employee performance, updates employees' skills, avoids obsolescence of employees and orientates new employees. In addition, training prepares employees for promotion, fulfils personal growth needs, solves organisational problems and promotes employment equity (Tshilongamulenzhe and Coetzee 2013:19-20).   Additional reasons for training that Berman et al. (2010:276) provide are that training contributes to assisting new employees to learn the standards and procedures of the organisation and that it provides new skills to current employees. Training ensures that employees remain abreast of organisational changes, that employees who are needed remain committed, and that the employees possess the necessary knowledge, skills and abilities to assist the organisation in reaching its objectives.

According to Dolack (in Blanchard and Thacker 2010:13), the advantages of training are improved productivity, increased efficiency, enhanced internal communication, increased quality image and market competitiveness, improved customer preference, greater awareness of opportunities for process and quality improvements, reduction in costs, and increased capacity to provide quality feedback to customers. Noe et al. (2012:271) are of the opinion that organisations invest in training because they realise that training can improve the knowledge of their employees, can ensure that the employees possess the basic skills to perform the job using the latest technology they have available, and can assist employees to work together in teams to reach the objectives of quality service and product delivery. Further advantages of training that can be given as reasons for investing in it are: innovation, creativity and learning can become part of the organisation's culture through training; training can safeguard job security when job changes take place or skills become obsolete; and training can assist employees to work effectively within a diverse work environment.

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For training to be beneficial, Mello (2008:210-211) recommends that employees be encouraged to participate in the training and be innovative. In addition, a skills audit should be conducted annually to determine the specific training needs within an organisation, and innovation in the work environment should be rewarded. For training to be successful, it should be based on the needs that have been identified, and the training material should be evaluated based on trainees' ability to perform better after attending a training programme.

In a study conducted by Naris and Ukpere (2009:886-887), the researchers indicate that for a training programme to be of benefit, the training objectives should be communicated to staff and a performance appraisal should be conducted after training. To ensure the success of a training programme, a comprehensive and complementary staff development policy should be compiled that is linked to the strategic objectives of the organisation. Training should be one of the strategic goals of an organisation, in other words, it should become part of the work of the organisation (Wachira 2010:7).

Both the individual employee and the organisation should view training programmes in a positive light (Public Service Commission of Kenya 2015:ix; Oke 2015:378) and they should recognise that effective training provides skills and opportunities that can benefit both the individual and the organisation (Wachira 2010:7). However, Oke (2015:378) argues that in order to obtain the optimal benefit from training programmes, these programmes should be more carefully designed and evaluated to ensure that the needs of both parties are met at all times.

Training programmes should be planned, implemented and conducted to meet an identified need, such as improving the performance of individuals in an organisation and overall staff and organisational productivity. It is the opinion of Erasmus et al. (2015:4-5) that an organisation reaps the following benefits from training: improved knowledge of the job to be performed; increased workplace skills; improved services; and an enhanced corporate image. In addition, an organisation can benefit from training as follows: morale can increase; relationships between

colleagues and managers can improve; the organisational climate can be enhanced; productivity and quality of work can improve; employees can be empowered to adjust to change; a positive work climate for growth and communication can be generated; and organisational costs can be kept down. Organisations realise that formal training and development, informal learning, and the knowledge management of employees can form an integral component of organisational performance and that these can support organisational strategic objectives if work environments promote continuous learning (Noe et al. 2012:271-272).

Erasmus et al. (2015:4) focuses on the following benefits that training has for individuals: training provides them with knowledge to make more effective decisions and solve problems; they are trained to deal with stress, tension and conflict in a positive manner; they are taught how to internalise and operationalise recognition, achievement, growth and responsibility; and their job satisfaction, knowledge, communication skills and attitudes can be improved. Therefore, training benefits both the individual and the organisation. Organisations that promote the training of their employees benefit from employees' improved performance and productivity (Tshilongamulenzhe and Coetzee 2013:4).

Lussier and Hendon (2013:245-246) indicate various challenges relating to the training process. An unprepared workforce might not be ready for training as they lack basic skills such as reading and maths, and the associated financial challenges might be that there is an absence of return on the investment in training so that the organisation cannot justify the cost of training. Other challenges relating to training include employees' resistance to change and employee insecurity which result from a feeling of not being able to adapt to the changes required in the organisation. The attainment of strategic congruence is another obstacle because training should be aligned to the strategic objectives of the organisation. Further challenges relate to the scheduling, timing and location of training. While employees are out of their offices to attend training, the functioning of offices is interrupted, which causes employees to experience anxiety. There is often a need to conduct training in a specific physical location where special equipment and tools

are available, but this type of location is not always available. Irrespective of the few challenges mentioned, the benefits and reasons for training cannot be disregarded.

Having reviewed relevant scholarly literature on training, the researcher found that the importance of training could not be overemphasised owing to the constant changes taking place in the environment, the global influence on organisations, the demand for customer-centric services and the fast-paced technological changes that are taking place. Training is a planned and deliberate process that is implemented to bring about change in the knowledge, skills, competencies, attitudes and behaviours of individuals, and training benefits both the individual and the organisation. The skills of employees should be improved by providing quality training programmes, and a long-term plan for the development of new skills has to be put in place to equip employees to be able to deal with current and future changes. In order to develop the workforce, employees must constantly learn, acquire new knowledge and develop skills to meet the demands of an ever-changing workplace.

As the current study is located within a South African municipality (specifically the public service delivered in the sphere of local government), the focus in the next section (section 3.5) is on training in the South African public service, and the views of scholars in this context are explored.

3.5   TRAINING WITHIN THE SOUTH AFRICAN PUBLIC SERVICE

During the apartheid era, very little focus was placed on the training of employees. As local government transformed over the years, more decision-making powers were granted to local government and in time the focus was placed on increasing the effectiveness of the provision of basic services, which is an important role of local government (Asha 2014:224). The Minister of Higher Education and Training, Dr Blade Nzimande (Buthelezi 2012), expressed the view that the failure of employers to provide training opportunities to school leavers and graduates was

part of the underlying cause of the skills gap experienced in South Africa. The workplace is constantly transforming as a result of technological changes, changes in the work environment and the shift towards the global market, and these changes require the adoption of a new skills development approach to meet the emerging needs of the South African public service (Chelechele 2009:49).

Kock and Burke (2008:457) state that the shortage of required skills throughout the South African public service reflects adversely on the effectiveness and efficiency of public service delivery. Subban and Vyas-Doorgapersad (2014:511) are of the opinion that the South African public service lacks sufficient capability and that training is an important means to address the current paucity of skills. Koelble and LiPuma (2010:565-566,579) are of the view that the watershed experience of service delivery in South Africa is largely due to a lack of skills in various aspects, from customer care and relations skills to technical skills. An improvement in these skills will increase the level of service delivery provided. Training of employees in the public service should be regarded as integral to efficient and effective public service delivery (Mukonza in Haruna and Vyas-Doorgapersad 2015:159).

Burger (2009) and Asha (2014:224) indicate that many reasons are provided for poor service delivery, and that all of these have resulted in the dissatisfaction that citizens feel with the provision of basic municipal services. Problems with the delivery of services by local municipalities in South Africa are ascribed to poor performance (Mpofu and Hlatywayo 2015:133-134). A different argument is that the South African public service has been portrayed in a negative light due to the demands for improved service delivery (Naidoo 2009b:3).

Mpofu and Hlatywayo (2015:134) assert that municipalities need to find ways to improve the provision of services to communities. In a study conducted by Asha (2014:230) it was found that basic service delivery by municipalities was not satisfactory and one of the recommendations of the study was that local municipalities should provide training to improve their level of service delivery. However, in contrast to this, Mollo (2013:536) asserts that public service training has very little effect on service delivery, and that employees do not share the same

understanding and attitudes concerning responsibilities towards the public. Veeran (2011:1092), however, disagrees and proclaims that the overall view in developing and developed countries is that training should be encouraged and that government should be involved in arranging training. Without training, the South African public service will not possess the skills to deliver the efficient and effective services that citizens expect. It has been found that municipalities that employ skilled and qualified staff do provide reliable and efficient service delivery to their citizens (Mpofu and Hlatywayo 2015:134). Unfortunately, the Government finds it difficult to attract and retain employees with the required skills (Van Jaarsveldt 2009:259).

In a study that investigated the relationship between the quality of employee training and the improvement in the provision of quality services within a specific municipality, a correlation was found between these two variables, and the study recommended the implementation of quality employee training to enhance service delivery (Pretorius and Schurink 2007:24). The Government should play a leading role in skills development. The ASTD (2010:53) reports that South Africa has shown good investment in the development of skills and has exceeded international standards, and that South African organisations have implemented training best practices such as e-learning and training evaluation. These aspects are dealt with in sections 3.7.5 and 3.9.4.5 respectively.

Veeran (2011:1096) recommends that training of officials in the South African public service is crucial for the workforce to be globally agile and internationally relevant. Top management should regard training as an investment and should measure it against the level of service delivery provided and the improvement in service delivery. Subban and Vyas-Doorgapersad (2014:508) posit that training programmes should be responsive to economic and social needs, should be educationally transformative, should be diverse and should prepare employees "for continued learning in a world of technological and cultural change". For the public service to reach its goals and objectives, training is needed that will increase the capabilities of public servants (Subban and Vyas-Doorgapersad 2014:503).

Mello (2008:205-206) adds that the transformation of the South African public service into a world-class service provider should be the goal of the South African Government, and this can be achieved by training that improves the performance of staff. There is a need to develop human capacity in the public service by providing training opportunities to public servants (Van Jaarsveldt 2009:265). The training of public servants plays an important role as it will allow them to acquire the necessary skills, knowledge and competencies that are imperative to the efficient and effective delivery of quality services to the public (Chelechele 2009:47), and choosing a quality training programme is key to training success (Pretorius and Schurink 2007:24).

A one-size-fits-all training programme approach does not work and is not successful as training needs differ (Lepak and Gowan 2010:248; Wachira 2010:7). Wachira (2010:7) adds that a one-size-fits-all approach results in resources being wasted. If employees have to attend training that they do not feel they need, their working time is wasted and they perceive training in a negative light. Customer care training programmes are important for public officials as customer care skills are needed in the public service to provide effective and efficient service delivery to the public (Veeran 2011:1088), which needs to be customer-centred (Wachira 2010:5). Pollitt (2008:5.118) argues that the selection of the correct people for particular jobs, combined with a training programme suitable to the jobs to be performed and to the employees, can lead to a reduction in employee turnover, improved customer service, improved morale and increased efficiency and profitability.

According to South African legislation (see section 2.8, Chapter 2), training is budgeted for as it is recognised as significant to the success of organisations (Wachira 2010:5). Veeran (2011:1097) recommends that budgets for training should be incorporated as a critical activity within an organisation. The Government must be committed to training public officials if its Vision 2030 is to be realised. The Renewed Capacity Building for Public Service Framework is aimed at promoting innovation and learning so as to realise the objectives of effectiveness

and excellence in the public sector (Qwabe 2013:33; Vyas-Doorgapersad in Haruna and Vyas-Doorgapersad 2015:75-76).

A lack of the various skills, knowledge, competencies, attitudes and behaviours required in the South African public service has been identified. This lack is an additional challenge in delivering efficient and effective services to the public. A correlation has been found between training and service delivery and provides the reassurance that training does improve the level of service delivery. Training is imperative for the transformation of service delivery within the South African public service. Two parties are involved in the training process, namely the trainer and the trainee, and this aspect is revealed in section 3.6.

3.6   THE ROLE OF THE TRAINER AND THE TRAINEE

The trainer and the trainee both have a role to play within the training process. Both parties should be committed to the training process in order to ensure success. Training cannot be regarded as a panacea for all problems experienced in an organisation, but the training of employees remains an essential element of organisational success.

Mpofu and Hlatywayo (2015:135-136) are of the belief that if a trainer is skilled and presents a quality training programme, the performance in the work environment can be improved. To be effective, the trainer should have knowledge of and skills relating to group dynamics, should possess listening and questioning skills, should give timely and quality feedback, should be flexible and should practise time management (Kiley and Coetzee 2013a:364-365). While presenting training, the trainer must determine the levels of knowledge and the capacity of the trainees and must take cognisance of their abilities throughout the training programme (Potgieter and Greyling 2015:606-607).

The role of the trainer is to create a learning environment where trainees feel comfortable to learn from the trainer as well as from the peers in the class and to

implement what has been learned in the workplace in order to achieve individual goals and objectives (Wachira 2010:16). Training is sometimes outsourced to ensure that employees benefit from the specialised knowledge of experts, to provide programmes that differ from those that the organisation can offer and to ensure that the different needs of employees are met (Berman et al. 2010:277).

It is the responsibility of individuals to learn and become lifelong learners. Employees who attend training sessions cannot be forced to learn or implement what has been learned or share the knowledge with other colleagues (Wachira 2010:15-16,19). Employees should realise that training increases their job satisfaction and assists them in performing optimally, which in turn contributes to the organisation reaching its objectives and being successful (Lepak and Gowan 2010:223).

Never before has the importance of training been more significant than it is today, especially in the South African context where the landscape changes constantly. For an organisation in the public sector to remain relevant in the global environment, customer service and continuous learning play a more prominent role than ever before. It is important to consider the different types of training strategy that a trainer can use, and this is dealt with in section 3.7.

3.7 TYPES OF TRAINING STRATEGIES

In planning a training programme, a trainer has to decide which training strategy will be used. The choice will depend on the type of information to be communicated to the trainees and on the strategies available to the organisation. The strategy chosen should maximise the transfer of information and minimise the training costs to the organisation (Berman et al. 2010:256). In a study undertaken by Potgieter and Greyling (2015:606-607) on induction training in the South African public service, it was found that different approaches to learning are necessary and that different approaches are followed in different training strategies. Training strategies can include formal training, informal learning from peers, workplace

learning, coaching and mentoring, e-learning and blended learning. Training materials should be available in different mediums and trainees should be provided with an opportunity to decide on the method of delivery.

When deciding on a training programme, a trainer should choose one that employs a method by means of which set objectives would be achieved. The following examples of training strategies are suggested by Moss (in Meyer 2007:223) and these are based on the learning needs that have been identified:

- To transfer knowledge, the following training strategies can be used: group discussions (questions and answers); group and individual exercises; lectures (with handouts); forums; panel discussions; films or videos; and excursions.
- To practise problem-solving, the following training strategies can be used: case studies; brainstorming; discussion groups; and exercises.
- To develop skills, the following training strategies can be used: demonstrations of manual skills; role-playing for interpersonal skills; peer teaching; coaching; programmed instructions; computer-based training; assignments; and projects.
- To change attitudes, the following training strategies can be used: debates; displays; role-playing (to clarify how others feel); group discussions (for group attitudes); industrial theatre; individual exercises; demonstrations; and campaigns.

According to the above classification, the training strategy that the trainer chooses to employ should mainly depend on the learning objectives to be achieved by the training programme (Blanchard and Thacker 2010:209). Some training strategies, which are suggested by Berman et al. (2010:282-289) and which are explored in sections 3.7.1 to 3.7.6, are: on-the-job training, mentoring, in-house seminars, simulation and role-playing, web-based learning or e-learning, and formal education.

3.7.1 On-the-job training

On-the job-training is a well-known training strategy that is used often as it can be tailored to meet the needs of a specific job. This type of training can be sporadic or continuous and requires constant guidance, monitoring and feedback to ensure that employees learn the skills required to effectively perform their jobs. This strategy requires a planned approach and it can sometimes be complemented by training in the form of formal instruction. On-the job-training is normally used in the case of new recruits but can also be used when employees are appointed to new positions, when job responsibilities change or when technology used in the workplace changes (Berman et al. 2010:282).

Berman et al. (2010:283) and Lussier and Hendon (2013:256) assert that one-on-one training should be provided by an experienced employee who has the knowledge and skills the trainee requires to perform the job. Berman et al. (2010:283) posit that this method is favoured as it is a cost-effective manner to transfer important job knowledge and skills. The success of the training strategy depends on the ability of the employee to perform the job with little supervision.

3.7.2 Mentoring

Erasmus et al. (2015:271) describe mentoring as the developmental process that inexperienced employees undergo when they are taught by senior managers through continuous or intermittent coaching sessions to learn and advance in their careers. The mentor assists the employee with long-term goals and objectives, the complex development of skills, provision of help to carve out a career, provision of guidance, and the establishment of a personal and professional relationship that is founded on the principles of adult learning (see section 3.2, Chapter 3). Employees should be given the opportunity to either choose their mentors or be part of the decision to choose their mentors.

Erasmus et al. (2015:270) are of the opinion that coaching and mentoring are effective training strategies. With coaching, the executives are prepared for new

upcoming job opportunities and is carried out on a one-on-one basis. Coaching alludes to the improvement in performance of a specific skill or ability and is normally short-term whereas mentoring indicates a longer-term relationship where a more senior employee mentors a junior employee on how the organisation works and provides support throughout the progression of the employee's career. Pollitt (2008:5.117-5.118) cites an example where training that took place through coaching and mentoring increased the profit margin and the efficiency of the organisation as well as the learning of the employees.

3.7.3   In-house seminars

In-house seminars and presentations are ways of disseminating information to employees on new developments, expectations, rules or policies. Seminars could be regarded as being inadequate as attendance is mandatory, employees are often not interested in learning, information is general and not job specific, top-down communication is involved, and employees may not understand the importance of the information communicated (Berman et al. 2010:285).

3.7.4   Simulation and role-playing

Erasmus et al. (2015:274) define simulation as the process of reproducing the work environment when it is not possible to practise skills or processes in the real world and when on-the-job experiences can be implemented without fear of failure or disruption of work. The managers test the employees by simulating real-life examples, which can assist with evaluating the performance of employees. Various skills can be learned through this training strategy as it gives trainees opportunities to practise new skills. These skills can and should be assessed when the trainees are back in the work environment. Lussier and Hendon (2013:259-260) indicate that flight simulators and driving simulators are examples of simulations where complex situations can be experienced without the fear of injury or death.

In a certain sense, simulation is a form of role-playing, a technique that is used to teach specific behaviours or skills. The trainer plays the role (of, for example, an irate customer) and the employee is the participant who has to learn how to respond. Video recordings are also used: trainees watch and learn in a safe environment without the risk of negative consequences (Erasmus et al. 2015:272-273).

3.7.5 Web-based learning or e-learning

In recent times, web-based learning is applied often to train employees. Younger employees are accustomed to web-based learning (on its own or combined with other training strategies), whereas some employees prefer the face-to-face training technique. The advantages of e-training are reduced travel time and costs, flexible participation times and access to the Internet from any chosen location. The disadvantages are the lack of immediate feedback from trainers, the insufficient development of some topics and the requirement that trainees must be self-disciplined (Erasmus et al. 2015:274-275).

On the topic of e-learning, Lepak and Gowan (2010:233) mention that e-learning includes using the Internet, computers and other electronic tools, which means that training programmes can be accessed online anywhere and at any time. E-learning can take any of the following forms: web-based training, desktop training and podcast training. E-learning is regarded as being "more accessible, more flexible and adaptable to individual circumstances, and provides a broader and cheaper range of alternatives" (Beardwell and Thompson 2014:244). Online training is becoming a common training strategy and its quality is improving (Berman et al. 2010:277,279).

Lussier and Hendon (2013:258-259) state that distance or e-learning can be either synchronous (all the trainees sign in on the training site at the same time and the trainer interacts with the trainees and teaches in real time) or asynchronous (the trainee can sign in on the training site at any time, the material is available all the time and the trainee can work without the presence of the trainer).

3.7.6 Formal education

Formal education in the form of academic degrees is sometimes a requirement for managerial jobs. Employees further their qualifications by going to university (Berman et al. 2010:288-289). Lepak and Gowan (2010:235-236) indicate that some organisations reimburse study fees fully or pay a portion thereof to encourage employees to study or they may pay employees a bonus upon completion of a study course.

In addition to the training strategies mentioned in sections 3.7.1 to 3.7.6, Lepak and Gowan (2010:231-236) identify the following training strategies: training through operations and procedure manuals, classroom training, audio-visual training and blended learning. These strategies are explained next.

3.7.7 Operations and procedure manuals

Operations and procedure manuals provide guidelines to employees on the policies of a company and the procedures and practices followed in a company. Employees can refer to these manuals at any time as they are in written format and are available whenever employees want to make sure of the action they should take. Manuals can be in hard copy or can be available online and are distributed or made available to employees. The disadvantage is that manuals may not be well written, which can create frustration for the employee as well as for the customer (Lepak and Gowan 2010:233).

3.7.8 Classroom training

Classroom training is a traditional and popular training strategy and it is effective when general knowledge or theories have to be shared with a large group of trainees (Lussier and Hendon 2013:259-260). In this kind of setting the trainer should provide less input and should afford the trainees with more opportunities to work in pairs or smaller groups on different activities. The advantages of classroom

training are that trainees learn much quicker as the learning that takes place is sensory-based, the time passes quicker and the trainees learn from each other and can have more fun (Wachira 2010:20).

Lectures can be used to disseminate straightforward information but they do not assist with behavioural change. The effectiveness of training in a classroom will increase when role-plays, discussions and other experimental activities are combined with lectures. Previously, classroom training was regarded as the economical option to train large groups of employees but this has changed with the advent of computer technology, which makes training more economical and efficient. In virtual classrooms, classroom and online training can be combined, thereby reducing classroom training time (Lepak and Gowan 2010:233).

3.7.9 Audio-visual training

Audio-visual training involves the trainer providing instruction to employees by using a video presentation. Whether the trainees watch the video presentation individually or in a group will be determined by the objectives of the training, but care should be taken that all employees receive the same information. For example, a presentation on computer skills can be watched individually whereas a presentation on team-building can be watched in a group so that individuals can practise the skills learned. The audio-visual material can either be created by the organisation itself or can be bought off the shelf (Lepak and Gowan 2010:234).

3.7.10 Blended learning

The blended learning training strategy is one of the most frequently used strategies and refers to the use of a combination of various types of training (one of which is often online training) that allows the trainer to realise the organisation's training objectives (Lepak and Gowan 2010:235). In 2010 the ASTD (2010:2,37) found that classroom training was the most popular training strategy, followed by blended learning, text-based learning, and lastly e-learning. However, in 2014 Beardwell

and Thompson (2014:245) found that the most success was achieved with a blended learning approach, which is regarded as significant for organisations.

Training strategies, which were dealt with in the preceding sections, can be referred to as the "how" of training, in other words, how training is implemented. The different training strategies that can be used to effectively transfer skills, knowledge, attitudes and competencies were explained. In the next section, section 3.8, the focus is on the various categories of training that are available, which can be referred to as the "what" of training, in other words, what type of training content should be provided.

3.8   CATEGORIES OF TRAINING

Before the categories of training are described, definitions for knowledge, competencies, skills and attitudes will be provided, which relate to the categories. Blanchard and Thacker (2010:209) define knowledge as "an organised body of facts, principles, procedures, and information". They define competencies as "a set of knowledge, skills and attitudes that enables a person to be successful at a number of similar tasks", skills as "the capacities needed to perform a set of tasks" and attitudes as "employee beliefs and opinions that support or inhibit behaviour" (Blanchard and Thacker 2010:209).

Lepak and Gowan (2010:236) indicate that there are various categories of training, namely compliance training, knowledge training, skills training and behavioural training. These categories are explained in sections 3.8.1 to 3.8.4.

3.8.1   Compliance training

Compliance training relates to the training that employees need to receive regarding the various types of legislation that managers have to adhere to in carrying out their daily tasks. Compliance training includes legal compliance training, which refers to the regulations about what is legally allowed and not

allowed, as well as diversity management training (Lepak and Gowan 2010:236-237).

3.8.2 Knowledge training

Knowledge training refers to training in the knowledge component (practical or technical knowledge) that every different type of job has. Requirements relating to knowledge should be included in the job descriptions of the organisation and training programmes can be arranged to fill the identified knowledge gaps (Lepak and Gowan 2010:237).

3.8.3 Skills training

In order to be successful in a particular job, employees have to have the skills required for the job. Skills requirements should be included in job descriptions. A comparison between the requirements of a job and the actual skills that the employee in the job possesses will assist in determining the training programme required to address a skills gap (Lepak and Gowan 2010:237-238).

3.8.4 Behavioural training

Individuals have to be trained to know the behavioural characteristics of a specific job, in other words, the "how" of performing the job. For example, a job may involve teamwork, time management, customer service and diversity management. Behaviour training is aimed at changing the behaviour of individuals within the work environment, in particular their responses to customers (Lepak and Gowan 2010:238).

To conclude, different categories of training are available to promote competency in performing different jobs. In addition, different training models are available that provide different approaches to training, and these are explained in section 3.9.

3.9   TRAINING MODELS

Five different training models are highlighted, namely Nadler's model, the training model of Camp, Blanchard and Huszczo, the high-impact training model, the classical systematic training cycle, and the training process model. The aim of exploring these models was to ascertain which model would be suitable to the environment of the CoT and would contribute to the establishment of a skills and development training framework for municipal frontline staff, which was the objective of this study.

3.9.1   Nadler's model

Nadler's model is based on the view that the training process is a holistic one. This model is known as the critical events model and contains the following eight steps (Erasmus et al. 2015:12-14):

3.9.1.1   Identify organisational needs

Organisational and individual needs are taken into account when information is gathered. Factors that can affect these needs are change in the product or service provided, change in the equipment and rules, and availability of new products or services.

3.9.1.2   Specify performance

The content of the employee's work is analysed by obtaining information from the employees, supervisors and co-workers to determine the job standards against which the employee's performance can be measured.

3.9.1.3   Identify training needs

Individuals have specific training needs that must be taken into account. The gap between the performance of the individual and the set standard must be determined and will indicate the training needs and can be explained as:

P (expected performance) – KD (what the employee already knows) = N (needs).

3.9.1.4 Determine objectives

The training objectives are formulated after the training needs have been determined. A difference exists between the general training objectives and the specific training objectives and these are referred to as learning outcomes.

3.9.1.5 Compile a syllabus

A syllabus is compiled that contains information about what must be learned and in which order the information must be learned. This information, which guides the trainer, is centred on the training objectives (learning outcomes) that will assist the participants to attain the training objectives.

3.9.1.6 Select instructional strategies

The instructional strategies cover a wide range of media, methods and techniques. The strategy decided upon should be suited to the content and the objective of the training programme, and the training programme should be presented in an enriching and meaningful manner.

3.9.1.7 Obtain instructional resources

Three broad categories of resources can be distinguished: human resources that refer to people, which include the programme facilitators, instructors and students; financial resources that focus on the cost effectiveness of training and management of the training budget; and physical resources that include equipment, material and facilities.

3.9.1.8 Present training

This step integrates all the preceding steps and includes presenting, evaluating and concluding the training programme.

Nadler's training model consists of eight steps that views the training process as being holistic from the process of identifying the organisational needs right through to the process of the presentation of training.

3.9.2 The training model of Camp, Blanchard and Huszczo

The premise of the training model of Camp, Blanchard and Huszczo (Mukonza in Haruna and Vyas-Doorgapersad 2015:146) is that a training programme is developed and presented to fulfil specific needs within an organisation. This model consists of eight steps. A comprehensive training needs analysis is performed during the first step. The second step involves the establishment of the training objectives that serve as a guideline for the entire training programme. In the third step the resources have to be identified (such as finance, which must be spent in a cost-effective manner). The curriculum is developed in step four, and during step five the logistics are planned. Step six involves conducting the training (if this is not done in a professional manner, the training programme will not be successful, irrespective of how well the programme was designed). The same applies to step seven where the focus is on the presentation of training to facilitate the transfer of learning. The eighth and last step of this model concentrates on the gathering and evaluation of data: management decides whether the training was effective and deliberates on the future of the training programme.

3.9.3 High-impact training model

The high-impact training model consists of the following six phases (Erasmus et al. 2015:15-16):

3.9.3.1   Identify training needs

The training that is needed to improve job performance is identified, the reasons why training should be conducted are investigated and the training is designed to fulfil the specified needs.

3.9.3.2   Map the training approach

Measurable objectives are determined that define in detail the training that is essential to improve job performance and the objectives that will assist the trainer to decide on the approach.

3.9.3.3   Produce effective learning tools

Training materials are created and the training approach is developed.   The materials (e.g. training manuals or audio-visual aids) should support the training process. The training approach could be either on-the-job training or instructor-led training.

3.9.3.4   Apply successful training techniques

The training is given to the group of employees, and training techniques are used that are relevant to the needs of the trainees.

3.9.3.5   Calculate measurable results

The trainer must ascertain whether the stated objectives have been accomplished and whether the training implemented has contributed to job improvement.

3.9.3.6   Track ongoing follow-through

Organisations change and improve constantly according to the needs of the environment and they require a workforce that is agile, flexible and able to learn new knowledge and skills (ASTD 2006:18). Therefore, training programmes that take the changes in the work environment into account should be designed.

The figure below indicates the six phases of the high-impact training model.

Figure 3.1: High-impact training model
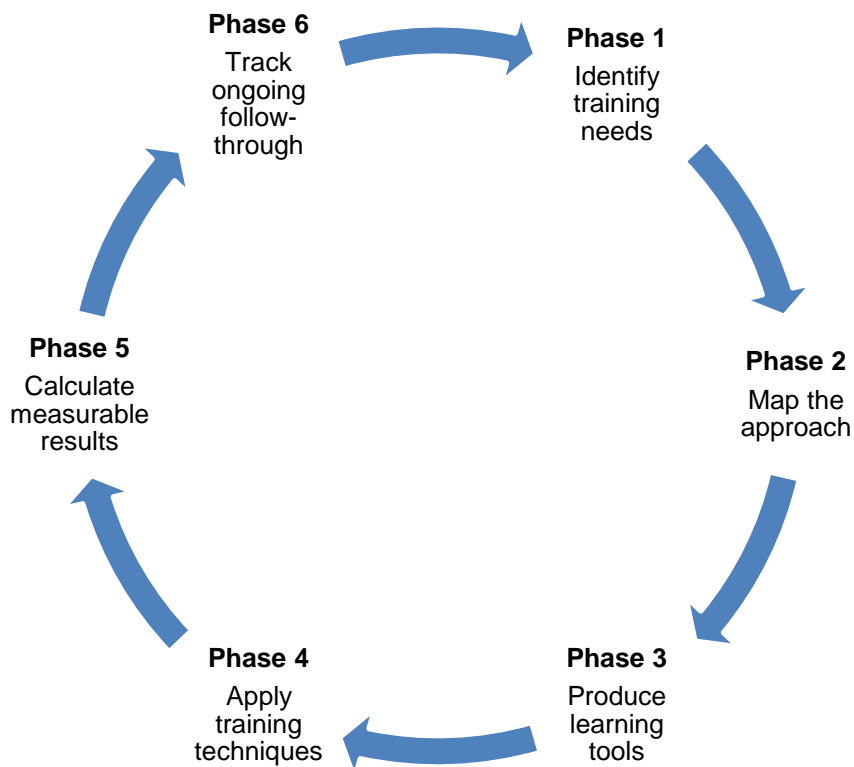
Source: Erasmus et al. (2015:16)

3.9.4 The classical systematic training cycle

The classical systematic training cycle has been developed by Botha and Coetzee (2013a:235-236) who postulate that the training cycle portrays training as a process that is repeated to ensure the continuous improvement of learning. The cycle consists of the following five phases:

 3.9.4.1   Training and development needs analysis

Botha and Coetzee (2013a:238-239) state that an evaluation of the current situation of the organisation and the organisation's individual needs must be conducted.   Information to be collected concerns the optimum and actual performance, what the causes of performance problems are and what the viable solutions could be to the problems identified. The performance gap between the current performance and the desired performance can then be assessed based on

the data gathered. The training needs analysis must only address those gaps that can be dealt with by a training intervention.

The most common methods to conduct a needs analysis comprise questionnaires, observation, individual interviews, skills and knowledge tests, personal development plans, performance appraisal data, and critical incidents analyses (Botha and Coetzee 2013a:264-267). The ASTD (2010:2) mentions the following popular training needs analysis methods: performance management data, questionnaires and interviews. Fourie (in Mello 2008:205) recommends that before training is presented, an analysis should be done of the warning signs that indicate possible problems, such as with productivity and the quality of services.

3.9.4.2   Learning programme design

The learning design must give information on how the learning will take place and how modifications can be accomplished in the areas of knowledge, skills and attitudes (Arnold and Randall in Coetzee and Botha 2013:281). Previously, training programmes focused on the content as such, but in recent times they focus on the application of and reflection on the content (Arnold and Randall in Coetzee and Botha 2013:283). When designing a learning programme, trainers use a "design down, deliver up" approach and they are cognisant of the facts that learning will not be achieved unless the participants are actively involved and recognise the importance of learning and that trainees should be placed at the centre of the learning process (Arnold and Randall in Coetzee and Botha 2013:348).

3.9.4.3   Training delivery

Cascio and Aguinis (in Kiley and Coetzee 2013a:351) suggest that the training methods that are used most often in the workplace are classroom training and on-the-job training, which are often blended with programmed-instruction and technology-based training approaches. Kiley and Coetzee (2013a:352) postulate that training delivery will only be effective if the learning is transferred from the classroom to the workplace.

3.9.4.4   Assessment and moderation of participants' achievements

Assessment processes involve gathering data to measure whether the participants have achieved the learning outcomes stipulated for a specific training programme. Assessment entails measuring knowledge, skills, behaviour or performance and values or attitudes to make an informed judgement about the competence of the trainee (Truman and Coetzee 2013:404-405). The types of assessment that can be used are diagnostic assessment (pre-testing), input-based assessment, norm-referenced assessment, criterion-referenced assessment, formative assessment, summative assessment, and evaluative assessment (Truman and Coetzee 2013:409-410).

3.9.4.5   Evaluation of programme effectiveness

Training evaluation is the process of measuring the effectiveness of the training and it comprises feedback from both the employees and the managers (Berman et al. 2010:295). Through the evaluation process, the organisation wants to ascertain how effective the training was and if the objectives were reached (Kiley and Coetzee 2013b:442). The training practitioners and managers collect information and use it to decide on the effectiveness and efficiency of the training intervention. Evaluation can be undertaken either before, during or after (even long after) the intervention (Kiley and Coetzee 2013b:444).

A graphic illustration of the classical systematic training cycle is portrayed in Figure 3.2.

Figure 3.2: The classical systematic training cycle
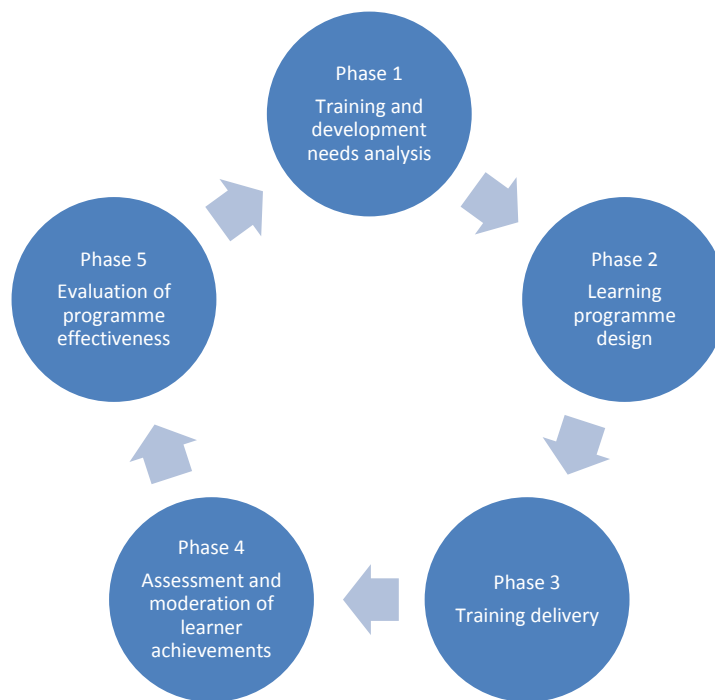
Source: Coetzee (2013:237)

3.9.5 The training process model

Blanchard and Thacker (2010:7) indicate that an effective training system consists of integrated processes that are intended to transform an organisation's inputs into outputs, which will result in improvement in the organisation and assist it in reaching its organisational objectives. Training is often prompted by a specific incident within an organisation, pointing to a need for training. The training process model consists of the following five phases:

3.9.5.1 Needs analysis phase

The needs analysis phase starts when an organisation identifies a performance gap, in other words, when the actual organisational performance is lower than the expected organisational performance. A performance gap can be indicated by various aspects, such as shortfalls in profit, low levels of customer satisfaction, unnecessary waste, or issues arising from the current orientation of the organisation (which require the organisation to determine the reasons and rethink

its future orientation). Training and non-training needs are identified and if the reasons for the performance gap are insufficient knowledge, skills or attitudes, then training can be regarded as a likely solution. If non-training aspects are identified as causing low performance (for instance, employees are not motivated or office equipment is not working), the matter should be solved at a different level and should be separated from the need to provide training (Blanchard and Thacker 2010:7-8).

3.9.5.2   Design phase

The training needs are considered in the design phase and the training objectives are decided upon. The objectives provide guidance on what will be trained and how training will take place and also indicate the expected outcomes. In addition, factors that will assist the employee to transfer the skills learned in the classroom to the workplace are identified (Blanchard and Thacker 2010:8).

3.9.5.3   Development phase

"Development is the process of formulating an instructional strategy to meet a set of training objectives as well as obtaining or creating all the things that are needed to implement the training program" (Blanchard and Thacker 2010:8). In this phase, various facets of the training programme are decided upon, which include alternative instructional methods and information regarding the facilitation of learning and the transfer of learning. Outputs, which form part of the training plan and focus on achieving the training objectives, are attended to at this stage and include training content, instructional methods to deliver the training material, materials, equipment and media, and training manuals (Blanchard and Thacker 2010:8).

3.9.5.4   Implementation phase

Training should be piloted prior to implementation to prevent mistakes from occurring during the implementation phase (Blanchard and Thacker 2010:8-9).

3.9.5.5   Evaluation phase

Blanchard and Thacker (2010:9) argue that the evaluation of training is affected by time, money and staff. Two types of evaluation can be used, namely process

evaluation, which evaluates whether the processes led to the achievement of the objectives, and outcome evaluation, which evaluates whether the training objectives were reached and what the effects of training were on the trainee, the job and the organisation.

Lussier and Hendon (2013:261-262) state that there are four evaluation levels: reaction evaluation refers to evaluating employee attitudes such as motivation to do the job and job satisfaction as opposed to new skills learned; learning evaluation denotes a need to evaluate the learning or knowledge gained and can be carried out by providing a test; behaviour evaluation signifies whether the employee is able to apply the knowledge that was learned in the class environment to the work environment so as to improve performance; and results evaluation refers to the evaluation that is undertaken to measure what happens as a result of the actions of the trainee, which involves measuring reactions, learning and behaviour that result in improving the quality of the job undertaken, reducing costs and delivering a good return on investment.

Pollitt (2008:5.116-5.117) provides an example of training evaluation done by a big ferry company. This company needed to increase sales and productivity due to strong competition, and it wanted to achieve this without diluting the quality of its telephonic answering and customer services. Training was provided to staff in various preferred languages. Thereafter, weekly coaching sessions were conducted with individuals and the success of the training was evaluated by using course assessment sheets and by observing whether the skills taught were implemented in the workplace. The employees concerned were experts in dealing with customers and rendering customer service, therefore they were encouraged to make regular suggestions, which were subsequently implemented.

In section 3.9, five different training models and the value they could add to a training programme were considered. Even though these models are similar in many respects, they do differ in some respects; therefore, on the whole, all of them can contribute to the development of a model that will be relevant to a training and development framework for municipal frontline staff, which will be dealt with in

Chapter 6, figure 6.1. In section 3.10, international perspectives on training are deliberated upon.

3.10 INTERNATIONAL PERSPECTIVES TO DETERMINE BEST PRACTICE

Taking the context of the current study into account, the focus in this section is on the African continent, and moving further afield a brief look is taken at the perspectives held in Taiwan and the United Kingdom. Human resource training has not received much attention in Africa (Haruna in Haruna and Vyas-Doorgapersad 2015:2) despite the fact that successful training will provide more effective and efficient delivery of services (Tshombe in Haruna and Vyas-Doorgapersad 2015:28). During the 1980s, public service reforms were introduced in Africa and in-service and other types of training were made mandatory as it was recognised that training improved employee performance and the level of service delivery in the public service (Wachira 2010:2). Scholars are of the opinion that organisations continually underinvest in training, and employees are of the opinion that training is not a priority (Berman et al. 2010:276). The public officials who execute the decisions of government on a daily basis must be trained to acquire knowledge of the public service to ensure effective service delivery. A government should collaborate with tertiary institutions that specialise in a subject such as Public Administration and Management and can provide in the specific training needs that are required (Tshombe in Haruna and Vyas-Doorgapersad 2015:35-39).

According to a report of the American Society for Training and Development (hereafter referred to as the ASTD) (2010:3-4), some hold the view that top management pays lip service to the development of workplace skills while others hold the opposing view that the training of employees is improving continuously. It is imperative to acquire the knowledge and skills needed in order to compete internationally, and training is fundamental "to a country's national competitiveness" (Beardwell and Thompson 2014:251). In a declaration issued by

the World Bank, it is said that the future of Africa lies in the skills of the people (Wachira 2010:2). Haruna and Vyas-Doorgapersad (in Haruna and Vyas-Doorgapersad 2015:227) are of the view that African nations have not realised the benefits of training and the integral role it plays in public service transformation and service delivery.

In the training arena, the situation in other countries in Africa is similar to that in South Africa. The development of human resources has become crucial in an increasingly knowledge-based globalising economy. These countries have realised the importance of training within organisations. A study was conducted in Ghana in 2007 by Antwi and Analoui (2008:600-610) to explore and understand public sector reforms and the effects in local government in the context of challenges facing human resource training. In this study, the World Bank is quoted as stating that the strategic importance of the development of human resource training was emphasised as early as in 1990. Building local African capacity is at the cutting edge of Africa's strategic development; Africa's future growth lies in its people and the continent should resolve its current human resource development crisis if it wants to claim the 21st century.

The empirical study conducted by Antwi and Analoui (2008:600-610) explored the human resource capacity issues of public servants who implemented local political decisions and the perspectives of the frontline staff were also obtained in this study in Ghana. One of the findings of the study was that the core competencies of staff in local government had to be improved to promote an integrated approach to organisational learning. This entailed the development of the following: three interrelated human-resource capabilities, which included human capital (knowledge, skills and competencies); social capital (network of reciprocal relationships and support); and corporate capital (embedded culture, assets and information system). It was found that the training of local government officials was of paramount importance to the effective administration and management of local government and that it should be preceded by the assessment of the existing capacity, since the administrative capacity depended on the motivation, attitudes and performance of the staff. Analoui (in Antwi and Analoui 2008:600-610)

maintains that training has become the most accepted solution to problems experienced in many developing countries as people are the most essential asset to any organisation, and people want to learn more and want to be exposed to training opportunities.

Previously, Ghana's public service was envied and highly respected but at present, Ghana needs to rebuild its public service and train its public servants to be able to face 21st-century challenges. All training courses in public administration should include a core component of ethics (Amoah in Haruna and Vyas-Doorgapersad 2015:97-101). No courses for municipal frontline staff are offered in Ghana (Ghana Institute of Management and Public Administration 2016).

Turyasingura (2010) conducted a study in Uganda and presented the findings at the 28th International Congress of Administrative Sciences in Bali, Indonesia. The purpose of the study was to establish from public sector officials attending programmes at the Uganda Management Institute which competencies were required to deliver effective public services and assess the effectiveness of the training methods used. The top two responses to a question on the critical competencies for effective public service delivery in the new era indicated that emotional intelligence was very critical to a job, followed by customer care. In this study, the respondents were also asked to specify which training methods were perceived to be most effective for developing public sector competencies, and the respondents indicated in descending order of preference the following: attachments, internships, field visits, mentoring, role plays, demonstrations, case studies, group discussions, lectures, and workshops. Even though these options were given in the questionnaire, not all of these training methods are presented at the Uganda Management Institute as they are too expensive and are beyond the mandate of institutes of public administration. The most common training method employed at the Uganda Management Institute is lectures, followed by group discussions, case studies and role plays. The findings of this study suggest that effective public service delivery necessitates a suitable combination of competencies and that these should be developed by effective training methods (Turyasingura 2010).

Tshombe (in Haruna and Vyas-Doorgapersad 2015:30-33) mentions that the Democratic Republic of the Congo (DRC) has put plans in place to re-establish its school of government, called the École Nationale d'Administration (hereafter referred to as ENA), to train senior officials and administrative officials at various levels who will be chosen to work within the DRC public service. This decision came about because the level of service delivery to citizens was not acceptable and the country was regarded as corrupt and politicised. It has been recognised that training of public officials should be prioritised within all government departments to increase the effectiveness of public officials in the daily work environment and to give them a new understanding of how to serve the citizens of the country. The need to train lower levels of employees has to be focused on as well because the training of the country's human capital is essential to the success of transformation.

The Kenyan Government has implemented its Human Resource Development Policy for the Public Service (Public Service Commission of Kenya 2015:3-4) with a view to "achieve an efficient, motivated and well-trained public service that is more citizen-focused and results oriented". Some of the objectives of the policy are to entrench national and public service values and principles in training and development, to ensure that all public servants are afforded training opportunities, to ensure that public servants possess the necessary knowledge, skills, attitudes and competencies for performance improvement, to verify that finance is available for human resource development, and to encourage a culture of life-long learning. According to the said policy (Public Service Commission of Kenya 2015:6), training is cost-effective, improves the human resource competencies in an organisation, and plays an important role in improving performance to ensure that the national goals and objectives of Kenya are reached. In order to reach the objectives of training, it is recommended that a systematic process should be implemented that is aligned to the principles of results-based management, and the national values and principles of governance and public service should influence the process. The government is committed to training public servants to improve their competencies,

skills, knowledge and attitudes so as to enhance their performance in the work environment.

The Public Service Commission of Kenya has declared that "A professional, efficient and effective public service is the aspiration of many modern states" (Public Service Commission of Kenya 2015:ix). This is also the objective of the South African public service. The Kenya School of Government (Kenya School of Government 2016) does not offer any courses specifically aimed at frontline staff. However, a training course on the development of customer care skills is available to officers who work directly with customers.

In a study they conducted on Botswana, Tshukudu and Lucas (in Haruna and Vyas-Doorgapersad 2015:45-49) indicate that various key organisations have played a role over the years in the training of public servants, from the highest to the lowest echelons within the public service. These key organisations are the University of Botswana, the Institute of Development Management, the Botswana National Productivity Centre, the Botswana Institute of Administration and Commerce, the Botswana Public Service College and the Development Partners (that rendered technical assistance). One of the centres of the Botswana Public Service College consists of the Centre for Public Administration and Management, which focuses on training for the lower ranks of the public service and offers work-based training programmes and customised training programmes to improve productivity and efficiency.

In Taiwan, there has not been much interest in human resource development and training until recently. This interest has gained momentum over the past decade and there has been an increase in the number of conferences held and studies published that aim to promote human resource development. As the importance of vocational and technical education has been accentuated since the 1950s, the country has no shortage of highly-skilled technical employees (Chuang 2013:230-234). Nevertheless, the Taiwanese industrial structure consists of small and medium enterprises that have inadequate resources to provide human resource development and training. The top 1 000 companies provide training to employees

to cope with globalisation challenges and the ageing population, but smaller enterprises cannot afford in-house training programmes due to a lack of resources. In the study conducted by Chuang, the training programmes did not lead to an increase in organisational performance as the training did not address the strategic needs of the particular organisation (Chuang 2013:234-235). The said author indicates that the importance of training is realised by the Taiwanese but training evaluation is not implemented after the training has been conducted as the focus is placed more on the training goals and the training process as opposed to the business results of training.

In the United Kingdom it is acknowledged that a learning culture should be instilled and that lifelong learning opportunities should be provided to equip employees with the skills needed in a competitive global economy (Beardwell and Thompson 2014:219; Mollo 2013:538). African countries should follow the example of the United Kingdom by doing the following: public officials who execute the decisions of government on a daily basis must be trained to ensure that knowledge of the public service is obtained to deliver effective service. Government should collaborate with tertiary institutions that specialise in the fields of public administration and management and can provide in the specific training needs required (Tshombe in Haruna and Vyas-Doorgapersad 2015:35-39).

Section 3.10 provided information on the training perspectives held and the training programmes offered in various countries, affirming the view that the training of employees plays an important role in an ever-changing globalised environment. The South African work environment is experiencing rapid transformation owing to various aspects, such as increased local and international competition, new technologies and the changing socio-economic environment. People are the most important resource within a country and Africa needs skilled and knowledgeable employees to be able to reach the goals and objectives of rapid socio-economic development (Wachira 2010:2). Therefore, South Africa would do well to learn from the experiences of other countries.

3.11 CONCLUSION

This chapter dealt with recent scholarship available on training in various countries. The knowledge economy has emerged during the 21st century and demands the creation of institutions that contribute to knowledge production because organisations and institutions depend upon knowledge creation to gain a competitive advantage (Wachira 2010:6). Over the past decade South Africa has been experiencing challenges relating to the skills that its workforce possesses. Therefore, organisations need to invest in staff training programmes to improve performance, reduce costs, or improve working conditions. When training is well planned and conducted, the training process can instil motivation, improve the skills of staff and increase productivity. The focus of training is on the learning that takes place in the classroom and its effectiveness is measured by an increase in knowledge, an improvement in skills, changes in attitudes (depending on the learning objectives of the training programme) and the degree of implementation of the new skills within the work environment.

Training should be informed by the changes that constantly take place in the environment. Today's service-based economy poses different requirements than those of the industrial economy of the past. The various stakeholders have to keep abreast of knowledge and skills requirements and new developments in the workplace. Robust training opportunities should be made available to the workforce to keep staff updated with the changing work environment. Employee training programmes assist in honing the skills that employees acquire in the workplace, which enables the organisation to respond to the changes and developments in the environment.

Successful training can contribute to the increased performance of an organisation. A learner-centred approach should be followed in training: this approach places the trainee at the centre of the training process and fulfils the needs of the employer and the employee. Adults learn because they want to apply the knowledge gained, and they prefer self-directed learning and learning that is structured to allow them to proceed at their own pace. Training should be continuous to keep pace with changes in the work environment and to ensure that activities are carried out in a professional manner at all times. Training is regarded as successful when it deals

with aspects that relate to trainees' work environment and when the learning gained can be transferred from the training environment to the work environment. Training should be aligned to achieve the long-term strategic goals and objectives of an organisation.

According to the literature reviewed, the focus these days is on the various competencies of staff members, such as technological skills, effective communication, application of knowledge, synthesis of information, problem-solving, adaption to changing work environments and the ability to work in teams. Organisations that empower their staff by training methods receive the reward of a productive staff whose performance is improved.

The aim of this chapter was to understand what the training process entailed. Various aspects of training were contextualised, which included the importance of training within an organisation and within the South African public service, the role of the trainer and the trainee, the learner-centred approach to training, training models and international perspectives on training. In Chapter 4, the focus is on reviewing the training of municipal frontline staff at the CoT.

CHAPTER 4

THE CASE OF FRONTLINE STAFF AT THE CITY OF TSHWANE METROPOLITAN MUNICIPALITY

4.1 INTRODUCTION

Mampane and Ababio (2010:176) describe training as important to any organisation as training is a management tool that can be used to effectively develop the most important resource of any organisation, namely, its people. Training should be results orientated and task orientated to focus on improving the specific skills, knowledge, attitudes, competencies and abilities that are required to perform the specific job. Mello (2008:210-211) is of the opinion that as the South African public sector continues to transform, new skills (such as problem-solving and decision-making) and personal skills (such as listening, resolving conflict and using information and communication technologies) should be developed to accommodate the constant changes that are taking place.

Mothae (2008:821) adds that municipal officials need new knowledge and skills to effectively deal with the constant changes taking place in municipalities. If there is no thorough understanding of the knowledge and skills and of the application of the knowledge and skills learned, continuous learning within the workplace environment is required. This matter was dealt with in the previous chapter.

Employees in the public sector (e.g. in the municipality) are important as they are the ones who deliver the services. Human capital plays a crucial role in service delivery (Polity 2012) but it is not always easy for municipalities to attract and retain people who have the skills to deliver services. Local government, being at the coalface of service delivery, is faced with various service delivery challenges, as was described previously. The capacity of local government in South Africa has to be augmented in order to meet the ever-changing needs of citizens.

Ngcamu (2013:25) states that a municipality's customer care centres must be located close to where the centres' communities live and should provide these communities with a range of services. A municipality is evaluated on the manner in which the customer care consultants deal with the communities and it is crucial that services are delivered in a professional manner to be in the best interest of the municipality (Mampane and Ababio 2010:181). Customer care consultants, who are the focus of this study, are the face of government as they deal directly with customers on a daily basis in rendering services to them.

The two research questions that were formulated, and which are answered in this chapter, are as follows:

- What is the status of training programmes of municipal frontline staff at the CoT?
- What is the role and function of municipal frontline staff at the CoT?

In an endeavour to answer these two questions, a brief description of the legislative framework for local government in South Africa is provided. An overview of the structure of the City of Tshwane Metropolitan Municipality (CoT) is presented, the concept of street-level bureaucrats is considered as well as its relation to municipal frontline staff. In addition, the job description of these members of staff and the competencies they are required to have are dealt with, and the chapter concludes with a synopsis of the training programmes presented at the CoT.

4.2   LEGISLATIVE FRAMEWORK FOR LOCAL GOVERNMENT IN SOUTH AFRICA

Municipalities are service delivery organisations that are the closest to the people who live in their jurisdictions and they should provide services in a manner that will improve the lives of all of these people. Transformation within municipalities, which includes the transformation of municipal employees, has been legislated in the White Paper on Local Government (Department of Cooperative Governance and

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Traditional Affairs 1998). Therefore, municipal employees or officials play a fundamental role in transformation (Mothae 2008:820-821).

In this section, the legislation that describes local government functions is examined. The statutory framework for the delivery of public services in South Africa is regulated by the *Constitution*, in which it is specified that the national sphere of government is the highest or the first level of government. The nine provincial governments make up the regional government, which is the second level of government, and they have their own areas of jurisdiction. The local sphere of government is the third sphere of government and consists of municipalities. Municipalities are located closest to the citizens of the country and provide services to citizens within their jurisdictions as stated in section 1.1 of the White Paper on Local Government (Department of Cooperative Governance and Traditional Affairs 1998). Local government is the oldest form of government and has been in existence since services were delivered to the people. Local government started in primitive communities and tribal villages before the concept of the state was established.

Section 155 of the *Constitution* provides for three categories of municipalities, namely: a Category A municipality, which has exclusive municipal executive and legislative authority in its area; a Category B municipality, which shares municipal executive and legislative authority with a Category C municipality within its area; and a Category C municipality, which has municipal executive and legislative authority in an area that includes more than one municipality. There are 278 municipalities in South Africa: eight metropolitan municipalities, 44 district municipalities and 226 local municipalities (Department of Cooperative Governance and Traditional Affairs 2017).

In terms of section 156 of the *Constitution*, municipalities possess executive authority and have the right to manage the activities of the municipality. These activities must be consistent with national and provincial legislation. Section 151 of the *Constitution* states that the local government can regulate its own affairs as it derives its powers directly from the *Constitution*, and these powers are

entrenched in and protected by the *Constitution*. Local government can regulate its actions within the limits that are prescribed by the law of the country. These actions relate to activities that affect the daily lives of citizens at grassroots level.

Although a municipality, which governs local affairs, is subject to national and provincial legislation, national and provincial government should not hinder the municipality in executing its functions but should support the municipality to manage its own affairs (Brand South Africa 2015). Local government is regulated by Chapter 7 of the *Constitution* and has the powers to make and enforce laws but its activities are overseen by national and provincial government (Corruption Watch 2017).

Section 151 of the *Constitution* stipulates that the local level of government consists of municipalities that are created throughout the Republic of South Africa. Each municipality is authorised to manage the allocated public activities within the area of authority of that municipality. The *Local Government: Municipal Structures Act*, 1998 (Act 117 of 1998) was enacted "to provide for the establishment of municipalities in accordance with the requirements relating to categories and types of municipality". Section 152 of the *Constitution* states that the objectives of local government are, among others, to provide accountable and democratic government to local communities and to ensure that services are provided to the communities in its jurisdiction. Section 50 of the *Local Government: Municipal Systems Act,* 2000 (Act 32 of 2000) requires that a municipality must achieve the local government objectives as set out in section 152 of the *Constitution*.

Section 6 of the *Local Government: Municipal Systems Act,* 2000 (Act 32 of 2000) specifies that a municipality's administration is governed by the democratic principles and values that are enshrined in section 195(1) of the *Constitution*. Section 6 requires that, among other things, the manner in which the municipality is managed must be reactive to the needs of the citizens and it must promote a culture of accountability and public service among the staff. The administration of the municipality should provide the citizens who form part of the local community

with correct information about the standard and level of services they should receive and should inform them how the municipality is managed.

Section 51 of the *Local Government: Municipal Systems Act,* 2000 (Act 32 of 2000) states, among other things, that a municipality should be managed in such a manner that it is responsive to the needs of the community it serves and that it should be focused on the objectives of local government and on performance. The municipality should ensure that all staff members support and work towards achieving the priorities and objectives of the municipality's integrated development plan, that members of staff are involved in management decisions and that an open, equitable, non-discriminatory and fair working environment is provided.

Section 68 of the *Local Government: Municipal Systems Act,* 2000 (Act 32 of 2000) specifies that a municipality must develop and capacitate employees to enable them to perform their functions. Employees should exercise powers in an effective, efficient and accountable manner, and the municipality should fulfil the obligations set out in the *Skills Development Act*, 1998 (Act 81 of 1998) and the *Skills Development Levies Act*, 1999 (Act 28 of 1999). Section 68 of the *Local Government: Municipal Systems Act,* 2000 (Act 32 of 2000) further states that a municipality may budget for training programmes to be developed and implemented, and, if no funds are available, the municipality may apply for funds to the Sector Education and Training Authority.

Section 95 of the *Local Government: Municipal Systems Act,* 2000 (Act 32 of 2000) requires, among other things, that a municipality must create an effective customer management system for the levying of rates and taxes and must ensure a good relationship with customers. It must also have in place a quality feedback system between itself, its customers and service providers, where applicable. Section 95 adds that citizens should receive regular and correct accounts, that a system should be in place for customers to query an account and that the municipality should promptly correct accounts if required. A mechanism should be available to monitor the response time by the municipality.

In 2014, a back-to-basics approach (Department of Cooperative Governance and Traditional Affairs 2017) was agreed on during a presidential local government summit. This was an urgent action plan with the intention of strengthening local government by getting the basics right. Two of the five pillars of the back-to-basics campaign include placing citizens and their concerns first and providing support for the delivery of municipal services at the desired standard and quality. These two pillars relate directly to this study and it may be said that the municipalities are not effectively delivering on the back-to-basics campaign.

The Medium-Term Strategic Framework (hereafter referred to as the MTSF) 2014-2019 (Department of Planning, Monitoring and Evaluation 2014) is the South African Government's plan for the said electoral period and indicates the action to be taken and the objectives to be reached by national, provincial and local government. The Framework confirms the implementation of the NDP that prioritises government programmes and development initiatives (Department of Planning, Monitoring and Evaluation 2014). The MTSF has two overarching strategic themes, namely, improving service delivery and radically transforming the economy. The theme of improving service delivery relates to this study. The challenge is to improve the performance and quality of the public services delivered by municipalities. Methods to improve the ability of government to deliver services are to receive precedence during this period and priority is to be given to aspects such as building a professional, people-centred, disciplined and ethical public service (Department of Planning, Monitoring and Evaluation 2014).

In the MTSF, 14 priority outcomes for the period are shared and focus areas in the NDP are covered. Two of these priority outcomes that are relevant to this study include an accountable, responsive, efficient and effective local government and an effective, efficient and development-orientated public service. Municipalities operate within an effective legislative and regulatory framework that provides guidance on how a municipality should be governed. Despite that, municipal performance has thus far not fulfilled the expectations of citizens. According to the *Constitution*, local government has a developmental role to play and should have competent and skilled employees who deliver the quality and value-for-money

services that citizens demand (Department of Planning, Monitoring and Evaluation 2014).

With regard to the priority outcome relating to an effective, efficient and development-orientated public service, service delivery levels need to be improved considerably and the NDP prioritises capacity-building and a commitment to development. Actions for the period 2014 to 2019 include building a professional and disciplined people-centred and ethical public service. Therefore the public service has to play a more active role in training employees and giving them the skills they need to carry out the specified actions. A long-term approach within the public service should include turning the work environment into a training environment where employees can learn on the job and can be supported by colleagues, which will assist with skills development and the creation of a professional environment. Quality and relevance of training will also be improved and the National School of Government (NSG) should appoint experienced public servants to provide training in specialised fields (Department of Planning, Monitoring and Evaluation 2014).

4.3   AN OVERVIEW OF THE STRUCTURE OF THE CITY OF TSHWANE METROPOLITAN MUNICIPALITY

This section provides a description that clarifies the environment of the CoT, which is the focus of the study. South Africa is a medium-sized country and consists of nine provinces. The Gauteng province is the smallest of the nine provinces but has the largest segment of the South African population. Gauteng consists of three metropolitan municipalities, namely, the Ekurhuleni Metropolitan Municipality, the City of Johannesburg Metropolitan Municipality and the City of Tshwane Metropolitan Municipality (City of Tshwane 2011:32-33).

Gauteng also has three district municipalities: the Metsweding District Municipality, which consists of the Kagisano Local Municipality and the Nokeng tsa Taemane Local Municipality; the Sedibeng District Municipality, which consists of the

Emfuleni Local Municipality, the Midvaal Local Municipality and the Lesedi Local Municipality; and the West Rand District Municipality, which consists of the Mogale City Local Municipality, the Randfontein Local Municipality, the Merafong City Local Municipality and the Westonaria Local Municipality. The CoT is one of eight metropolitan municipalities in South Africa and is developing into one of the main city regions (referred to as mega cities) in the world. The CoT is the economic capital of South Africa and also of Africa (City of Tshwane 2011:32-33).

In terms of section 4 of the *Local Government: Municipal Structures Act*, 1998 (Act 117 of 1998), the Municipal Demarcation Board classified the CoT as a Category A Grade 6 urban municipality that was formed on 5 December 2000 through the integration of various municipalities and councils that had previously formed part of the greater Pretoria and adjoining areas. A proclamation was issued in the *Government Gazette* of 28 May 2008 to incorporate the former Metsweding District Municipality, which included the local municipalities of Nokeng tsa Taemane (Cullinan) and Kungwini (Bronkhorstspruit), into the borders of the CoT. The incorporation was put into operation after the local government elections in May 2011, and thus the CoT was formed. This process was aligned with the Gauteng Global City Region Strategy, which aimed to decrease the number of municipalities in Gauteng by 2016 (City of Tshwane 2017).

The CoT made changes to its Macro Organisational Structure (City of Tshwane 2016:1) in October 2016 when the new administration, which came into power after the 2016 local government elections, held its first lekgotla (which means a conference or business meeting). The objective of the lekgotla was to restructure the organisation so as to ensure it would deliver on the priorities of local government.

The administration of the CoT consists of a mayoral executive system that is combined with a ward participatory system as described in section 8(g) of the *Local Government: Municipal Structures Act*, 1998 (Act 117 of 1998). The CoT is divided into seven regions and 107 geographically defined wards, and 214 elected councillors are appointed for its approximately 3.1 million residents. Of these

residents, 78.3% are African, 17.8% are White, and 3.8% are Coloured/Asian. The four dominant languages spoken in the CoT municipal region are Sepedi, English, IsiZulu and Afrikaans (City of Tshwane 2017).

In terms of land area (6 345 square kilometres), the CoT is the third largest city in the world after New York and Tokyo. The CoT is the administrative seat of government and has established itself as a leader on the African continent.

In Figure 4.1, a map of the CoT municipal area is depicted.

Figure 4.1: Map of the CoT

Source: Municipalities of South Africa, 2012-2017. 2012

As indicated earlier, the CoT consists of seven regions according to the current approved organisational structure. In these regions, customer care walk-in centres

were established close to where the communities lived in order to provide them with services. The regions and names of these customer care walk-in centres are as follows (City of Tshwane [sa]:36-41):

- Region 1: Akasia; Beirut; Bodibeng; Mabopane; Ga-Rankuwa; Mabopane; Rosslyn; Soshanguve F; Soshanguve X

- Region 2: Sinoville; Temba; Hammanskraal

- Region 3: Fortsig; HB Phillips (building in the city centre); Atteridgeville; BKS (building in the city centre); Isivuno; Sammy Marks (in the city centre)

- Region 4: Centurion; Laudium; Olievenhoutbosch

- Region 5: Rayton; Refilwe

- Region 6: Eersterust; Stanza Bopape

- Region 7: Bronkhorstspruit

To provide context for a reflection on and an analysis of the planning of the CoT it is necessary to deliberate on the municipality's vision and its IDP. The 2030 vision of the CoT states as follows: "Tshwane: A prosperous Capital City through fairness, freedom and opportunity" (City of Tshwane 2017). The pillars of fairness, freedom and opportunity on which the vision is built can only be achieved by implementing a five-point transformation agenda, which comprises spatial transformation, economic transformation, institutional transformation, human potential transformation, and ecological transformation (City of Tshwane 2017). In this study the focus is on human potential transformation as it relates to the customer care consultants employed at the customer care walk-in centres.

The draft 2017/2021 IDP document (City of Tshwane 2017) is not clear on how human potential transformation will be achieved within the municipality except by briefly mentioning that a capable, responsive and caring organisation will be built. However, upon further investigation it is clear that the goals and objectives focus on the citizens instead of on the organisation. As far as institutional transformation is concerned, the focus is on collaboration and stakeholder relationships and it briefly covers leadership that enhances service delivery. Objectives two and three respectively of this transformation agenda seem to relate to the employees within the municipality, specifically their responsive leadership to manage change,

enhance service delivery and improve the customer experience (City of Tshwane 2017). These objectives are not described in detail in the IDP, and this suggests that no plan is in place on how to deal with the enhancement and improvement of service delivery over the next five years. Such a plan may unfold at a later stage as the municipality has only developed the IDP over the past few months.

The CoT consists of 12 departments that work in tandem to contribute to the overall performance of the organisation. These departments are as follows (City of Tshwane 2016:12):

- Group Human Capital Management
- Shared Services
- Group Legal and Secretariat Services
- Economic Development and Spatial Planning
- Group Property
- Customer Relations Management
- Health
- Utility Services
- Roads and Transport
- Environment and Agriculture Management
- Community and Social Development Services
- Housing and Human Settlement

The customer care consultants fall under the Customer Relations Management department within Service Delivery and Transformation Management. The customer care consultants of the customer care walk-in centres fall under the Operational Unit. This study is located within the Customer Relations Management department of the CoT (City of Tshwane 2017). In the next section the concept of street-level bureaucrats and how it relates to customer care consultants are described.

4.4   STREET-LEVEL BUREAUCRATS

"Street-level bureaucracy is a sociological theory that seeks to explain the working practices and beliefs of front-line workers in public services and the ways in which they enact public policy in their routine work" (Cooper, Sornalingam and O'Donnell 2015:376). The theory of street-level bureaucracy is based on the beliefs that this is the level where the "hard, dirty and dangerous work of the state is done" and that citizens will always demand more than what the available supply of resources can provide (Lipsky in Cooper et al. 2015:376).

Hupe and Buffat (2014:550-551) observe that the term street-level in the concept street-level bureaucrats infers that ordinary citizens are involved in the sense that the bureaucrats (employees) work directly with them, whereas the term bureaucrats infers that the employees who are involved work in the public sector and have been trained to work in a particular occupation and possess discretion while working as co-makers of policy. As such, street-level bureaucrats can also be referred to as frontline workers. Street-level bureaucrats, who work at a local level, believe they are doing their best, considering the circumstances they work in. "People-processing" becomes a common feature within the daily work environment as the street-level bureaucrats assist the citizens on a daily basis and work directly with them. In some cases the citizens are not satisfied with the level of service that they receive as the street-level bureaucrats have not taken enough time to listen to their query and assist them professionally. Lipsky (1980:xii-xv), in his seminal work, expresses the belief that public policy is understood and framed in crowded offices on a daily basis where citizens should be assisted in an impartial manner, but due to the human element and the spending of time in a corrupt environment, favouritism, stereotyping and predictable behaviour set in.

In this next section, scholars will provide different views of street-level bureaucrats and their relevance to frontline staff will be indicated. Lipsky (1980:11-15) argues that the beneficiaries of services have to learn to develop favourable behaviours and attitudes towards street-level bureaucrats and the services they render. Even though street-level bureaucrats are low-level employees, they exercise a

substantial amount of discretion in the daily execution of their jobs, and citizens believe that street-level bureaucrats "hold the key to their well-being" due to the discernment that they can exercise.

Lipsky (in Cooper et al. 2015:376) indicates that frontline staff must use discretion when dealing with citizens and must take care not to compromise on the quality of their work (whether it is easy or difficult to solve) so as not to deny some citizens basic humanity. Frontline staff make policy in the sense that they use their own discretion and make their own decisions (e.g. two different frontline staff members on the same case may not necessarily make the same decisions). Frontline staff might spend more time on serving some citizens and less time on others. They could provide either good or bad service and they could either be compassionate or inhumane in their dealings with citizens. Frontline staff have a responsibility towards citizens as they should provide a professional, efficient and effective service to the citizens at all times.

Lipsky (in Hill 2013:252) adds that street-level bureaucrats see themselves as "cogs in a system" who deal with citizens in a stereotypical manner doing routine work. Street-level bureaucrats have low expectations of themselves and the citizens they serve; they find ways to provide better services and make better decisions within enforced parameters; and they come up with ideas about their work and their clients that place restrictions on "their personal and work limitations and the service ideal". They see themselves as being oppressed by the bureaucracy of their employers. Street-level bureaucrats are seen as having a large amount of discretionary freedom and autonomy within the work environment; they interact directly with the citizens on a daily basis; and there are many ways in which street-level bureaucrats can manipulate their clients.

Kumar, Dass and Topaloglu (2014:367-370) are of the opinion that frontline employees perform critical tasks in service businesses or departments and are regarded as being "underpaid, undertrained, overworked and highly stressed". Even though these frontline employees are not highly qualified and are not paid well, they perform very important and stressful activities in the work environment.

This could be the reason why organisations have difficulty in retaining frontline employees. Lipsky (in Hill 2013:17) states that lower-level staff or street-level bureaucrats perform high-level work in the sense that they sometimes make policy when they deal directly with citizens on a daily basis. Lipsky (in Hupe and Buffat 2014:550) distinguishes between written policy and policy implementation, a distinction which can create a paradox, which also applies to the policy which has to be implemented versus the sensitivity and reaction to an individual case.

Lipsky (1980:17) emphasises that when recruiting employees (therefore also frontline staff), care should be taken that the individual goals of incumbents should align with the organisational goals. Ngcamu (2013:23-24) concurs and refers to a study conducted in the eThekwini Metropolitan Municipality in which it was found that municipal employees were appointed without observing the set recruitment and selection policies and procedures, resulting in the appointment of employees who did not have the necessary qualifications and experience. Lages and Piercy (2012:215-216) are of the view that when recruiting and selecting frontline employees, it must be kept in mind that they should possess the ability to read the needs of customers. Frontline staff are the first and often the only contact that customers have with an organisation, and these frontline employees, who are in a position to obtain information first-hand from customers, should know the best ways to deal with their customers. The ability of frontline staff to read the needs of customers accurately will allow improved customer service as well as greater customer satisfaction. Frontline employees are at the coalface of service delivery, are familiar with the needs of the customers and know the best way to assist their customers to solve the problems they experience, hence the significance of the appointment process.

Lipsky (in Hill 2013:252-253) is of the opinion that the paradox of street-level work is that citizens have a great need for services while the availability of services is extremely inadequate. Another paradox is that clients do not have much power when responding to street-level bureaucrats as they have to wait in long queues to be assisted, they experience humiliation, they cannot access information, and yet they are taught how to conduct themselves, as the citizens have learned to wait

patiently in the long queues without complaining. There is no control over the use of resources by street-level bureaucrats and there is no control over the pace of their work. Even though the citizens are in need of the services which are provided by the street-level bureaucrats, some citizens have learned how to approach the street-level bureaucrats in a manner which will ensure that the services they need, are provided.

Lipsky (in Hupe and Buffat 2014:549-552) states that public policy is a bottom-up approach as the decisions made, routines adopted and coping mechanisms used by street-level bureaucrats become the policy that will be implemented. The actions of and decisions made by street-level bureaucrats when dealing with clients are informed by these employees' personal values and opinions, for instance about who deserves a service and who does not and what is fair or unfair. Once street-level bureaucrats are in their work environment they comprehend the reality of the environment and the job, lose their idealistic views, see their jobs in a pragmatic manner and interpret their jobs differently. The views and opinions of street-level bureaucrats influence the manner in which they interpret and implement policy.

Kumar et al. (2014:369) is of the opinion that frontline employees "often perform both marketing and operational roles in that they set customer expectations and deliver around them". For their part, customers observe and experience the delivery of services and base their levels of satisfaction on their experiences (Kumar et al. 2014:369). Lages and Piercy (2012:226) argue that frontline staff, who interact with the community on a daily basis and know and have first-hand knowledge of the needs of communities, are the people who should be given the opportunity to make suggestions for service delivery improvement and service excellence within the workplace.

Municipal frontline employees are referred to as the street-level bureaucrats who implement policy. They are the ones who transform the higher-level goals of an organisation into street-level actions when they implement policy on a daily basis. Citizens are at the mercy of the bureaucrats as they require essential services but

they often receive stereotypical responses. The street-level bureaucrats can also be referred to as frontline workers, which is the focus of this study.

4.5 THE ROLE OF MUNICIPAL FRONTLINE STAFF AT THE CITY OF TSHWANE METROPOLITAN MUNICIPALITY

In this section, the role of the municipal frontline staff at the CoT is clarified to inform the objectives of this study.

4.5.1 Competencies required by municipal frontline staff

In order to be successful in the current constantly changing, competitive workplace, organisations must be able to adapt to the needs of customers, must be market driven and must be customer-centric so as to constantly endeavour to improve the services provided (Lages and Piercy 2012:216). If municipalities do not deliver quality services it is often the result of ignorance and of municipal officials not being aware of the service delivery expectations of communities (Ngcamu 2013:26).

Mothae (2008:823) is of the view that a lack of skills is one of the main reasons for poor service delivery: municipal officials who do not have the required skills cannot adapt effectively to a changing environment. Therefore the training of municipal officials is crucial to enable them to work effectively within the constantly changing environment.

A leading food and facilities management company in North America compiled a competency model for frontline employees. The core competencies identified were "communication; teamwork/cooperation; drive/positive demeanor; customer service orientation/interpersonal relationships; flexibility/stress tolerance; diversity awareness/sensitivity; integrity/trust; dependability; and learning" (Bayless and Pollack 2009:10). These are the competencies that the municipal frontline staff at the CoT should possess to be effective and efficient in their daily activities.

The vision of the City of Calgary in Canada (City of Calgary 2010) is "excellence in municipal management" and this municipality expects every employee to adhere to the following in the execution of daily duties:

- Values and ethics – demonstrate professionalism, integrity, ethical behaviour and commitment to the values of the City of Calgary.
- Customer focus – demonstrate excellent customer service (internal and external) by focusing on discovering and meeting customer needs.
- Communication – communicate in a professional and articulate manner, ensuring that the message is clear, understood and appropriate.
- Building relationships – sustain beneficial relationships (formal and informal) both internally and externally to accomplish the organisation's objectives.

On the other hand, the competencies required of the customer care consultants at the CoT (according to the City of Tshwane, Job Description: Tshwane Job Evaluation Region [sa]:3-4) are that they must:

- be computer literate;
- have good written and verbal communication skills;
- have excellent communication and listening skills;
- have excellent reading ability;
- be able to work under pressure;
- have good problem solving skills; and
- have a customer service orientation.

According to the advertisement placed for the position of a customer care consultant, the personal attributes and/or competencies that are required are multilingualism, excellent communication skills and an ability to work according to stated deadlines. Furthermore, the applicant must be able to perform under pressure, must possess good organisation skills, must be able to cope with stress, must possess team-leader attributes, must be a team player, should possess the capacity to pay attention to detail and should be able to exercise patience (City of Tshwane, Advertisement for customer care consultant 2016).

4.5.2 Job description of municipal frontline staff

The work of a customer care consultant at the CoT is to provide customer service to citizens who reside within the municipal area of the CoT. In short, the purpose of a customer care consultant is to "deliver prompt, efficient and effective handling of all inbound communications including outbound communication where required" (City of Tshwane, Job Description: Tshwane Job Evaluation Region [sa]:2). A customer care consultant reports to a senior customer care consultant. Customer care consultants are employed at various customer care walk-in centres throughout the CoT area.

A description of the duties of a customer care consultant reads as follows (City of Tshwane, Job Description: Tshwane Job Evaluation Region [sa]:2):

- The rendering of an efficient and effective contact centre service
- The facilitation of account maintenance
- The monitoring and maintenance of a performance culture
- The verification of the details of customers
- The adherence to set schedules at all times
- The performance of quality work according to guidelines and principles
- The execution of administrative functions and tasks

The qualification that a customer care consultant is required to have is a matric certificate or an NQF 3 qualification. In addition, one year's experience in a call centre is required as well as customer care experience. Experience is essential because the work requires a broad knowledge of dealing with customers, which is a core component of the job. Applicants should also be able to use MS Outlook, MS Word and the SAP system. The preferred qualification is a relevant post-matric qualification or a customer service certificate or diploma or degree. Customer care consultants must be able to work under a lot of pressure in a stressful environment and be able to communicate with all types of customers and deal with difficult customers in a compassionate manner. As stated, at least one year's experience

is preferred as it would augment the ability to deal with customers at all levels (City of Tshwane, Job Description: Tshwane Job Evaluation Region [sa]:3).

The Code of Conduct, which is included in each job description (City of Tshwane, Job Description: Tshwane Job Evaluation Region [sa]:4-5), describes aspects such as house rules, work station neatness, dress code and eating habits that the customer care consultants have to adhere to. This document was obtained directly from the CoT as well as the advertisement placed for customer care consultants.

The primary functions listed in an advertisement for the post of a customer care consultant are as follows (City of Tshwane, Advertisement for customer care consultant 2016):

- Provide customer service to the citizens and assist the citizens with complaints and enquiries whether telephonic, walk-in, or in writing.
- Interact with various external role players and departments when solving complaints.
- Implement new systems and sustain these systems.
- Maintain a statistical data base of all the enquiries and complaints received.
- Provide responses to the statistical data report on a monthly basis on the enquiries and complaints received and which have not been resolved.

Therefore, according to the advertisement (City of Tshwane, Advertisement for customer care consultant 2016), the purpose of the job as a customer care consultant is "to render a customer service to the public and attend to walk-in, telephonic and written complaints and enquiries". Even though the job description states that the essential qualification of the post is an NQF 3 or a matric certificate, the advertisement states that an applicable three-year tertiary, career-related degree or national diploma or an equivalent qualification will be an added advantage. The advertisement further indicates that relevant experience and knowledge of the CoT, its operations, billing processes and the principles of *Batho Pele* (People First) are required as well as computer literacy and SAP CIC knowledge. Due to the stated requirements it would seem from the advertisement

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that an applicant for the customer care consultant position should be an employee from within the municipality.

4.6 AN OUTLINE OF THE TRAINING PROGRAMMES OFFERED AT THE CITY OF TSHWANE METROPOLITAN MUNICIPALITY FOR MUNICIPAL FRONTLINE STAFF

This section provides a brief description of the training programmes available at the CoT. Training is imperative to the success of any organisation and improves the performance of its employees. Mbijjiwe and Venkataiah (2013:75-76) indicate that training is a key component to the success and survival of an organisation as knowledge workers have replaced industrial workers, and as skills, knowledge, competencies, attitudes and behaviours are crucial to the CoT. These authors add that conducting training in the public service is a challenge. Training evaluation is highly regarded in scholarly literature but it is not implemented in practice. Evaluation of training is rarely conducted in the public sector. This makes it difficult to determine whether the training targets were attained and whether they were attained economically. Often, a training needs assessment to determine the value of a training programme is not done before the training is presented.

4.6.1 Training programmes for municipal frontline staff

The training programmes that the CoT municipal frontline staff have to attend are as follows:
- Care for Customers
- *Batho Pele* Train the Trainer
- MS Windows
- MS Outlook XP
- SAP
- SAP CRM
- Unleashing Excellence

The researcher obtained the content of two of the manuals that are used in CoT training programmes. The first one is an Intermediate Student Manual on Microsoft Outlook 2010 (Velsoft Training Materials, Inc. 2011). The manual contains systematic explanations of and screen shots illustrating different aspects of Microsoft Outlook and provides learning outcomes for each section. The second one is an Intermediate Student Manual on Microsoft Windows 2007 (Yarona Training Solutions 2007). This manual contains explanations of each of the different aspects of Microsoft Windows 2007 and step-by-step illustrations in the form of screen shots. The manuals will not be evaluated as this is beyond the scope of the study.

A three-day training course titled "Excellent customer service for frontline staff" is offered by the NSG (NSG 2016a) for frontline staff who deal directly and indirectly with customers. The participants must be proficient in communication, mathematical and computer skills at NQF level 3 or Grade 10 level. The learning outcomes are as follows:

- Identify the needs of customers.
- Distinguish between poor and good service delivery.
- Execute plans for service delivery.
- Successfully work with difficult customers.
- Realise the *Batho Pele* principles relevant to frontline services and implement these principles when dealing with customers.
- Implement effective methods of communication.

The assessment approach followed for this course entails pre-course reading, formative assessments and a portfolio of evidence, which serves as the summative assessment. The training course is also available in an e-learning format. Successful participants receive a credit-bearing certificate of competence, which is aligned to Unit Standard 242901: Apply the principles of good customer service to achieve public sector objectives, and the course is pitched at NQF Level 4 with six credits (NSG 2016a).

4.7   CONCLUSION

Much is written about training and the importance of training in a changing work environment should not be underestimated. Training cannot be regarded as a panacea for all the challenges facing municipalities.   However, to remain competitive and relevant, municipalities must ensure that their staff complement is flexible and able to adapt to a changing municipal environment.

The powers of local government are constitutionally entrenched in and protected by the *Constitution* and by national legislation (City of Tshwane 2011:43). Local government is at the coalface of service delivery and is regarded by communities as the face of government. The focus of this study is on the municipal frontline staff at the CoT. The City of Tshwane is divided into seven regions, and services are rendered to communities by customer care consultants at customer care walk-in centres in these regions. These customer care consultants engage directly with the citizens of the CoT and they should possess the skills, knowledge and competencies to provide a professional service. Training programmes are offered by the CoT to the municipal frontline staff to hone their skills, knowledge and competencies to provide a more efficient and effective service to the citizens. This was the emphasis of Chapter 4.

Chapter 5 deals with the empirical research that was conducted and that involved the municipal frontline staff and the supervisors of the municipal frontline staff at the CoT. The aim was to establish what they thought should be included in a training and development framework for municipal frontline staff. The views and perceptions of the municipal frontline staff and the supervisors of the municipal frontline staff are shared in Chapter 5.

CHAPTER 5

THE ANALYSIS AND INTERPRETATION OF EMPIRICAL DATA

5.1   INTRODUCTION

Chapter 1 focussed on a review of available literature and provided a robust description to uncover the theoretical foundations of various core elements. Chapter 2 conceptualised the construct of training within the discipline of Public Administration, the field within which the study was located. Training was the focus of this study, and Chapter 3 offered an explanation of training and its various fundamental principles. Subsequent to the literature review, Chapter 4 presented a description of the legislative framework relating to local government in South Africa, an overview of the structure of the CoT, a description of street-level bureaucrats, the role and functions of customer care consultants and the training programmes offered to them in the CoT.

This chapter, Chapter 5, presents a description of the data collection processes followed, the research findings and an interpretation of the relevant results. Supporting tables and figures graphically depict the different interpretations for illustration purposes. To serve as a backdrop, the research question relevant to this chapter is reiterated prior to the data analysis and interpretation sections to indicate its relevance in the context of this study. This chapter focusses on an analysis of the views of the participating customer care consultants and of the supervisors of these customer care consultants regarding what should be included in the skills and development training framework for customer care consultants at the CoT. The development of this framework was accomplished by analysing the empirical research conducted involving the customer care consultants and their supervisors.   The chapter presents the findings resulting from this empirical research.

The research objectives to be covered in this chapter are as follows:

- To determine what the views of municipal frontline staff and supervisors of municipal frontline staff are on what should be included in a training programme for municipal frontline staff at the CoT
- To provide a skills and development training framework for municipal frontline staff at the CoT

In section 5.2, the empirical approach that was followed is highlighted to provide clarity on the research processes.

5.2 A DESCRIPTION OF THE EMPIRICAL APPROACH OF THIS STUDY

The objective of research is to discover knowledge (Zarah 2017). The current study was undertaken to determine the views of the participating customer care consultants (municipal frontline staff) and their supervisors (senior customer care consultants) on what should be included in a skills and development training framework for customer care consultants. The empirical research was undertaken in two phases. Phase 1 encompassed the completion of a qualitative questionnaire by the customer care consultants. The questionnaire included questions about training programmes attended, skills required to be an effective customer care consultant, the overall impression of training programmes, the training programmes that customer care consultants should attend and the aspects that should be included in a training programme for customer care consultants at the CoT. The data obtained was analysed, and based on the findings a quantitative questionnaire was designed that was completed by the supervisors of the customer care consultants. This constituted Phase 2 of the empirical research. The supervisors had to indicate according to a Likert scale what the most important aspects of training for customer care consultants were and to provide comments about what should be included in a training programme for customer care consultants at the

CoT. The analysis of both the questionnaires and the findings of this analysis are dealt with in this chapter.

After the collection of the data it was analysed using a code book, which provided a "set of rules for assigning numerical values to answers obtained from respondents" (Kumar 2014:298). The names assigned to the variables were easily recognisable. Account was taken of the importance of identifying response patterns, a process that can be difficult and time consuming. In the case of closed-ended questions (e.g. most of the questions on biographical details), the response pattern had already been developed as part of the construction of the instrument and a numerical value was assigned to each response. In the case of multiple-response questions that gave respondents the opportunity to offer more than one response (e.g. questions 1, 6 and 7 of the questionnaire for the customer care consultants), themes were identified based on the responses obtained. In the next section, the findings based on the results of the questionnaire completed by the customer care consultants are presented.

5.3 RESEARCH RESULTS: CUSTOMER CARE CONSULTANTS

In this section, the results of the empirical research are presented and analysed. This section commences with a description of the questionnaire developed for the customer care consultants and is followed by an elucidation and an analysis of the biographical information collected from the customer care consultants who completed the questionnaire. This section concludes with an analysis of the data obtained from the questionnaires.

5.3.1 Description of the questionnaire

A total number of 21 walk-in centres were visited and 77 consultants agreed to complete the questionnaire. The questionnaire consisted of three sections, namely, the informed consent information letter, the biographic details section and the questionnaire. The informed consent letter comprised a letter that introduced

the research study and the researcher and it provided information on ethics and the principles of research that would be adhered to during the data collection process. The respondents had to date and sign the letter of consent, indicating that the information provided was understood and that consent was given to participate in the research on a voluntary basis and to complete the questionnaire.

The biographical details section of the questionnaire consisted of five questions, which related to the following: personal information of the respondent; the name of the customer care walk-in centre where the respondent was based; the respondent's highest qualification; the respondent's duration of employ; and information on the various training courses attended. The questionnaire consisted of 10 open-ended questions that related to aspects that described the training programmes attended and to the perceptions of the customer care consultants regarding these training programmes. A copy of the questionnaire is attached to the study as Annexure 1. Details of the target population are given in the next section.

5.3.2 Biographical profile of the respondents

The biographical details section of the questionnaire was included in the study to obtain information on the profile of the customer care consultants who participated in the empirical research. The questions that were asked elicited the following information about the respondents:

- The name of the customer care walk-in centre where employed
- Highest qualification
- Number of years employed at the CoT
- Number of years employed as a customer care consultant
- Training programmes attended by the customer care consultant at the CoT

These five questions were asked to obtain information that was relevant to the research, and the findings were based on the biographical data obtained. Each

question is dealt with in the subsequent sections and the biographical profile of the respondents is described.

Question 1: Name of the Walk-In Centre

The respondents had to indicate at which walk-in centre they were employed. The graph below illustrates the number of customer care consultants and the walk-in centres where they were employed.

Graph 5.1: Number of respondents per Walk-In Centre

Note: BKS= BKS Customer Care Centre; AKA = Akasia Customer Care Centre; SOSF = Soshanguve Block F Customer Care Centre; MAM = Mamelodi Customer Care Centre; CEN = Centurion Customer Care Centre; SAM = Sammy Marks Customer Care Centre; RAY = Rayton Customer Care Centre; BRO = Bronkhorstspruit Customer Care Centre; LAU = Laudium Customer Care Centre; REF = Refilwe Customer Care Centre; ROS = Rosslyn Customer Care Centre; ISI = Isivuno Customer Care Centre; BOD = Bodibeng Customer Care Centre; EER = Eersterust Customer Care Centre; HBP = HB Phillips Customer Care Centre; OLI = Olievenhoutbosch Customer Care Centre; TEM = Temba Customer Care Centre; SOSKK = Soshanguve Block KK Customer Care Centre; STA = Stanza Bopape Customer Care Centre; HAM = Hammanskraal Customer Care Centre; SHE = Shere Customer Care Centre.

A total of 21 customer care walk-in centres were visited in the seven regions of the CoT. Most of the respondents (11) who completed the questionnaire were from the BKS walk-in centre that is situated in the Pretoria city centre, followed by seven respondents at each of the Akasia, Soshanguve Block F and Mamelodi walk-in centres. Six respondents were based in Centurion, whereas four were based at each of the Sammy Marks, Rayton, Bronkhorstspruit and Laudium walk-in centres. Three respondents came from Refilwe, Rosslyn and Isivuno, whereas Bodibeng, Eersterust, HB Philips, Olievenhoutbosch and Temba produced two respondents each. The Soshanguve Block KK, Stanza Bopape, Hammanskraal and Shere walk-in centres produced one respondent each. All the walk-in centres were represented in the data collection process.

Question 2: Highest qualification

This question required the respondents to indicate their highest qualification, and the responses are depicted in Figure 5.1.

Figure 5.1: Highest qualification
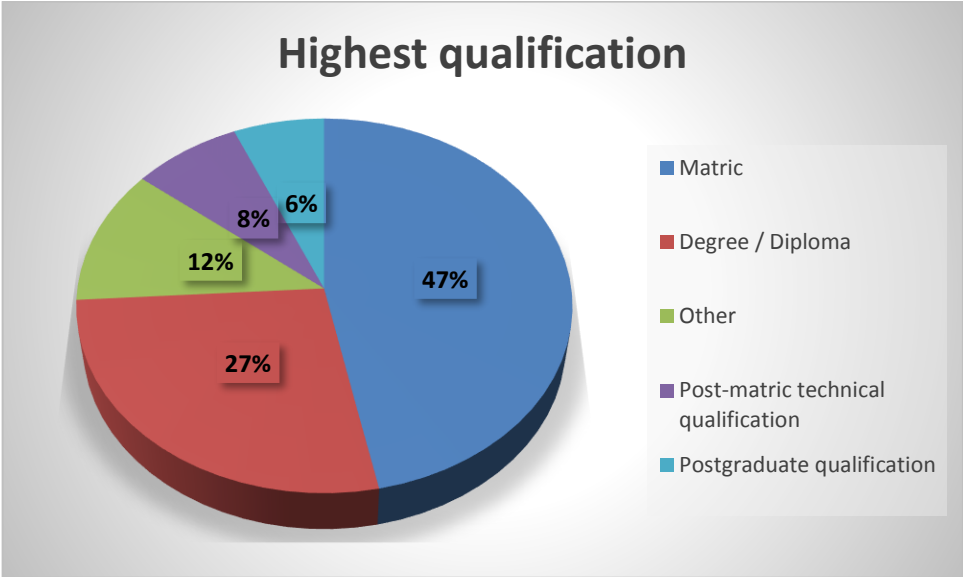
As indicated by the data acquired, the highest qualification obtained by 47% (36) of the respondents was a matric certificate, whereas 27% (21) had completed a degree or diploma. Of the respondents, 8% (6) had a post-matric technical qualification, 6% (5) had a postgraduate qualification and 12% (9) had other

qualifications. Unfortunately, because the option "Other" did not require particulars, the study could not provide information about the nine respondents concerned.

As indicated by the data, a matric qualification was the lowest qualification of 88% (68) of the respondents. This showed compliance with the advertisement the CoT had placed for customer care consultants, which required applicants to have an NQF 3 or matric certificate and which specified that an applicable three-year career-related tertiary qualification (degree or national diploma) would be an added advantage (see section 4.5.2, Chapter 4). Of the respondents, 6% (5) possessed a postgraduate qualification, which rendered them overqualified for the position of a customer care consultant. Therefore, except for the 12% (9) respondents who had indicated "Other" as their highest qualification, all the respondents possessed the minimum requirements to be appointed as customer care consultants.

Question 3: Number of years employed at the CoT

In respect of question 3, the respondents had to provide information on the number of years that they had been employed at the CoT. The figure below illustrates the data obtained.

Figure 5.2: Number of years employed at the CoT
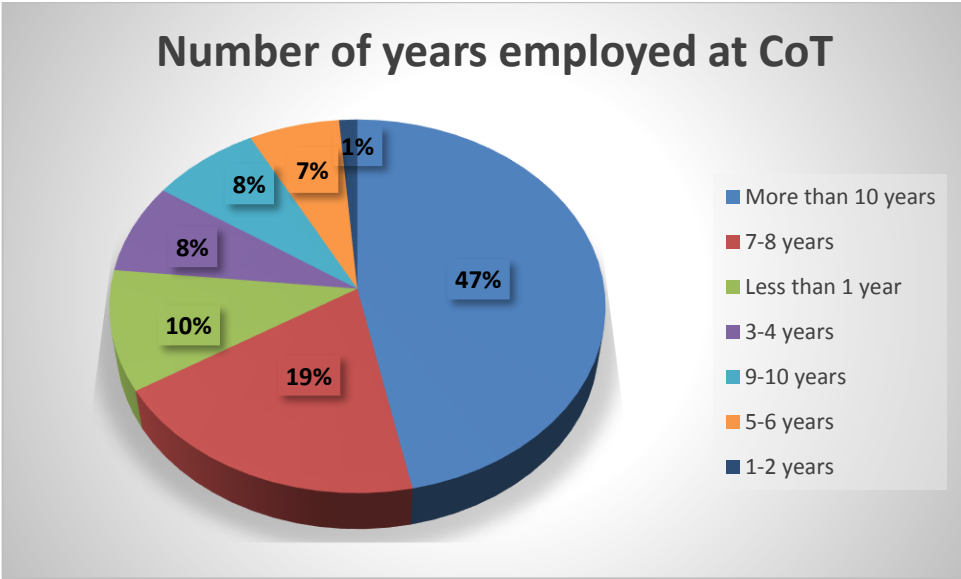
The data obtained from question 3 indicated that 47% (36) of the respondents had been employed at the CoT for more than 10 years, whereas 19% (15) had been employed for seven to eight years, and 10% (8) had been employed for less than one year. Of the respondents, 8% (6) had been employed at the CoT for three to four years, the same percentage/number had been employed for nine to ten years, 7% (5) had been employed for five to six years, and 1% (1) had been employed for one year to two years. From the data obtained, it can deduced that the majority of customer care consultants had been employed at the CoT for a period of between one year and more than 10 years, which indicated that the customer care consultants possessed different levels of experience in the municipality. Over 70% of the customer care consultants had been employed at the CoT for longer than seven years, which indicated that the customer care consultants possessed knowledge of the CoT, how the CoT operated and how citizens should be treated. This data reveals that these employees stay in the employ of the CoT for a long time. In other words, the majority of the respondents possessed extensive working experience at the CoT and possessed adequate knowledge regarding the organisation's processes and procedures.

Question 4: Number of years employed as a customer care consultants
This question required the respondents to indicate the number of years in their current positions as customer care consultants. The figure below demonstrates a significant finding.

Figure 5.3: Number of years employed as a customer care consultant
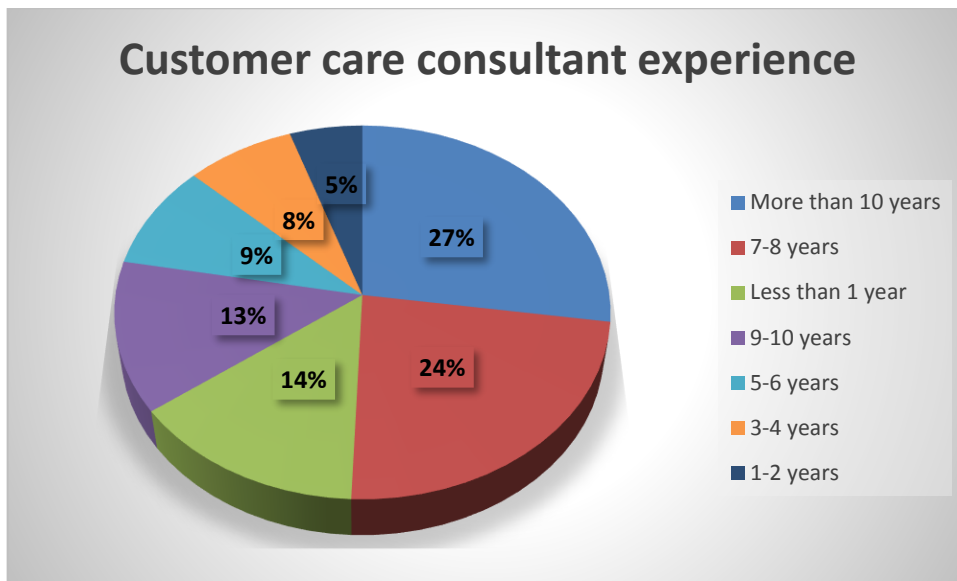
Of the respondents, 27% (21) had been appointed in the position of a customer care consultant for more than 10 years, whereas 13% (10) had been appointed for nine to ten years, 24% (18) had been in this position for seven to eight years and 9% (7) had been appointed for five to six years. Of the customer care consultants, 8% (6) had been in this position for three to four years, whereas 5% (4) had been in this position for one year to two years, and 14% (11) for less than one year.

From the results, it can be deduced that a total of 73% (56) of the customer care consultants had been appointed in this position for over five years. In contrast, only 27% (21) of the customer care consultants had been appointed in this position for a period of less than five years. It is significant to note that over 70% of customer care consultants had over five years' experience; therefore it can be assumed that they are proficient in their work and possess the required knowledge, skills, competencies and attitudes to be effective customer care consultants.

Question 5: Training programmes attended by the customer care consultants at the CoT

The study needed to ascertain which training programmes had been attended by the customer care consultants. The customer care consultants were expected to

attend these training programmes which were mentioned in the questionnaire so that they could perform their daily activities effectively.

Graph 5.2: Customer care training programmes attended
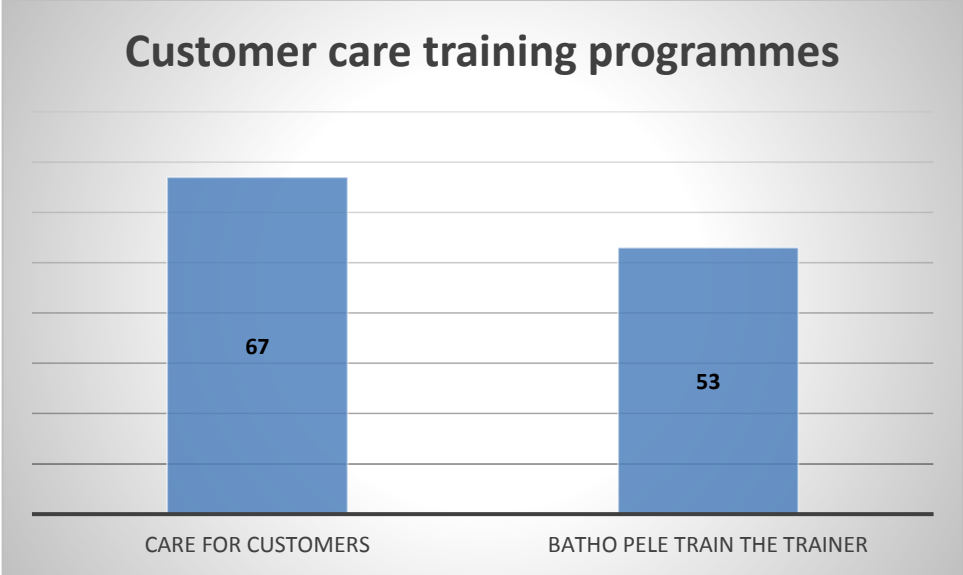
Graph 5.2 illustrates that 67 customer care consultants out of a total of 77 customer care consultants had attended the Care for Customers training programme. Only 53 customer care consultants had attended the *Batho Pele* Train the Trainer training programme. These training programmes should be attended by all customer care consultants as they prepared the customer care consultants to provide effective customer service and assisted them in performing their activities according to the legislative requirements of the *Batho Pele* White Paper (WPTPSD) (Department of Public Service and Administration 1997c) (see section 2.8.5, Chapter 2).

The customer care consultants were also expected to attend the following computer training programmes. These training programmes should be attended by all customer care consultants as they provided the computer skills required for excellent service delivery. Graph 5.3 depicts the numbers who had attended the MS Windows, MS Outlook XP and SAP training programmes.

Graph 5.3: Computer skills training programmes attended
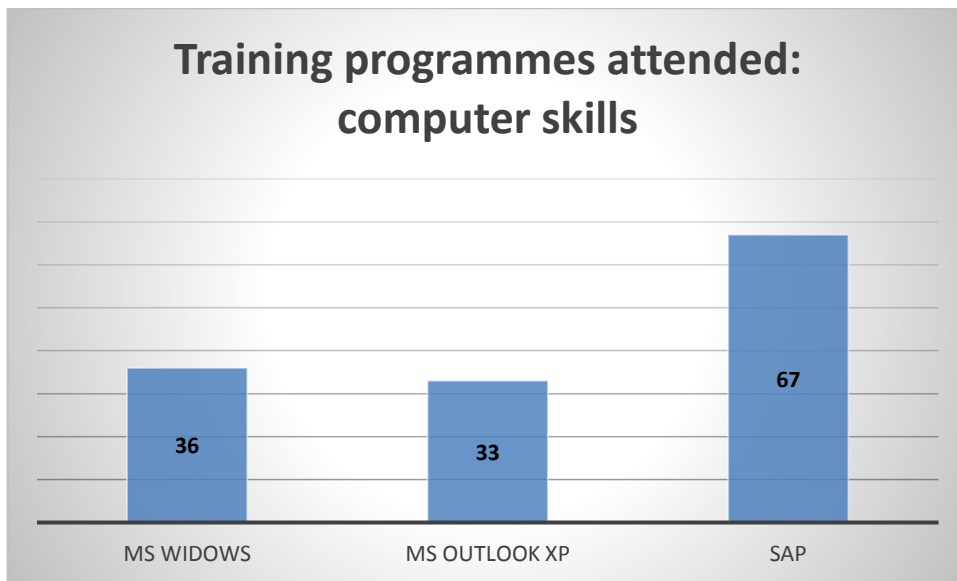
Out of the total of 77 respondents who completed the questionnaires, 36 had attended the training on MS Windows, only 33 respondents had attended the training on MS Outlook XP and 67 respondents had attended the training on SAP (the operating system that the customer care consultants used to perform their daily activities). It was surprising to note that very few customer care consultants had attended the computer training programmes. All customer care consultants were expected to attend these training programmes that were designed to improve the level of service delivery provided to customers.

5.3.3 Presentation of the findings based on thematic analysis

The findings that are presented in this section are based on the perceptions and opinions the respondents expressed in the questionnaires. To explore research question 5, which was stated in section 5.1 of this chapter, a questionnaire was compiled that consisted of 10 open-ended qualitative questions.   This questionnaire was self-administered by the respondents. The researcher or a field worker was available in case of any uncertainties or questions that the respondents could have.   The aim of the study was to ascertain what the customer care consultants believed should be included in a skills and development training framework for customer care consultants. The customer care consultants had to

be directly involved in contributing towards this skills and development training framework (see section 1.7.2, Chapter 1) as they were directly involved with citizens on a daily basis and were aware of the requirements of the customer care consultant position.

It is important to note that a respondent could mention more than one theme. This means that the total number of comments received could be more than 77, which was the total number of respondents who completed the questionnaires. This applied specifically to questions 1, 6 and 7, which are dealt with in this section. In respect of each of these questions, a graph is provided indicating the different themes that were mentioned and the number of respondents who mentioned these themes. In the explanation provided below the graphs, the relevant percentages are given and the numbers of respondents are given in brackets.

The next section of this questionnaire consisted of 10 open-ended qualitative questions. The thematic content was analysed using Excel spreadsheets. The first spreadsheet contained the raw data, the second spreadsheet contained the codebook, while the third and fourth spreadsheets contained the thematic content analysis of the first and second sections of the questionnaire, respectively. Qualitative content analysis was used to code and categorise the data that provided patterns and frequency of words that were used by the respondents to answer the questions in the questionnaire. The process of content analysis necessitates using a descriptive approach to code the data and interpret the quantitative counts of the codes. The process of thematic analysis was also used and involves categorising raw data into themes. Thematic analysis entails finding commonalities across the data set and providing a qualitative account of the data, which was dealt with in Chapter 1, section 1.7.3. These two processes were used in this study.

The aim of questions 1 and 2 was to ascertain the views of the customer care consultants about training programmes as this would contribute to the establishment of a skills and development training framework for the customer care consultants at the CoT.

Question 1: What do you like most about the training programmes which you have attended as a Customer Care Consultant at the City of Tshwane?

The themes indicated in Graph 5.4 emerged from the qualitative analysis of respondents' answers to question 1. This graph depicts the number of respondents who mentioned the specific themes in their responses.

Graph 5.4: What do you like most?
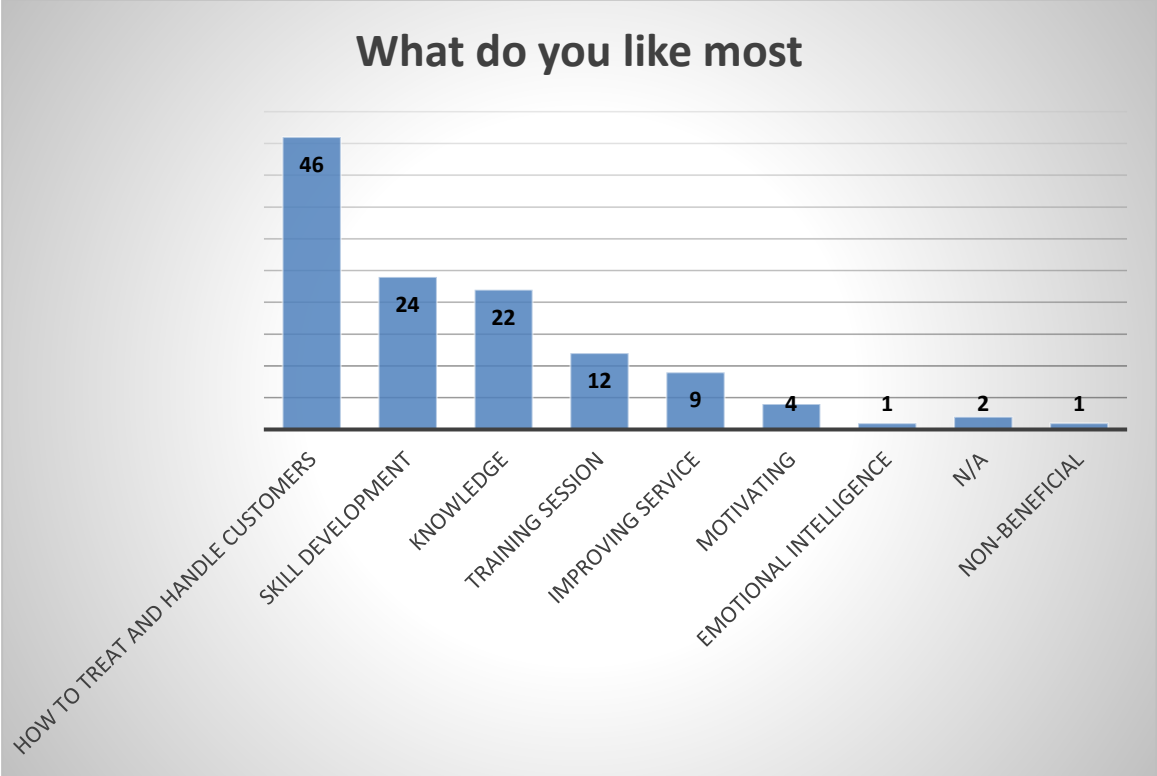
An analysis of the responses received in respect of question 1 indicated that 38.02% (46) of the respondents most liked training in how to treat and handle customers. Some of the individual responses of the customer care consultants were that they liked to learn how to treat customers in a polite and friendly manner, how to treat customers with respect, how to treat customers using the *Batho Pele* principles, and how to handle difficult customers. These aspects, in particular the last one, make up an important part of the daily activities of customer care consultants, and it is evident from the responses received that the customer care consultants most liked to be given advice about this in a training programme.

The aspects the respondents liked second best were skills development and knowledge acquisition (19.83% (24) and 18.18% (22) respectively). On the theme of skills development, the following were a few individual responses: the training helped the customer care consultants to gain skills (for instance, people skills) that improved their service delivery; the training taught the customer care consultants how to handle customers and treat them with respect; and the training could improve their work and personal lives. Comments on the theme of knowledge acquisition were as follows: the training reminded the customer care consultants that the customer was always right and that they should practise the *Batho Pele* principles every day when dealing with the customers; and the training improved the way they communicated with the customers. The customer care consultants indicated that the training was informative and the outcome was insightful. Not only did they obtain valuable knowledge from the training programmes, but they also learned how to implement the knowledge they had gained.   The training programmes provided useful information that was easily understandable and allowed the customer care consultants to gain new knowledge.

The improvement of service was mentioned by 7.44% (9) of the respondents. Individual comments about this were as follows: the customer care consultants learned a lot about the job that they performed on a daily basis; the training programmes were informative and equipped them to serve the customer better by offering better approaches to dealing with day-to-day challenges; and the training programmes helped the customer care consultants to fulfil their commitment regarding serving their customers to the best of their ability and finding ways to improve service delivery. Of the respondents, 3.31% (4) indicated that they liked the fact that the training programmes motivated them. Some individual responses were that the training motivated them to do self-introspection with a view to improving their service to the customers and that the motivation was positive and directed towards helping them become better employees.

It was interesting to note that the respondents also liked certain aspects of the training sessions themselves at 9.92% (12), such as the training content, the training strategies, the excellent trainers and the use of practical examples.

Emotional intelligence was also a theme indicated by a few respondents. From the above responses, it is apparent that the aspects the customer care consultants liked most about the training were learning how to treat and handle customers, developing skills, gaining knowledge, the actual training sessions and being motivated by the training programmes. These results indicate that the majority of the customer care consultants want to learn and develop their knowledge and skills to be more effective in the workplace, in particular in dealing with customers on a daily basis. The customer care consultants realise the importance of an effective, interactive trainer who provides practical examples and they also acknowledge the importance of being motivated in the work environment as that can improve the overall level of service delivery.

Question 2: What do you like least about the training programmes which you have attended as a customer care consultant at the CoT?

The responses to question 2 are depicted in Graph 5.5.

Graph 5.5: What do you like least?
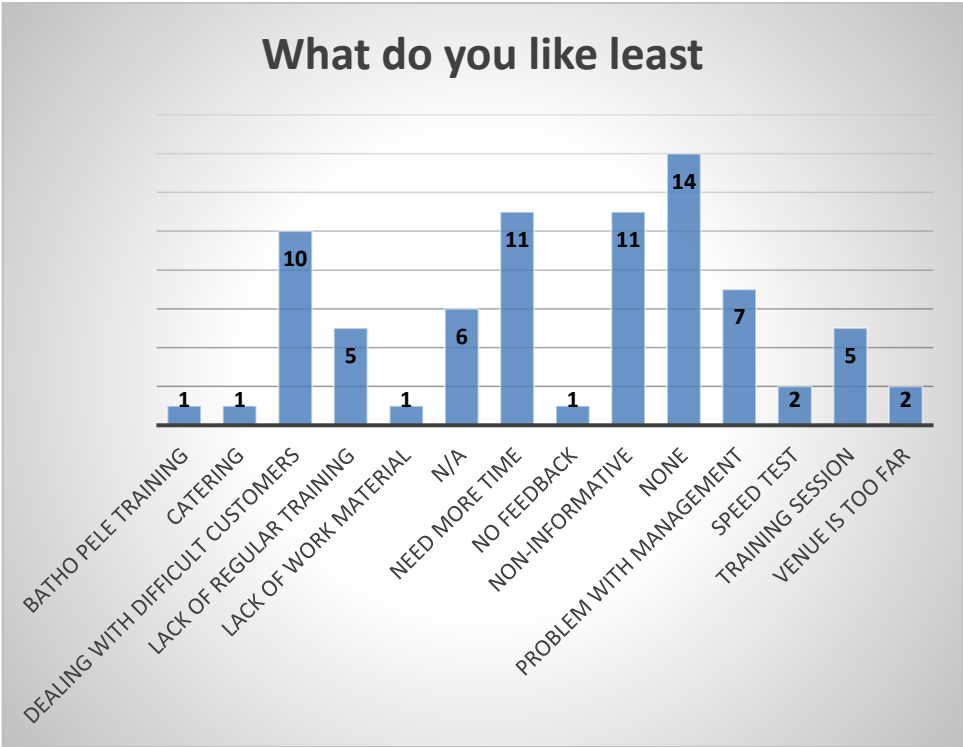
This follow-up question was included to elicit opinions about what the customer care consultants liked least about the training programmes they had attended. Of the customer care consultants, 18.2% (14) indicated that that there was nothing about the training that they did not like. However, 14.3% (11) of the respondents indicated that more time was needed for training. Another comment was that regular training was not provided. A few of the respondents (6.5% (5)) added that training courses were only presented once a year and sometimes every second year. Other respondents remarked that the number of days set aside for a training programme was not enough as the trainers tried to compress the information into the allotted limited time.

A relatively large percentage of the respondents (14.3% (11)) indicated that the training programmes were not informative, whereas 9.1% (7) referred to problems experienced with management because although issues were brought to the attention of the trainer, nothing was done about these and no improvement or change took place. One respondent was of the opinion that there was a need for supervisors and directors to be trained in dealing effectively with staff. In response to question 2, a respondent expressed the view that what was learned in the training environment could not be implemented in the work environment as these two environments differed too much. The work environment was not conducive to good service delivery; for example, the air conditioners, printers and toilets did not work and one printer had to be shared between 24 staff members. It was clear that these practical problems hindered the improvement of service delivery. The basic conditions for improving service delivery had to be met, such as making resources available and upgrading infrastructure and systems (see section 2.8.10, Chapter 2).

From the comments made by the respondents, it can be inferred that the customer care consultants are of the opinion that more time should be allocated to presenting training programmes and that the management should be made aware of the realities the customer care consultants face on a daily basis.

The aim of question 3 was to determine respondents' overall impression of the CoT's training programmes.

Question 3: What is your overall impression of the training programmes presented by the City of Tshwane for customer care consultants since you have been employed?

The responses of the customer care consultants to this question are given in Graph 5.6.

Graph 5.6: Overall impression of training programmes
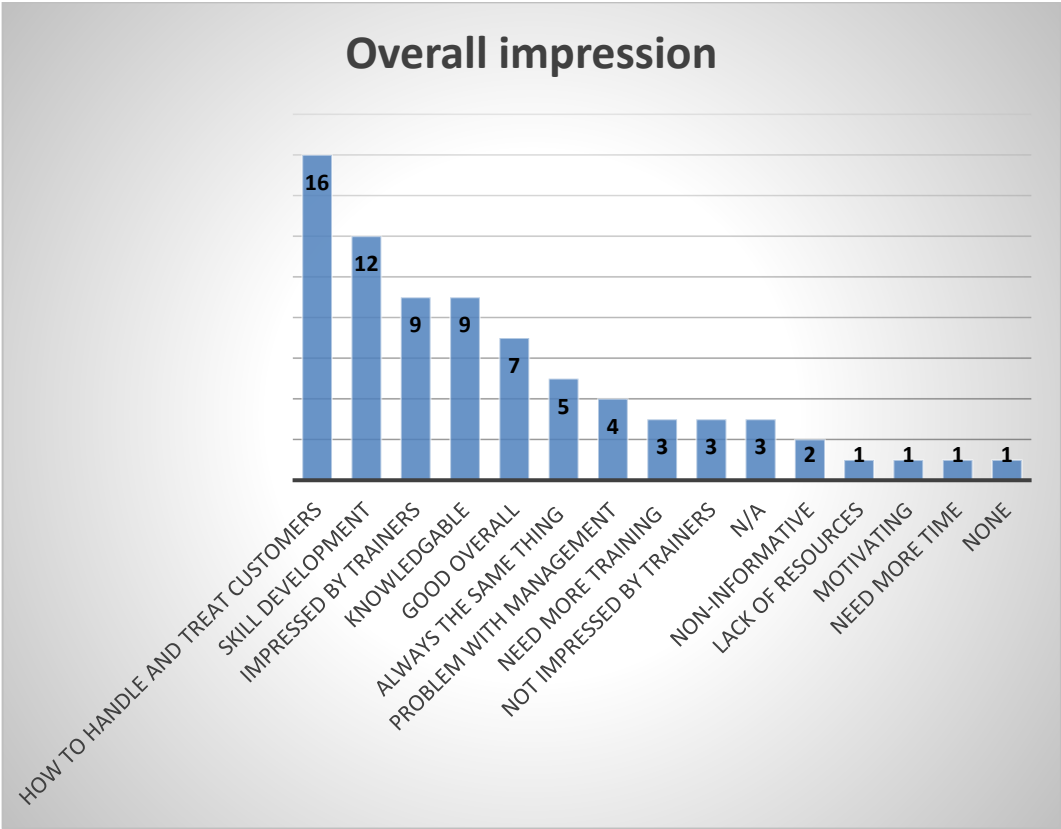
Of the respondents, 20.8% (16) were of the opinion that the training programmes taught them how to handle and treat customers. The programmes helped the customer care consultants to get to know customers and to know how to deal with them. One customer care consultant regarded the training as valuable as it taught them how to communicate effectively with customers and how to promote the image of the CoT. Among the respondents, 27.3% (21) felt that skills (12) and

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knowledge (9) were gained from attending the training programmes. Some of the comments the respondents made were as follows: the training programmes equipped the customer care consultants with knowledge about conducting their daily duties independently; more training assisted in improving levels of efficiency and the quality of service delivery; something new was learned at every training programme; topics were well researched and informative; the training added value and improved the working knowledge about and skills required to carry out day-to-day activities; and, overall, a lot was learned and the training provided was exceptional.

Of the respondents, 9.1% (7) stated that the training programmes were good overall, whereas 11.7% (9) specified that they were impressed by the trainers. This question was designed to establish the overall impression the customer care consultants had of the training programmes, and the comments of the respondents indicated that they were generally happy and had an overall good impression of the training programmes they had attended.   Nevertheless, 3.9% (3) of the respondents indicated that they were not impressed by the trainers, and 6.5% (5) of the respondents remarked that the same information was presented every year, that no new information was provided and that the training was uninteresting. From the responses provided, it can be gathered that the respondents had an overall good impression of the training programmes and that they enjoyed gaining skills and learning how to handle and treat customers.

The purpose of question 4 was to establish if the CoT put in place measures to encourage continuous learning.

Question 4: How does the CoT encourage continuous learning to improve the skills, competencies and knowledge of customer care consultants?

In Graph 5.7, the responses of the customer care consultants to this question are summarised.

Graph 5.7: Encourage continuous learning
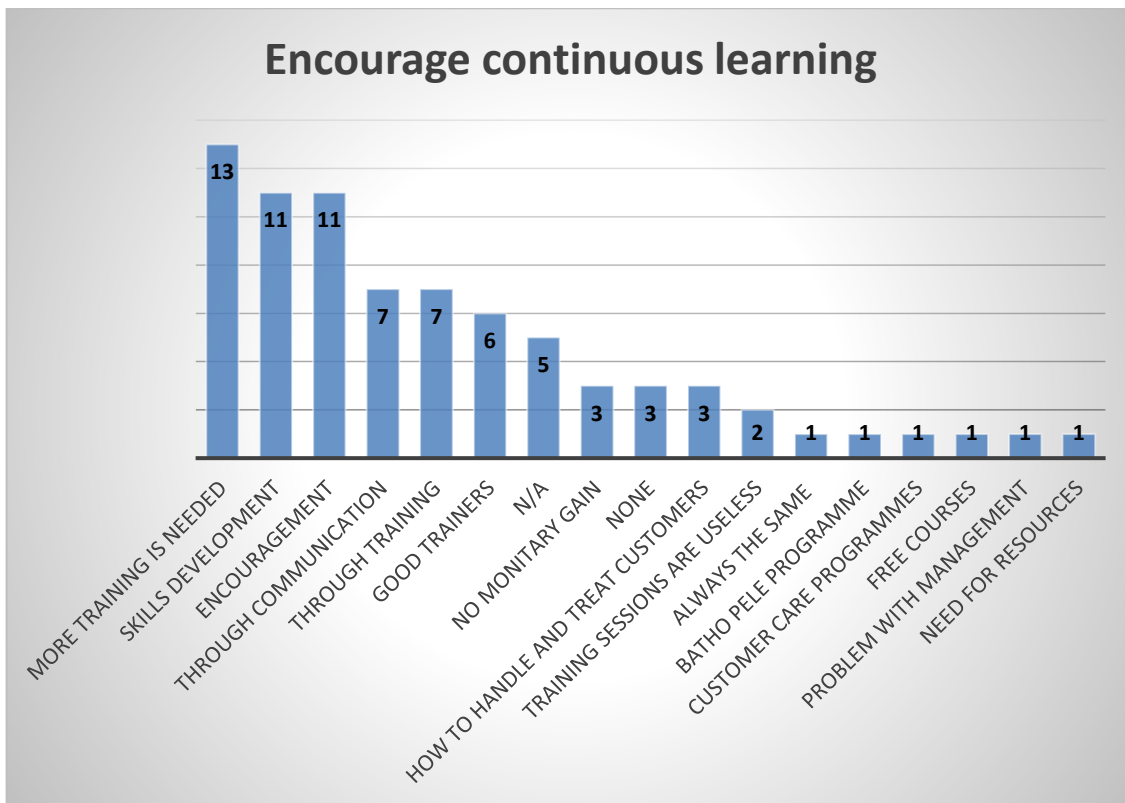
Based on the responses received, it was found that 14.3% (11) of the respondents had the following positive experiences about the CoT encouraging continuous learning: the CoT encouraged the customer care consultants to register for qualifications with institutions like colleges and universities; more training opportunities were provided each year; and customer care consultants were encouraged to attend the training programmes provided as these would improve their skills.

According to 9.1% (7) of the respondents, different means were used to encourage continuous learning, for instance: workshops and training programmes were conducted; customer care consultants were encouraged to attend training programmes every year to develop skills and knowledge so as to improve the level of service delivery; and customer care consultants were encouraged to further their studies. The respondents added that the CoT could do more by offering training on a regular basis in the form of additional training programmes, refresher courses and follow-up training. Of the respondents, 14.3% (11) indicated that continuous

learning to develop their skills was encouraged, for instance, by introducing workshops or refresher courses to inform staff on what was expected of them and by providing courses to teach different skills and increase competencies. The respondents believed that continuous learning involved self-development and self-enrichment; therefore customer care consultants should constantly learn new skills and knowledge to keep abreast of new products and developments.

As indicated by 9.1% (7) of the respondents, communication encouraged continuous learning. An example given by a respondent was that information on the availability of training programmes was shared via email. In the opinion of 16.9% (13) of the respondents, more training was needed. From the reflections of the customer care consultants, it can be gathered that measures are in place to encourage continuous learning. They observed as follows: customer care consultants were encouraged to attend training programmes by making available lists of training presented; employees received communication about training programmes via email; more training programmes were offered that were relevant to the needs of the customer care consultants; and the skills of the customer care consultants were developed.

The purpose of question 5 was to elicit the respondents' opinions about whether the content of the training programmes helped to improve their skills, competencies and knowledge.

Question 5: How does the current content of the training interventions help you to improve your skills, competencies and knowledge as a customer care consultant?

In Graph 5.8, the numbers of respondents who mentioned the themes that emerged are depicted.

Graph 5.8: Does training improve skills?

In analysing the responses, it was found that 29.9% (23) of the respondents were of the opinion that the training programmes assisted them in understanding customers and knowing how to treat them. All in all, 28.6% (22) of the respondents specified that the training programmes assisted with skills development; 13% (10) of the respondents indicated that the training programmes taught them how to work with the system; 5.2% (4) specified that training programmes kept them updated; and 3.9% (3) stated that the training courses were good. Therefore, the majority of respondents, namely, 80.6% (62), agreed that the training programmes they attended did improve their skills, competencies and knowledge.

Comments made by the respondents about understanding and treating customers were as follows: emotional intelligence training imparted skills on how to deal with customers; the training programmes assisted customer care consultants in getting to know internal and external customers and changing their behaviour towards customers; skills were gained in dealing with customers, treating them equally and

with respect, taking care of them and putting them first; customer service skills were learned to provide better customer service; and skills were honed so that service delivery and personal interaction could be enhanced. In having their skills honed, the customer care consultants realised that they were expected to have these skills and that these skills, which formed part of the job description of a customer care consultant at the CoT, were necessary to provide good customer service. The comments made by the respondents prove that the learning objectives of the training programmes are achieved in that the customer care consultants are made aware of their role and responsibility as customer care consultants.

On the theme of skills development, the comments made by the respondents were as follows: training improved skills and should be provided every three months to motivate the customer care consultants to constantly improve their skills; training provided the customer care consultants with the skills to work independently and taught them different customer care skills that they could implement; training improved their skills by broadening their thinking when resolving problems; training taught them to perform beyond the call of duty when assisting customers; training developed emotional intelligence skills; training taught them to be more productive in all spheres of life; and training helped them to become better customer care consultants and provide the best service.

A few respondents indicated that training should be continuous and that refresher courses should be presented. One respondent was of the opinion that only one training programme was useful, namely Customer Care Training, but this programme had been presented a long time ago and no refresher courses had been provided since. Another respondent remarked that it was not easy to learn all the information imparted in a two-day training course and to meet the expectation of implementing the learning material in the work environment as the employees worked under constant pressure.

Comments relating to the theme of learning how to work with the systems that were in place, were that the customer care consultants learned a lot about the use and implementation of Windows and the *Batho Pele* principles so as to improve service

delivery. In addition, group discussions, presentations and the sharing of ideas within a group setting during the training helped to improve the skills of the customer care consultants. The training programmes helped to improve the manner in which the customer care consultants approached their customers, and they learned how to work with the limited resources they had and to solve issues by thinking out of the box. During the training programmes, the customer care consultants shared scenarios and work-related examples of daily challenges, which assisted them to learn how to solve problems. The ongoing participation of all attendees in the training and the use of activities and group discussions assisted with the learning process, which in turn helped to improve skills, competencies and knowledge. The respondents were also of the view that the content of the training programmes kept them updated with new developments and changes and helped them understand the behaviour of customers. However, one respondent was of the opinion that the training did not help the customer care consultants to improve since nothing new was presented and the training only served to refresh the knowledge they already had.

As evidenced by the respondents' answers, customer care consultants are of the view that training interventions help to improve their skills, competencies and knowledge.

The aim of question 6 was to ascertain which CoT training courses the customer care consultants felt they needed to attend. Their answers would assist the researcher in developing a skills and development training framework for CoT customer care consultants.

Question 6: Which training courses do you think should you attend as a customer care consultant at the City of Tshwane?

The responses of the customer care consultants to this question are portrayed in Graph 5.9.

Graph 5.9: Training courses to be attended
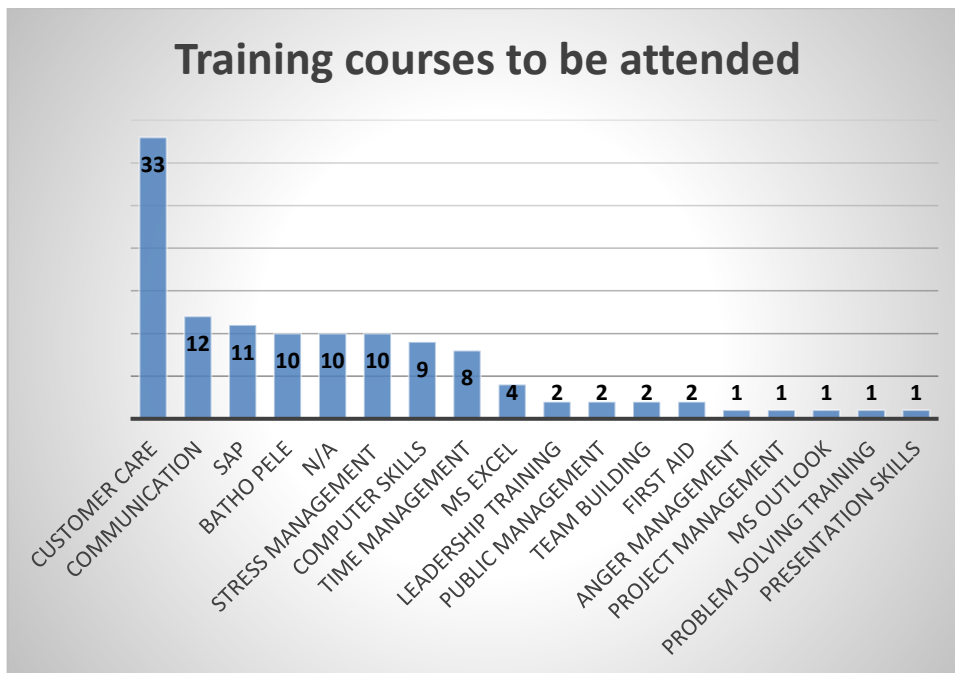
Of the respondents, 27.5% (33) indicated that customer care consultants should attend a training course in customer care. In total, 11.66% (14) of the customer care consultants expressed the opinion that courses on computer skills, MS Excel and MS Outlook should be attended. Among the respondents, 10% (12) regarded attending a training course on communication as important, whereas 9.17% (11) stated that customer care consultants should attend SAP courses. Of the respondents, 8.33% (10) indicated that *Batho Pele* and stress management training courses should be attended by customer care consultants, whereas 6.67% (8) indicated that a training course on time management should be attended.

It can be deduced from the comments of the respondents that the most important training courses that customer care consultants should attend are those on customer care, communication, SAP, *Batho Pele* principles, stress management, time management, and computer skills (including MS Excel and MS Outlook).

Question 7 was included to determine what skills, competencies and knowledge the customer care consultants thought they should have as customer care consultants at the CoT.

Question 7: Which skills, competencies and knowledge should you possess to be an effective customer care consultant at the City of Tshwane?

The themes mentioned by the respondents and the numbers who mentioned them are given in Graph 5.10.

Graph 5.10: Skills customer care consultants should possess
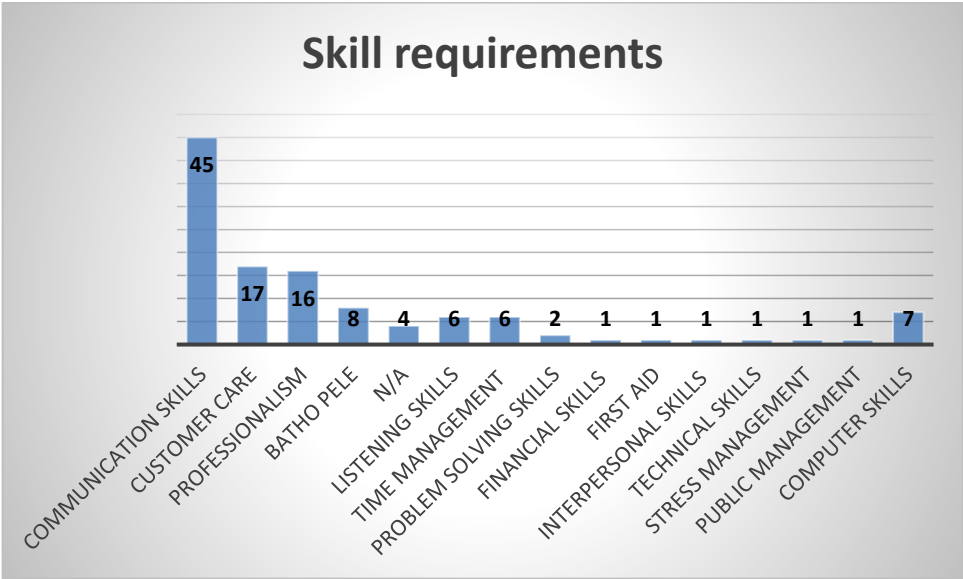
The majority response (38.46% (45)) was that an effective customer care consultant at the CoT had to possess communication skills, whereas 5.13% (6) of the respondents mentioned listening skills as important. Of the respondents, 14.53% (17) indicated that customer care was an important knowledge or competency skill, whereas 13.68% (16) regarded professionalism as a skill, knowledge or competency that customer care consultants should have. On the other hand, 6.84% (8) of the respondents indicated that, to be effective, customer care consultants had to be skilled and competent in or knowledgeable about *Batho Pele*, whereas 5.13% (6) indicated time management as an important skill.

From the analysis of the responses, it can be inferred that communication, customer care, professionalism and *Batho Pele*, in that order of preference, are important skills that customer care consultants should possess. Even though SAP was mentioned as a training course that should be attended, it was not mentioned

as a skill, knowledge or competency that was required to be an effective customer care consultant. However, computer skills at 5.98% (7), were indicated in respondents' answers to both questions 6 and 7. Only six respondents indicated time management as a skill, knowledge or competency that an effective customer care consultant should have, and only one respondent mentioned stress management.

An analysis of the respondents' reactions indicated that the respondents regarded similar training courses, namely customer care, communication, *Batho Pele*, stress management, computer skills, time management, and problem solving skills, as training courses that should be attended (question 6) to develop the skills, knowledge and competencies that an effective customer care consultant should possess (question 7). Even though the same themes were identified by the customer care consultants in questions 6 and 7, the number of respondents that mentioned the themes differed.

The aim of question 8 was to ascertain what the customer care consultants thought should be included in a skills and development training programme for the customer care consultants at the CoT. Their reflections would assist the researcher in developing the proposed skills and development training framework.

Question 8: What do you think should be included in a skills and development training programme for customer care consultants at the City of Tshwane?

In Graph 5.11, the numbers of respondents who mentioned the themes that emerged are depicted.

Graph 5.11: What should be included in a training programme
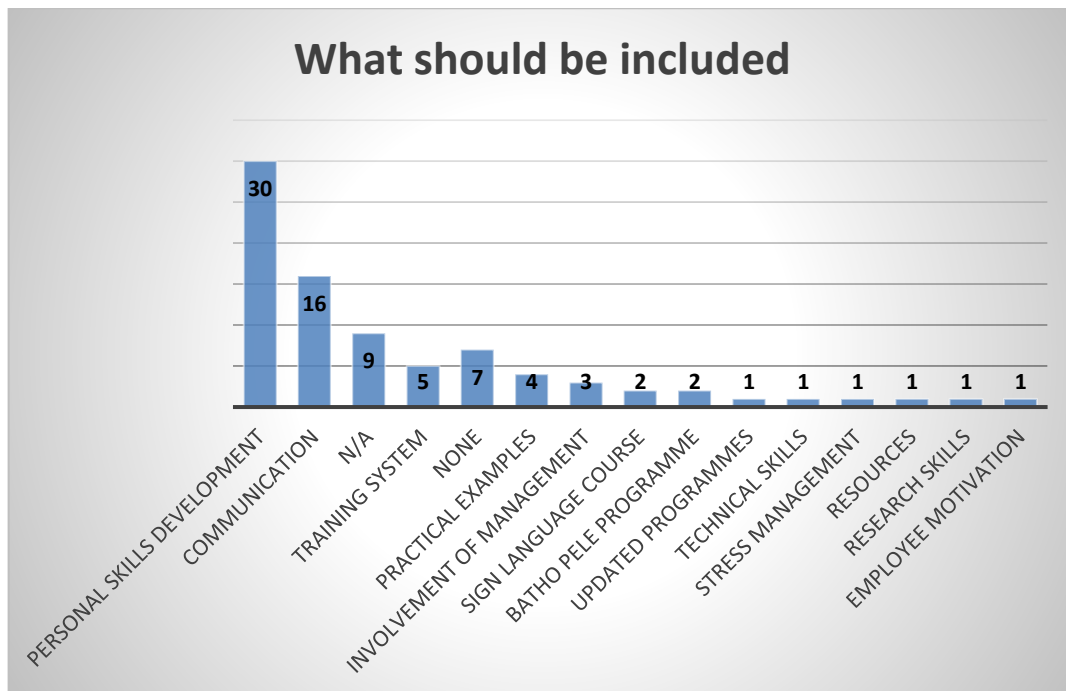
An analysis of the results showed that 39% (30) and 20.8% (16) of the respondents respectively were of the view that personal skills development and communication skills should be included in a skills and development training programme. Aspects of personal skills development mentioned by the customer care consultants included motivation, team-building, diversity management, interpersonal skills, organisational and personal goal achievement, emotional intelligence, self-management, time management and stress management.

Of the respondents, 5.2% (4) indicated that practical examples had to be provided to illuminate the actual experiences they had in the work environment. Their suggestion in this regard was that actual scenarios from the work environment, for example, dealing with an angry customer, had to be shared during the training programmes to help the customer care consultants to understand what was expected of them in the work environment. Such practical examples would help to illuminate the actual experiences in the work environment and assist the customer care consultants in meeting the needs of the customers.

In total, 6.5% (5) of the respondents referred to the training system that was in place, and the comments made included the following: staff should be rotated between the different walk-in centres so that the customer care consultants could learn what the needs at the different centres were because the work was carried out differently at the different centres; more training should be available to the customer care consultants; all the training programmes seemed to be the same (the only difference being the names of the programmes), therefore the programmes should set different learning objectives; and instead of one-day training programmes, programmes of longer duration should be provided. According to 2.6% (2) of the respondents, training on *Batho Pele* principles should be included in a training programme presented to customer care consultants at the CoT.

The results of the questionnaire indicate that the customer care consultants are of the opinion that personal skills, communication skills and *Batho Pele* principles should be included in a training programme for customer care consultants at the CoT. However, the training system should be managed effectively and practical examples must be included when the training programmes are conducted. Rotation of the customer care consultants should take place to ensure that the customer care consultants become familiar with the ways duties are performed at the various walk-in centres.

To enable the researcher to achieve the study's research objective, question 9 was included to determine the most important aspects of training according to the customer care consultants.

Question 9: What do you think are the most important aspects of training which need to be focussed on for customer care consultants at the City of Tshwane?

Graph 5.12 displays a summary of the responses of the customer care consultants to this question.

Graph 5.12: Most important aspects of training
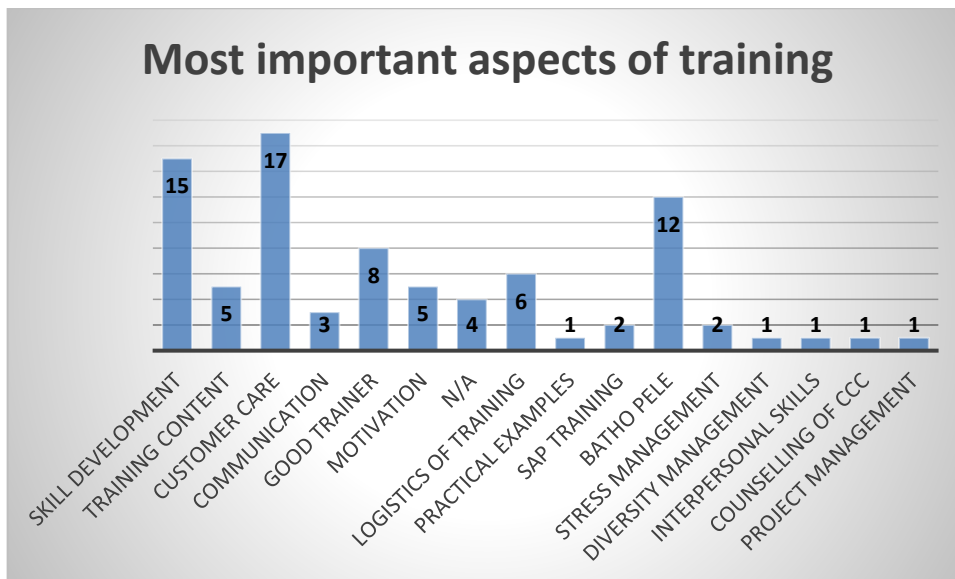
The customer care consultants had varying views about the aspects of training that were the most important and that should be focussed on. Customer care was indicated as one of the most important aspects (20.24% (17)), followed by skill development (17.86% (15)). The percentages/numbers of respondents who believed the following aspects of training were important, were as follows: *Batho Pele* (14.29% (12)); a good trainer with good training skills (9.52% (8)); and the logistics of training (7.14% (6)). The following comments were made about the logistics of training: certificates should be issued for training programmes attended; the venue had to be convenient; and Unisa, as indicated by one of the respondents, should accredit training. For 5.95% (5) of the respondents, motivation was an important aspect, as was training content (5.95% (5)).

Question 10 aimed to determine whether there was anything else that had not been covered in the questionnaire and that the respondents wanted to add.

Question 10: Is there anything else which you would like to add?

The responses to this question, which are given in Graph 5.13, were interesting and varied.

Graph 5.13: Additions or comments
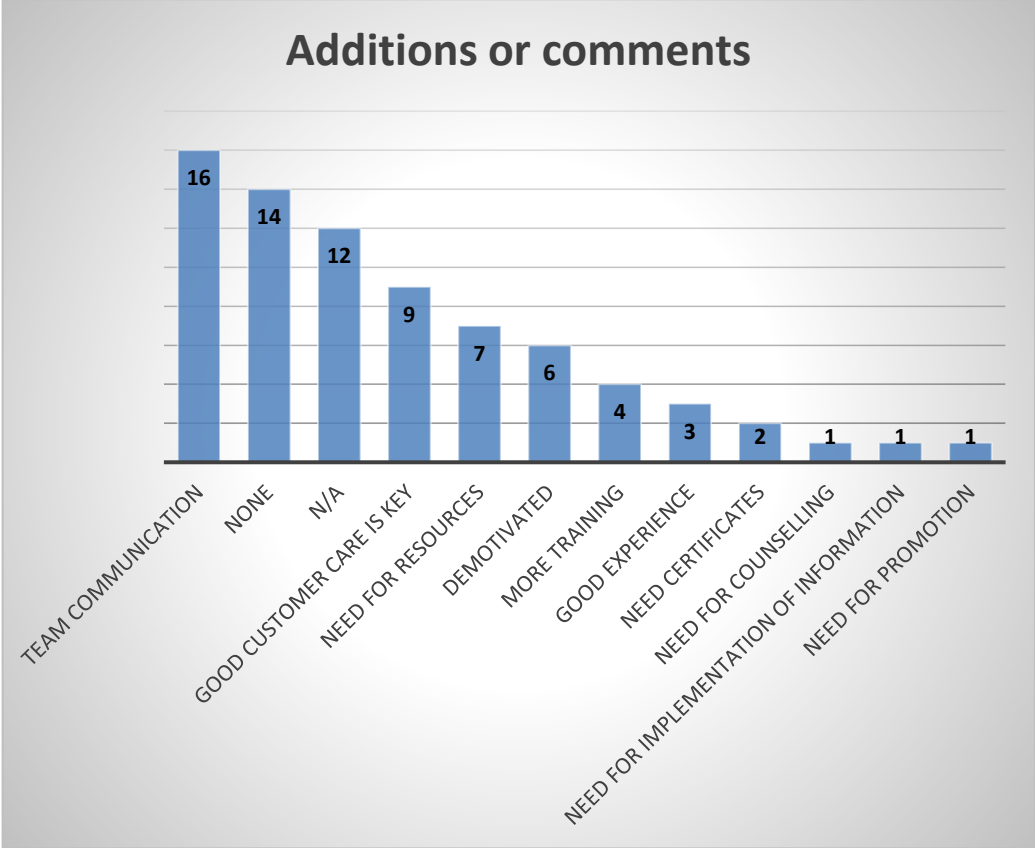
Team communication was regarded as very important by 20.8% (16) of the respondents: they felt that the customer care consultants should work in teams and communicate with each other. The second most important aspect indicated (11.7% (9)) was good customer care, which the respondents felt was key to the position of a customer care consultant as it had to be implemented whenever they dealt with citizens. A need for resources was mentioned by 9.1% (7) of the customer care consultants – if resources were available to customer care consultants, they could provide a better service.

Some of the respondents (7.8% (6)) indicated that they were demotivated, and some of the reasons they mentioned were as follows: customer care consultants found it demoralising to perform the same functions every day, and the rotation of customer care consultants should be considered; customer care consultants received no motivation in the work environment, therefore they had a negative attitude; there was no teamwork at walk-in centres; customer care consultants

might make suggestions but nothing was ever done to implement their ideas; the managers did not treat customer care consultants well and did not appreciate them; nothing in the work environment motivated the customer care consultants and there were no rewards for them; and supervisors did not praise the customer care consultants when they did something correctly but were quick to reprimand them (or even issue them with a warning letter) when they did something wrong. From the comments of the respondents, it is evident that the motivation levels of the customer care consultants at the CoT are low.

Respondents mentioned the aspect of emotional intelligence in their answers quite a few times. Other aspects mentioned frequently were the rotation of customer care consultants, standardised ways of dealing with customers, team-building, motivation of customer care consultants, involvement of management, more time for training, raising the levels of motivation and the provision of more training.

The information obtained from the questionnaire administered to the customer care consultants was analysed and from the analysis conducted, the quantitative questionnaire was compiled, which had to be completed by the supervisors of the customer care consultants. This questionnaire is dealt with in section 5.4.

5.3.4 Presentation of the findings based on the cluster analysis

Cluster analysis is a statistical classification technique according to which data is subdivided into groups in such a manner that the items in the cluster are very similar but not identical to one another, and the items in one cluster differ a great deal from the items in another cluster. This tool discloses associations, relationships, patterns and structures amidst much data (Statistics Solutions 2017). The technique of cluster analysis was used in this study (see section 1.7.3), and the cluster analysis of the data gathered is dealt with in this section.

Cluster one: Of the 39 customer care consultants who had been employed at the CoT for more than 10 years, had been in their current positions of customer care consultants for more than 10 years and were based in Mamelodi, 61.5% had a

matric certificate as their highest qualification. Of the 38 customer care consultants who had been employed at the CoT for seven to eight years, had been appointed in their current jobs as customer care consultants for seven to eight years and were based at the BKS walk-in centre, 39.5% had a degree or a diploma as their highest qualification. Regarding this cluster, only the biographical details were compared. Of the customer care consultants who were based in Mamelodi and had been employed at the CoT and as customer care consultants for more than 10 years, most had a matric certificate as their highest qualification. On the other hand, of the customer care consultants who were based at the BKS walk-in centre and had been employed at the CoT and as customer care consultants for the same period, most had a degree or diploma as their highest qualification.

Cluster two: Of the 42 customer care consultants who had been employed in their current positions for more than 10 years, had been employed at the CoT for seven to eight years, were employed at the BKS walk-in centre and had a matric certificate as their highest qualification, 57.1% indicated that the aspect they liked most about the training programmes they had attended was to learn "how to treat and handle customers". A matric certificate was the highest qualification of the customer care consultants who had been appointed for seven to eight years, had been employed at the CoT for longer than 10 years and were based at the Soshanguve Block F walk-in centre. Of these customer care consultants, 45.7% indicated that the aspect of training they liked most was to learn "how to treat and handle customers".

Cluster three: Of the 41 customer care consultants who had been employed at the CoT for seven to eight years, had been in their current jobs as customer care consultants for seven to eight years, were based at the BKS walk-in centre and possessed a degree or a diploma, 17.1% indicated that the aspect they liked least about the training programmes was the time spent on it because more time was needed. Of the 36 customer care consultants who had been employed at the CoT for longer than ten years, had been in their current jobs as customer care consultants for longer than ten years, were based at the Mamelodi walk-in centre and had a matric certificate as their highest qualification, 19.4% indicated that they least liked the fact that the training programmes were not informative.

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Cluster four: Of the 43 customer care consultants who had been employed in their current jobs for seven to eight years, had been employed at the CoT for seven to eight years, were based at the BKS walk-in centre and had a matric certificate as their highest qualification, 16.3% indicated that the aspect of the training programmes they liked least to learn about was "dealing with difficult customers". Of the 27 customer care consultants who had been in their current jobs as customer care consultants for longer than ten years, had been employed at the CoT for more than ten years, were based at the Soshanguve Block F walk-in centre and had a matric certificate as their highest qualification, 33.3% chose "none" as the answer to the question on what they liked least about the training programmes; in other words, there was nothing that they did not like about the training programmes.

Cluster five: Of the 42 customer care consultants who had been in their current jobs at the BKS walk-in centre for seven to eight years, had been employed at the CoT for seven to eight years and had a degree or a diploma as their highest qualification, 23.8% responded to the question about the way that the CoT encouraged continuous learning by saying that "more training is needed". However, 28 customer care consultants who had been employed at the Soshanguve Block F walk-in centre, had been employed at the CoT and as customer care consultants for longer than 10 years and had a matric certificate as their highest qualification, 32.1% indicated that the manner in which the CoT encouraged continuous learning to improve skills was through "encouragement".

Cluster six: Of the 40 customer care consultants who had been employed at the CoT as customer care consultants for seven to eight years, were based at the BKS walk-in centre and had a matric certificate as their highest qualification, 30% indicated that receiving training on "How to understand and treat customers" helped them to improve their skills as customer care consultants, which was their overall impression of the training programmes. Of the 30 customer care consultants who had been employed at the CoT as customer care consultants for more than 10 years, were based at the Soshanguve Block K walk-in centre and had a matric certificate as their highest qualification, 20% indicated that "skills development"

helped to improve the skills of customer care consultants and was their overall impression.

Cluster seven: Of the 39 customer care consultants who had been employed at the CoT as customer care consultants for seven to eight years, had a matric certificate as their highest qualification and were based at the BKS walk-in centre, 41% indicated that advice on "How to understand and treat customers" helped them to improve their skills, competencies and knowledge as customer care consultants. Of the 31 customer care consultants who had been employed at the CoT as customer care consultants for more than 10 years, had a matric certificate as their highest qualification and were based at the Soshanguve Block F walk-in centre, 32.3% indicated that ""skills development" helped them to improve their skills, competencies and knowledge as a customer care consultant.

Cluster eight: Of the 39 customer care consultants who had been employed at the CoT as customer care consultants for more than 10 years, were based at the Akasia walk-in centre and had a matric certificate as their highest qualification, 53.8% regarded communication skills as the most important skills set that customer care consultants should possess. Of the 31 customer care consultants who had been employed at the CoT as customer care consultants for seven to eight years, were based at the BKS walk-in centre and had a matric certificate as their highest qualification, 32.3% indicated that communication skills were the most important skills set that customer care consultants at the CoT should possess to be effective.

Cluster nine: Of the 39 customer care consultants who had been employed at the CoT for more than 10 years and had been appointed as customer care consultants for seven to eight years, were based at the Mamelodi walk-in centre and had a matric certificate as their highest qualification, 46.2% indicated that personal skills development had to be included in a skills and development training programme for customer care consultants at the CoT. Of the 31 customer care consultants who had been employed at the CoT for seven to eight years and had been appointed as customer care consultants for more than ten years, were employed at the BKS walk-in centre and had a degree or a diploma as their highest

qualification, 35.5% indicated that personal skills development had to be included in a skills and development training programme for customer care consultants at the CoT.

In clustering the biographical data and examining its relation to the results of the content analysis questions, interesting and distinct profiles were revealed. In the cases where the customer care consultants' highest qualification was a degree or diploma and they had been employed at the CoT and as a customer care consultant for seven to eight years, most employees indicated that more time was needed for training because they would like to acquire more detailed information on the aspects of training. The BKS walk-in centre is the largest walk-in centre of the CoT and it was interesting to note that among the different questions analysed, the predominant response from the BKS walk-in centre's employees concerned "How to treat and handle customers". This is probably due to the large volumes of customers that the customer care consultants deal with on a daily basis, which create the need to be trained on how to treat customers. When comparing the responses of the customer care consultants from the BKS and the Akasia walk-in centres who had a matric certificate but had been employed at the CoT and as a customer care consultant for different periods of time, it was found that both groups regarded "communication skills" as the skills that a customer care consultant should possess to be an effective customer care consultant at the CoT. The cluster analysis indicated various associations and relationships between the data that was extracted.

In section 5.4, the questionnaire that was administered to the senior customer care consultants is explained and the data obtained is analysed.

5.4 RESEARCH RESULTS: SENIOR CUSTOMER CARE CONSULTANTS

In this section, the findings of the empirical data are presented and analysed. This section commences with a description of the questionnaire that was administered

to the senior customer care consultants (the supervisors of the customer care consultants). Thereafter an exposition and analysis of the biographical data of the senior customer care consultants follow. In conclusion, the data collected from the questionnaires is analysed.

5.4.1 Description of the questionnaire

The questionnaire for the senior customer care consultants was comprised of three sections. The first section consisted of the informed consent information letter and a letter of introduction that introduced the researcher and the study and referred to the research ethics that would be followed throughout the study. Respondents who agreed to participate were expected to sign and date the letter of consent, confirming that they understood the research process and that participation was voluntary.

The second section of the questionnaire consisted of the biographical details section, which comprised five questions that required respondents to provide personal information. The questionnaire consisted of 51 questions, which were divided into two sections. Section 1 consisted of the four subsections of computer skills, customer care, professionalism and interpersonal skills. Section 2 consisted of the seven subsections of training logistics, quality of training, training strategies, attendance of training, implementation strategies, evaluation strategies and values. Respondents had to complete the questions in each subsection on a six-point Likert scale indicating the extent to which they agreed or disagreed with a statement. The aim of these questions, which related to aspects of a training programme, was to elicit the perceptions of the senior customer care consultants regarding training programmes and the components of training. A copy of the questionnaire is attached as Annexure 2.

5.4.2 Biographical profile of the respondents

The biographical details section was included in the questionnaire to obtain information on the profiles of the respondents. In the following section, details are

provided of respondents' answers to the five questions on biographical particulars to give an insight into the respondents' profiles. The five questions on biographical details read as follows:

- Name of the customer care walk-in centre where employed
- Highest qualification
- Number of years in full-time employment
- Number of years employed at the CoT
- Number of years as senior customer care consultant

Question 1: Name of walk-in centre

The respondents had to indicate at which walk-in centre they were employed. Graph 5.14 gives the numbers of respondents based at the different walk-in centres.

Graph 5.14: Number of respondents per walk-in centre

Note: BKS= BKS Customer Care Centre; AKA = Akasia Customer Care Centre; SOSF = Soshanguve Block F Customer Care Centre; MAM = Mamelodi Customer Care Centre; CEN = Centurion Customer Care Centre; SAM = Sammy Marks Customer Care Centre; RAY = Rayton Customer Care Centre; BRO = Bronkhorstspruit Customer Care Centre; LAU = Laudium Customer Care Centre; REF = Refilwe Customer Care Centre; ROS = Rosslyn Customer Care Centre; ISI

= Isivuno Customer Care Centre; BOD = Bodibeng Customer Care Centre; EER = Eersterust Customer Care Centre; HBP = HB Phillips Customer Care Centre; OLI = Olievenhoutbosch Customer Care Centre; TEM = Temba Customer Care Centre; SOSKK = Soshanguve Block KK Customer Care Centre; STA = Stanza Bopape Customer Care Centre; HAM = Hammanskraal Customer Care Centre; SHE = Shere Customer Care Centre.

The largest number of respondents (5 (28%)) were from the Centurion walk-in centre, followed by the Eersterust, Mamelodi and Rayton walk-in centres where two respondents (11%) were based at each centre.

Question 2: Highest qualification

The respondents had to indicate the highest qualifications they had completed. The data obtained is displayed in Figure 5.4.

Figure 5.4: Highest qualification
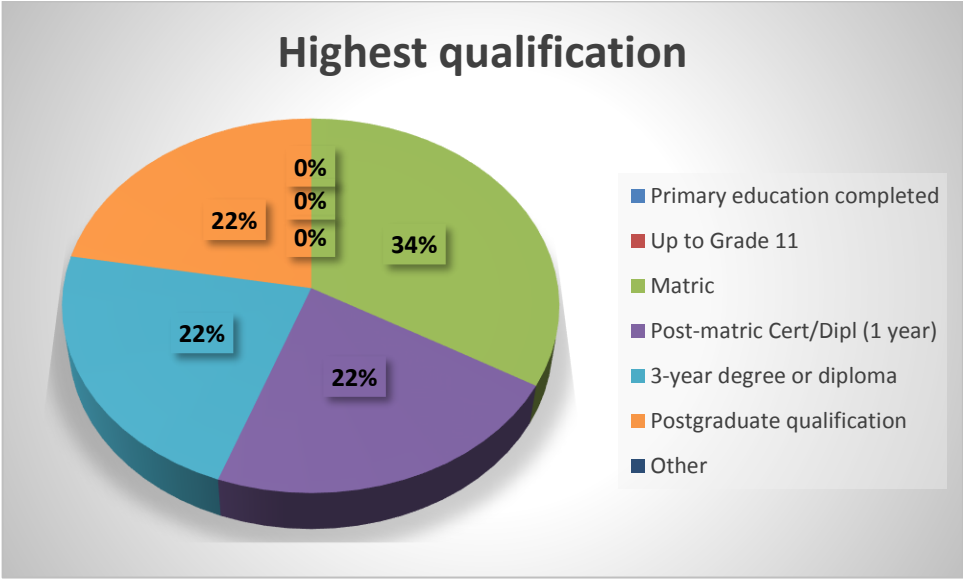
From the data obtained, the highest qualification of 34% (6) of the respondents was a matric certificate, whereas 22% (4) of the respondents had completed either a post-matric certificate or a diploma of one year, a three-year degree or diploma or

a postgraduate qualification. Therefore, all the respondents who participated in the study had at least a matric qualification.

Question 3: Numbers of years in full-time employment

This question required the respondents to provide information on the number of years in full-time employment, and the data obtained is displayed in Figure 5.5.

Figure 5.5: Number of years in full-time employment
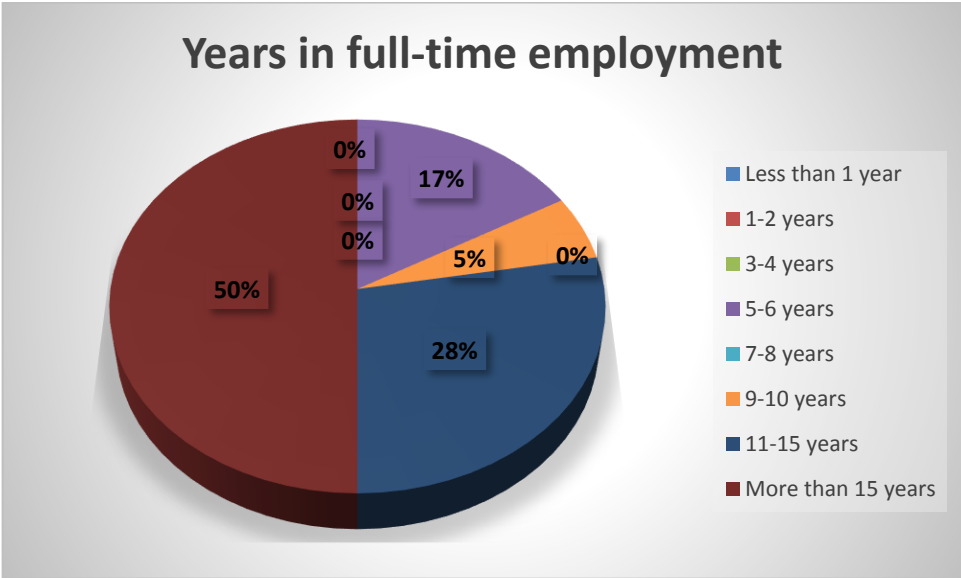
As indicated, it was found that 50% (9) of the respondents had been in full-time employment for more than 15 years, whereas 28% (5) had been in full-time employment for 11 to 15 years and 17% (3) had been in full-time employment for five to six years. None of the respondents had been in full-time employment for a period of less than four years.

Question 4: Number of years employed at the COT

This question required the respondents to provide information on the number of years that they had been employed at the CoT, and the data obtained is depicted in Figure 5.6.

Figure 5.6: Number of years employed at the CoT

Years employed at the CoT

- Less than 1 year
- 1-2 years
- 3-4 years
- 5-6 years
- 7-8 years
- 9-10 years
- More than 10 years
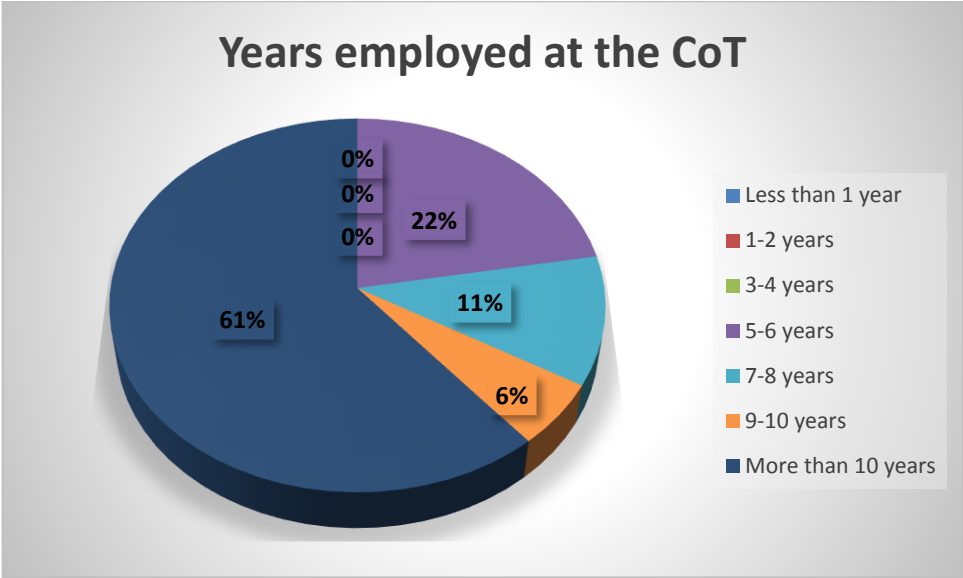
The data indicated that 61% (11) of the respondents had been employed at the CoT for more than 10 years, whereas 22% (4) had been employed at the CoT for five to six years. Of the respondents, 11% (2) had been employed at the CoT for seven to eight years, whereas 6% (1) had been employed for nine to ten years. None of the respondents had been employed at the CoT for a period of less than four years.

Question 5: Number of years as senior customer care consultant

The last question on biographical details required respondents to indicate the period they had been employed in the position of senior customer care consultant. The data obtained is displayed in Figure 5.7.

Figure 5.7: Number of years as senior customer care consultant
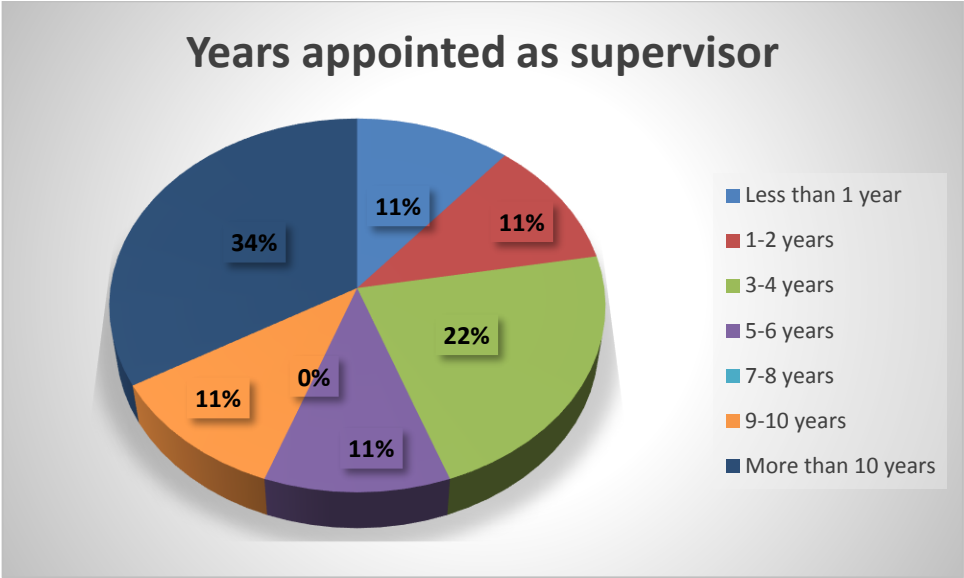
The answers to this question indicated that the senior customer care consultants had been appointed in the position of a senior customer care consultant for periods ranging from one year to more than 10 years. Of the respondents, 34% (6) had been appointed for more than 10 years and 22% (4) for three to four years, whereas 11% (2) had been appointed for less than one year, for one to two years, for five to six years, and for seven to eight years.

5.4.3 Presentation of the findings for Section 1: Training Programmes

In Section 1 of the questionnaire, respondents had to indicate the importance they attached to customer care consultants' attendance of training programmes on computer skills, customer care, professionalism and interpersonal skills. They indicated their choice on a six-point Likert scale ranging from 1 = Strongly disagree to 6 = Strongly agree. Because strongly disagree, disagree and slightly disagree all show a negative choice in respect of training programmes, the responses reflecting disagreement are combined in the report under the column "disagree". Similarly, as slightly agree, agree and strongly agree all show a positive choice in respect of training programmes, the responses reflecting agreement are combined in the report under the column "agree". At each question in this section, the

respondents had the opportunity to add their comments, which were also taken into account. The constructs pertaining to training programmes (i.e. computer skills, customer care, professionalism and interpersonal skills) are dealt with in sections 5.4.3.1 to 5.4.3.4, and the comments of the respondents are mentioned. The responses are summarised in tables 5.1 to 5.4, in which the percentage of respondents who answered the relevant question is indicated and the total number is given in brackets. In some cases, only 17 respondents answered the questions as there was one respondent who indicated that certain questions would not be responded to. Taking the ethical considerations of the study into consideration, the respondent had the right to choose not to respond.

5.4.3.1   Computer skills

In the context of this study, the construct of computer skills consisted of four items, namely, computer systems, MS Excel, MS Outlook and MS Word. The questions posed concerned the importance of customer care consultants attending training programmes on computer skills. The respondents' responses are shown in Table 5.1 as percentages, and the total number of respondents who answered the questions is indicated in brackets.

Table 5.1: Computer skills

STATEMENT	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Total
1. Computer systems	0%	0%	0%	5.6% (1)	16.7% (3)	77.8% (14)	100% (18)
2. MS Excel	5.9% (1)	0%	0%	11.8% (2)	41.2% (7)	41.2% (7)	100% (17)
3. MS Outlook	0%	0%	5.9% (1)	0%	41.2% (7)	52.9% (9)	100% (17)
4. MS Word	0%	0%	0%	0%	47.1% (8)	52.9% (9)	100% (17)

As indicated in Table 5.1, the senior customer care consultants unanimously agreed (100% (18)) that customer care consultants should attend computer systems training programmes, which include SAP CICO, SAP CRM, Powermap, IBIS (Eazy Task) and Suprima (question 1). MS Excel was considered by 94.2% (16) of the senior customer care consultants as a training programme that customer care consultants had to attend (question 2). Only 5.9% (1) of the senior customer care consultants disagreed that customer care consultants should attend MS Outlook training programmes (question 3). Of the respondents, 100% (17) indicated that MS Word training programmes should be attended (question 4). As regards questions 2, 3 and 4, one senior customer care consultant indicated that these questions would not be answered. According to the ethical principles adhered to in this study, the respondent was not under any obligation to answer these questions.

Two of the questions posed in the questionnaire concerned training in MS Excel and MS Word. Nevertheless, the respondents added comments about training in these programs. Four of the senior customer care consultants remarked that training in MS Excel should be provided and three of them indicated that MS Word training should be provided. Two respondents indicated in the comments section that computer skills were needed, whereas one respondent indicated that SAP training was required because the SAP system was updated every now and then. A comment of another respondent was that attention needed to be given to business writing etiquette, an aspect that was not included in the questionnaire.

5.4.3.2   Customer care

In the context of this study, the construct of customer care consisted of three items, namely, *Batho Pele*, sign language and first aid. The senior customer care consultants had to provide information on whether they thought that training programmes on customer care should be attended. In Table 5.2, the perceptions of the senior customer care consultants regarding the customer care training programmes that should be attended by the customer care consultants are reflected in the form of the total percentage and number of respondents who disagreed/agreed with the statements.

Table 5.2: Customer care

STATEMENT	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Total
5. *Batho Pele*	0%	0%	0%	5.6% (1)	16.7% (3)	77.8% (14)	100% (18)
6. Sign Language	11.1% (2)	0%	0%	11.1% (2)	27.8% (5)	50.0% (9)	100% (18)
7. First aid	5.6% (1)	0%	11.1% (2)	0%	22.2% (4)	61.1% (11)	100% (18)

As indicated in Table 5.2, 100% (18) of the senior customer care consultants were of the opinion that the customer care consultants had to attend the *Batho Pele* training programme (question 5). A majority (88.9% (16)) of the senior customer care consultants felt that a training programme on sign language had to be attended by the customer care consultants (question 6). First aid was indicated by 83.3% (15) of the respondents as a training programme that should be attended (question 7).

One respondent (5.6%) commented that "We meet a lot of customers with special needs, therefore it is very important that we are trained in dealing with those, especially the deaf". However, another respondent (5.6%) was of the view that sign language was not a priority. One respondent (5.6% (1)) was of the opinion that training was required in firefighting and first aid. A comment made by another respondent (5.6%) was that "if the consultant is unhappy, the customer suffers", therefore customer care training was needed.

5.4.3.3   Professionalism

In the context of this study, the construct of professionalism consisted of nine items (namely, telephone skills, enhancing the professional image, time management, stress management, anger management, motivation, dealing effectively with difficult customers, written communication, and understanding the role of frontline staff), and the senior customer care consultants had to indicate their perceptions

about the need for customer care consultants to attend training programmes on these nine different aspects. The results of their responses are summarised in Table 5.3.

Table 5.3: Professionalism

STATEMENT	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Total
8. Telephone skills	0%	0%	0%	11.1% (2)	16.7% (3)	72.2% (13)	100% (18)
9. Enhancing the professional image	0%	0%	0%	5.6% (1)	27.8% (5)	66.7% (12)	100% (18)
10. Time management	0%	0%	0%	5.6% (1)	22.2% (4)	72.2% (13)	100% (18)
11. Stress management	0%	0%	5.6% (1)	5.6% (1)	22.1% (4)	66.7% (12)	100% (18)
12. Anger management	0%	0%	5.6% (1)	0%	22.2% (4)	72.2% (13)	100% (18)
13. Motivation	0%	0%	0%	5.6% (1)	5.6% (1)	88.9% (16)	100% (18)
14. Deal effectively with difficult customers	0%	0%	0%	0%	11.1% (2)	88.9% (16)	100% (18)
15. Written communication	0%	0%	0%	5.6% (1)	22.2% (4)	72.2% (13)	100% (18)
16.Understanding the role of frontline staff	0%	0%	0%	0%	5.6% (1)	94.4% (17)	100% (18)

As regards the aspect of telephone skills (question 8), all the senior customer care consultants (100% (18)) agreed that this training programme should be attended. When asked about a training programme on enhancing the professional image

(question 9), the senior customer care consultants were unanimous (100% (18)) in their perception that this training programme should be attended by the customer care consultants. The attendance of a training programme on time management (question 10) was also given undisputed support (100% (18)). Of the respondents, 94.4% (17) specified that a training programme on stress management had to be attended by the customer care consultants (question 11). For 94.4% (17) of the respondents, a training programme in anger management was important for customer care consultants to attend (question 12).

A training programme on motivation was regarded by 100% (18) of the senior customer care consultants as one that had to be attended by customer care consultants (question 13). The respondents were unanimous (100% (18)) in their response that a training programme on dealing effectively with difficult customers (question 14) had to be attended by customer care consultants. All the respondents (100% (18)) agreed that the customer care consultants should attend a training programme on written communication (question 15). As regards the question whether the customer care consultants should attend a training programme on understanding the role of frontline staff (question 16), all the respondents (100% (18)) again agreed that this was necessary.

A comment was made that the only aspect that had not been dealt with in the questionnaire was the dress code. Inclusion of this aspect was important as the dress code was not adhered to in the work environment.

5.4.3.4   Interpersonal skills
In the context of this study, the construct of interpersonal skills consisted of ten items, namely, verbal communication, non-verbal communication, listening skills, problem-solving, decision-making, assertiveness, empathy, emotional intelligence, team-building and management of diversity. The responses obtained to the questions on whether customer care consultants should attend training programmes on these items are summarised in Table 5.4, and these responses are reflected upon in the paragraph that follows the table.

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Table 5.4: Interpersonal skills

STATEMENT	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Total
17. Verbal Communication	0%	0%	0%	5.6% (1)	22.2% (4)	72.2% (13)	100% (18)
18. Non verbal communication	0%	0%	0%	16.7% (3)	33.3% (6)	50.0% (9)	100% (18)
19. Listening skills	0%	0%	0%	5.6% (1)	11.1% (2)	83.3% (15)	100% (18)
20. Problem solving	0%	0%	0%	11.1% (2)	5.6% (1)	83.3% (15)	100% (18)
21. Decision-making	0%	0%	0%	11.1% (2)	22.2% (4)	66.7% (12)	100% (18)
22. Assertiveness	0%	0%	0%	5.6% (1)	33.3% (6)	61.1% (11)	100% (18)
23. Empathy	0%	0%	0%	11.1% (2)	27.8% (5)	61.1% (11)	100% (18)
24. Emotional Intelligence	0%	0%	0%	16.7% (3)	11.1% (2)	72.2% (13)	100% (18)
25. Team building	0%	0%	0%	11.1% (2)	22.2% (4)	66.7% (12)	100% (18)
26. Management of diversity	0%	0%	0%	5.9% (1)	23.5% (4)	70.6% (12)	100% (17)

Of the respondents (senior customer care consultants), 100% (18) indicated that customer care consultants should attend training programmes on all the interpersonal skills aspects mentioned in the questionnaire. All the questions were answered by all the respondents except for question 26, which dealt with the management of diversity, to which one of the senior customer care consultants did not respond. One respondent (5.6%) expressed the view that because each manager had a different management style, it was important to understand the different management styles.

5.4.4 Presentation of the findings for Section 2: Components of Training

The respondents had to specify the extent to which they disagreed or agreed with the statements regarding the components of training, which included training logistics, quality of training, training strategies, attendance of training, implementation strategies (after training), evaluation strategies and values. They indicated their choices on a six-point Likert scale ranging from 1 = Strongly disagree to 6 = Strongly agree. Because strongly disagree, disagree and slightly disagree all show a negative choice in respect of training programmes, the responses reflecting disagreement are combined in the report under the column "disagree". Similarly, as slightly agree, agree and strongly agree all show a positive choice in respect of training programmes, the responses reflecting agreement are combined in the report under the column "agree". At each question in this section, the respondents had the opportunity to add their comments, which were also taken into account. The seven constructs pertaining to the components of training, as mentioned above, are dealt with in the following sections.

5.4.4.1 Training logistics

The data obtained based on the answers of the respondents to the statements on training logistics is presented in Table 5.5.

Table 5.5: Training logistics

STATEMENT	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Total
27. The location for training is convenient for the Customer Care Consultants	5.6% (1)	5.6% (1)	22.2% (4)	0%	44.4% (8)	22.2% (4)	100% (18)

28. Enough time is allocated for the training programmes	5.6% (1)	11.8% (2)	17.6% (3)	17.6% (3)	35.3% (6)	11.8% (2)	100% (17)

Of the respondents, 66.6% (12) indicated that the training location was convenient for the customer care consultants (statement 27), and 64.7% (11) of them indicated that enough time was allocated for the training programmes (statement 28). One respondent chose not to respond to statement 28.

As regards training logistics, the senior customer care consultants made a few comments. One respondent believed that two important aspects should not be overlooked: training logistics was not always implemented properly and enough time was not always provided for training. On the other hand, one respondent held the view that the training department did its best and that sufficient time was provided for training. Another comment was that the customer care consultants could not always attend all the training programmes as some walk-in centres were understaffed, which prevented staff from leaving their offices to attend training. Training programmes that should be presented over a period of three days were compressed into one day, was another comment made by a senior customer care consultant. Further comments made were that training should be provided in all the different regions due to the large geographical area the municipality covered and that refresher training programmes had to be scheduled.

5.4.4.2   Quality of training

To establish the perspectives of the senior customer care consultants on the quality of training, three statements were made and these were responded to by all the respondents. The data obtained is summarised in Table 5.6.

Table 5.6: Quality of training

STATEMENT	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Total
29. The facilitator should provide adequate practical examples from the work environment	0%	5.6% (1)	0%	5.6% (1)	27.8% (5)	61.1% (11)	100% (18)
30. The facilitator should play an important role in communicating the knowledge to the participants	0%	0%	0%	0%	22.2% (4)	77.8% (14)	100% (18)
31. The training content should address the specific needs of the Customer Care Consultants	0%	0%	0%	0%	22.2% (4)	77.8% (14)	100% (18)

In respect of statement 29, 94.5% (17) of the respondents indicated that the facilitator should provide adequate practical examples from the work environment. All the respondents (100% (18)) agreed that the facilitator should play an important role in communicating knowledge to the respondents (question 30). All of them (100% (18)) also indicated that the training content should address the specific needs of the customer care consultants (statement 31).

A comment made by one of the respondents was that no follow-up training was given, which made training futile and resulted in objectives not being reached. This is a significant comment and it is dealt with in Chapter 6.

5.4.4.3 Training strategies

The aim of statements 32 and 33 was to determine the respondents' views on the role that senior customer care consultants played in training strategies within the work environment. All the respondents provided their views on the statements relating to training strategies, and their responses are summarised in Table 5.7.

Table 5.7: Training strategies

STATEMENT	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Total
32. Senior Customer Care Consultants should provide on-the-job training to new incumbents	5.6% (1)	5.6% (1)	0%	5.6% (1)	22.2% (4)	61.1% (11)	100% (18)
33. Senior Customer Care Consultants should participate in mentoring the Customer Care Consultants	0%	0%	0%	0%	33.3% (6)	66.7% (12)	100% (18)

The study found that 88.9% (16) of the respondents were of the view that senior customer care consultants should provide on-the-job training to new incumbents (statement 32), whereas 100% (18) of the respondents agreed that senior customer care consultants should participate in mentoring customer care consultants.

One respondent expressed the view that the management of the municipality should involve the senior customer care consultants when making strategic training decisions regarding the training of customer care consultants. Another comment made was that Train the Trainer courses were attended but opportunities were not made available to train these courses. Private companies were used to present training but training objectives were often not achieved. Previously, the buddy system had been used for on-the-job training, but this system confused the

customers and wasted time. The senior customer care consultants were of the view that the customer care consultants did assist each other, which enhanced teamwork. Other comments were that the senior customer care consultants could not always attend to the customer care consultants and that newly appointed customer care consultants had to be trained fully to be able to perform effectively.

5.4.4.4 Attendance of training

All the respondents gave their views on the four statements about the attendance of training, and their responses are summarised in Table 5.8.

Table 5.8: Attendance of training

STATEMENT	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Total
34. The Customer Care Consultants regularly attend training programmes	0%	11.1% (2)	0%	16.7% (3)	33.3% (6)	38.9% (7)	100% (18)
35. The Customer Care Consultants attend at least one training programme per year	11.1% (2)	11.1% (2)	5.6% (1)	11.1% (2)	27.8% (5)	33.3% (6)	100% (18)
36. The management recommends that the Customer Care Consultants attend the training programmes	11.1% (2)	0%	0%	5.6% (1)	16.7% (3)	66.7% (12)	100% (18)
37. Enough time is made available for each individual to attend the training programmes required	16.7% (3)	5.6% (1)	11.1% (2)	5.6% (1)	22.2% (4)	38.9% (7)	100% (18)

Even though 88.9% (16) of the respondents indicated that the customer care consultants regularly attended training programmes (statement 34), 72.2% (13) of the respondents indicated that the customer care consultants attended at least one training programme per year (statement 35). Of the respondents, 89% (16) agreed that the management recommended that the customer care consultants attended training programmes (statement 36), and only 66.7% (12) of the respondents agreed that enough time was made available for each individual to attend the required training programmes (statement 37).

One respondent observed that more training opportunities should be provided to the customer care consultants on a yearly basis. Another respondent agreed but suggested that at least one training programme should be attended per quarter. A respondent was adamant that enough time was available for each individual to attend the training programmes as required. Another view was that management decided which training programmes the customer care consultants should attend but that the customer care consultants would like to be able to choose from the relevant training programmes. Another opinion expressed by the senior customer care consultants was that the customer care consultants should not be trained by other customer care consultants. This had been done in the past and had caused animosity. The training department had been created to present training and it should be used to train the customer care consultants. A last comment made by the senior customer care consultants was that there had been occasions when training had been booked but, for reasons that were not explained, the training was never presented.

5.4.4.5   Implementation strategies (after training)

The study needed to ascertain whether after-training implementation strategies were in place, and this was the aim of asking the respondents' views on statements 38 to 45. Except for one respondent who did not respond to statement 45, all the respondents responded to all the statements. Their responses are presented in Table 5.9.

Table 5.9: Implementation strategies

STATEMENT	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Total
38. The majority of Customer Care Consultants can implement what they are taught at the training sessions	0%	11.1% (2)	16.7% (3)	33.3% (6)	22.2% (4)	16.7% (3)	100% (18)
39. The majority of Customer Care Consultants provide better service to the customers after attending training programmes	0%	5.6% (1)	11.1% (2)	44.4% (8)	16.7% (3)	22.2% (4)	100% (18)
40. The majority of Customer Care Consultants realise the importance of providing good customer care	0%	0%	11.1% (2)	22.2% (4)	22.2% (4)	44.4% (8)	100% (18)
41. The majority of Customer Care Consultants are sufficiently equipped to effectively deal with difficult customers	0%	22.2% (4)	5.6% (1)	27.8% (5)	22.2% (4)	22.2% (4)	100% (18)
42. The majority of Customer Care Consultants are motivated to deliver effective service to the customers	5.6% (1)	16.7% (3)	11.1% (2)	22.2% (4)	22.2% (4)	22.2% (4)	100% (18)

43. Management provides incentives for implementing what has been learned at the training programmes	16.7% (3)	22.2% (4)	16.7% (3)	22.2% (4)	11.1% (2)	11.1% (2)	100% (18)
44. The majority of Customer Care Consultants put the customers first in the daily delivery of services	5.6% (1)	11.1% (2)	11.1% (2)	44.4% (8)	5.6% (1)	22.2% (4)	100% (18)
45. Customer Care Consultants should be provided with attendance certificates after training programmes	5.9% (1)	0%	0%	5.9% (1)	23.5% (4)	64.7% (11)	100% (17)

The data gathered on statement 38 reflected that 72.2% (13) of the respondents agreed that the majority of customer care consultants could implement what they were taught at training sessions. The majority of the respondents (83.3% (15)) indicated that the majority of customer care consultants provided better service to customers after attending training programmes (statement 39). In respect of statement 40, it was found that 88.8% (16) of the respondents agreed that the majority of customer care consultants realised the importance of providing good customer care. Of the senior customer care consultants, 72.2% (13) agreed that the majority of customer care consultants were sufficiently equipped to effectively deal with difficult customers (statement 41).

The responses to statement 42 indicated that 66.6% (12) of the senior customer care consultants were of the view that the majority of customer care consultants were motivated to deliver effective services to customers. Of the senior customer care consultants, 44.4% (8) agreed that management provided incentives for implementing what had been learned in the training programmes (statement 43).

In respect of statement 44, 72.2% (13) of the respondents agreed that the majority of customer care consultants put the customers first in the daily delivery of services. The majority of the respondents (94.1% (16)) agreed with the statement that customer care consultants should be provided with attendance certificates after attending training programmes.

The comments made by the respondents were as follows: the customer care consultants did not implement the skills the training had taught them, and no incentives were provided to implement these skills that could motivate the staff. Another respondent suggested that incentives should be provided for implementing what had been learned during the training programmes. Yet another respondent added that monetary or other incentives (such as time off) should be given to the customer care consultants. A comment made by one of the senior customer care consultants was that an on-the-job training period was essential to teach the customer care consultants how to implement the theory they had learned. A view that one of the respondents expressed was that no attendance certificates should be issued but that the training attended should rather count towards an NQF qualification.

5.4.4.6 Evaluation strategies

The two statements made dealt with the evaluation strategies that were implemented after the customer care consultants had attended training. All the respondents completed this section of the questionnaire and their responses are summarised in Table 5.10.

Table 5.10: Evaluation strategies

STATEMENT	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Total
46. The Customer Care Consultants are evaluated in the workplace in terms of	5.6% (1)	16.7% (3)	11.1% (2)	11.1% (2)	27.8% (5)	27.8% (5)	100% (18)

the implementation of the training programmes attended							
47. Senior Customer Care Consultants participate in the evaluation of the implementation of training programmes attended	11.1% (2)	11.1% (2)	11.1% (2)	11.1% (2)	22.2% (4)	33.3% (6)	100% (18)

From the data obtained from the senior customer care consultants' responses, it was found that 66.7% (12) agreed that the customer care consultants were evaluated in the workplace in terms of the implementation of the training programmes they had attended (statement 46). In respect of statement 47, it was found that 66.6% (12) of the senior customer care consultants agreed that senior customer care consultants participated in the evaluation of the implementation of the training programmes attended.

The senior customer care consultants made the following comments: evaluation was not undertaken by the supervisors of the customer care consultants and a skills audit should be conducted. The supervisors of the customer care consultants were of the opinion that the customer care consultants should be evaluated to ascertain whether the skills, knowledge and competencies they had gained were being implemented in the workplace. Another supervisor indicated that it would be the ideal for the senior customer care consultants to participate in the evaluation of the implementation of the training programmes attended. The supervisors were of the view that little time was available for training and that the poor performance of staff hampered accurate implementation and evaluation. Overall, senior customer care consultants indicated that they would like to participate in the evaluation of the implementation of the knowledge gained during the training programmes.

5.4.4.7   Values

With the inclusion of this construct in the questionnaire the study aimed to ascertain the values that were upheld in the CoT. Except for statements 48 and 49, all the statements were responded to by all the respondents, and these responses are indicated in Table 5.11.

Table 5.11: Values

STATEMENT	Strongly Disagree	Disagree	Slightly Disagree	Slightly Agree	Agree	Strongly Agree	Total
48. The Customer Care Consultants know what ethical behaviour entails in the work environment	0%	5.9% (1)	5.9% (1)	23.5% (4)	35.3% (6)	29.4% (5)	100% (17)
49. The Customer Care Consultants practice ethical behaviour in the execution of their daily activities	0%	0%	11.8% (2)	35.3% (6)	41.2% (7)	11.8% (2)	100% (17)
50. The Customer Care Consultants act within the value system of the City of Tshwane when executing their daily activities	0%	0%	11.1% (2)	44.4% (8)	27.8% (5)	16.7% (3)	100% (18)
51. Senior Customer Care Consultants should promote the training vision of the Customer Care Consultants in the City of Tshwane	0%	0%	0%	5.6% (1)	38.9% (7)	55.6% (10)	100% (18)

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The majority of the respondents (88.2% (15)) agreed that the customer care consultants knew what ethical behaviour entailed in the work environment (statement 48), while 88.3% (15) of them agreed that the customer care consultants practised ethical behaviour in the daily execution of their activities (statement 49). In respect of statement 50, 89.9% (16) of the respondents agreed that the customer care consultants acted within the value system of the CoT when executing their daily activities. As far as statement 51 is concerned, all the senior customer care consultants agreed that the senior customer care consultants should promote the training vision of the customer care consultants in the CoT.

Two comments that were added by two of the respondents were that the staff members who had attended the Train the Trainer training programmes should be provided with an opportunity to assist with training when new members of staff were inducted. A "ladder of success" should be implemented with scope for being promoted or receiving bonuses, but, unfortunately, a ceiling had been imposed and no further opportunities were provided for the customer care consultants. The senior customer care consultants expressed clear views about ethical behaviour and values in the CoT.

5.5   RESULTS RELATING TO THE RESEARCH OBJECTIVES

In the first chapter, the research objectives of the study and the methodology that was followed to explore the problem were outlined. In sections 5.5.1 to 5.5.7 below, the findings of the research in relation to each research objective are described. The way in which and the extent to which the research objectives were achieved are dealt with.

5.5.1 Objective 1: To contextualise training within the discipline of Public Administration

In Chapter 2, training was contextualised within the discipline of Public Administration. Definitions were provided of the activity of public administration and of the discipline of Public Administration. Public administration refers to the activities related to policies and legislation that public officials execute on a daily basis, whereas Public Administration refers to the academic discipline that is studied. The six generic administrative functions (or processes) of public administration were described, namely policy-making, organising, financing, personnel provision and utilisation (or human resource management), determination of work methods and procedures, and determination of control measures (Schwella as cited in Wessels et al. 2014:112).

Human resource management refers to the management of the most important resource in the public sector, namely the public servants who implement approved policies on a daily basis and who perform specific functions (see Chapter 2, section 2.6.4). The functional aspects of human resource management encompass personnel provision, support, training and development (Thornhill 2012a:229-242). The aspect of training, specifically the training of municipal frontline staff, is the focus of this study.

5.5.2 Objective 2: To determine the statutory and regulatory framework for training in South Africa

Chapter 2 analysed the second research objective that related to the statutory and regulatory framework for training in South Africa. An explanation of legislation relating to training in the public sector was provided. The relevance of each Act and White Paper was explained and its significance to the study was indicated. The *Constitution* is the overarching legislation in South Africa and must be adhered to by the country's public servants and citizens. Section 195(1)(2) of the *Constitution* states that public administration must be executed in accordance with

democratic principles, for instance, ethical behaviour must be maintained, service delivery must be objective, the needs of citizens must be responded to and human potential must be developed. The White Paper on the Transformation of the Public Service (Department of Public Service and Administration 1995:1.4) addresses the transformation of local service delivery and the importance of delivering quality services, and the significance of training in delivering quality services is specified in paragraph 2.2 of this White Paper. The importance of training and how it relates to improved service delivery is the focus of the legislation that was dealt with.

In the White Paper on Education and Training (South Africa 1995) the view is expressed that South Africa needs employees who want to learn and acquire skills and knowledge so as to be able to move between occupations easily. Section 2 of the *Skills Development Act*, 1998 (Act 97 of 1998) indicates that the purpose of this Act is to improve the productivity of the South African workforce by providing opportunities to learn new skills, improve current skills and use the workplace as an active learning environment. The *Skills Development Levies Act*, 1999 (Act 9 of 1999) has established a compulsory levy to fund education and training as prescribed in the *Skills Development Act*, 1998 (Act 97 of 1998). These pieces of legislation stress the importance of acquiring new skills and knowledge to improve existing skills and knowledge and of using the workplace as a learning environment.

The main objective of the White Paper on Transforming Public Service Delivery (Department of Public Service and Administration 1997c:1.1.1) is the improvement of service delivery. Paragraph 4.4.3 in this White Paper indicates that employees who work with customers on a daily basis should be provided with training that focuses on improved service delivery that is aligned with the principles of *Batho Pele*. Paragraph 1.4.1 (Part 1, Chapter 1) of the White Paper on Public Service Training and Education (Department of Public Service and Administration 1997b) states that training programmes should be implemented that build the skills, knowledge and attitudes that public servants are required to have to perform their daily activities efficiently and effectively. Paragraph 1.1.2 adds that the training programmes will improve the performance of public servants. Once again, the

legislation indicates the significant role that training programmes play in improving the skills, knowledge and attitudes of public servants so as to improve their performance and ensure efficient and effective service delivery.

The *Local Government: Municipal Systems Act*, 2000 (Act 32 of 2000) was promulgated, amongst other things, to provide the context for local public administration and human resource development and to develop local government into a frontline service delivery point of which the aim is to improve the welfare of citizens. Once again, this Act emphasises the training of local government officials as a means to ensure the efficient and cost-effective delivery of services. As stated in this Act, the *Skills Development Act*, 1998 (Act 97 of 1998) and the *Skills Development Levies Act*, 1999 (Act 9 of 1999) must be taken into account in this regard. In sections 1.1.1 and 2.1 of the Human Resource Development Strategy for the Public Service (Department of Public Service and Administration 2002) it is stated that this strategy strives to provide public servants with training opportunities and encourage lifelong learning in the public sector. To this end, government departments should be transformed into learning organisations.

The legislation that was explored provided clear guidelines on training that must be provided in the South African public service sector. Attendance of training programmes will lead to the improvement of skills, knowledge and attitudes, which will positively influence performance and, in turn, will lead to an improvement in the level of services delivered to the public.

5.5.3 Objective 3: To explore the literature and the theory regarding training programmes for municipal officials

Chapter 3 conceptualised training within the context of the adult learning theory, which was the theory underpinning the study. Andragogy is an adult learning theory that highlights how adults learn, that refers to the learning process and that specifies the role that the trainer plays in relation to the adult learner. The adult learning theory identifies six learning principles to be taken into account when training adults (Knowles, cited in Watson 2015): the internal motivation and self-

directedness of adults; the life experiences and knowledge that adults bring into the learning process; the fact that adults are goal orientated and need to know the applicability of learning; the need of adults to know how the learning relates to the work environment; and adults' wish to be respected in the classroom. To these principles, Blanchard and Thacker (2010:87-88) add adults' readiness to learn and their control over and involvement in the learning process. In addition, Berman et al. (2010:279-281) identify adults' acquisition of knowledge, skills and abilities, repetition and active participation, principles that adults use to handle new situations and the importance of immediate feedback and positive reinforcement. Principles added by Javadi and Zandieh (2011:343-345) are the correct level of difficulty of training and the reinforcement of the skills and knowledge learned. These learning principles should guide the learning process at all times; therefore they should form part of the proposed skills and development training framework.

Training plays an important role within an organisation. The organisation benefits from providing training as it ensures that the employees possess the knowledge, skills and competencies to carry out their daily activities efficiently and effectively. Continuous learning should take place (Noe et al. 2012:271-271) to constantly learn new skills, to share new skills and to implement the newly acquired skills. Qwabe (2013:382) adds that continuous learning will lead to a competitive, efficient and effective workforce that provides excellent service delivery as it improves the performance of the employees in the South African public service. Continuous learning will assist the South African public service to remain relevant in the global environment. The different training strategies, categories and models were dealt with and a new training model was suggested based on an adaptation of the five models described and an incorporation of the information obtained from the respondents.

5.5.4 Objective 4: To analyse the current situation of training programmes of municipal frontline staff at the CoT

This research (see Chapter 4, section 4.6.1) revealed that the training programmes that CoT's customer care consultants had attended were the following:

- Care for Customers
- *Batho Pele* Train the Trainer
- MS Windows
- MS Outlook XP
- SAP
- SAP CRM
- Unleashing Excellence

These training programmes are offered at the CoT by the Tshwane Leadership and Management Academy. The empirical research revealed that all the training programmes that the customer care consultants had attended were presented by the CoT (see Chapter 5, Graph 5.2 and Graph 5.3).

5.5.5 Objective 5: To examine the role and functions of municipal frontline staff at the CoT

The role and functions of the municipal frontline staff are to provide the first point of contact with customers in order to resolve their queries. The duties of the customer care consultants are as follows (see Chapter 4, section 4.5.2):
- The rendering of an efficient and effective contact centre service
- The facilitation of account maintenance
- The monitoring and maintenance of a performance culture
- The verification of the details of customers
- The adherence to set schedules at all times
- The performance of quality work according to guidelines and principles
- The execution of administrative functions and tasks

5.5.6 Objective 6: To determine what the views of municipal frontline staff and supervisors of municipal frontline staff are on what should be included in a training programme for municipal frontline staff at the CoT

The intention of chapter 5 was to address research objective 6. This chapter dealt with a description of both the questionnaires that were administered to the customer care consultants and the senior customer care consultants. The purpose of the qualitative questionnaire administered to the customer care consultants was to explore the views of the customer care consultants on what should be included in a training programme for customer care consultants at the CoT. From the data obtained, a quantitative questionnaire was compiled in which the senior customer care consultants had to indicate their views on what should be included in a training programme for customer care consultants. The results obtained from the empirical research were analysed and presented in the form of graphs, figures and tables.

5.5.7 Objective 7: To provide a skills and development training framework for municipal frontline staff at the CoT

The objective to establish a skills and development training framework for municipal frontline staff at the CoT is explained in Chapter 5 (see Chapter 5, section 5.8).

5.6   DISCUSSION OF FINDINGS

In the literature that was reviewed and the empirical research that was undertaken, various aspects relating to the research topic have been revealed. Local government, which delivers services to the citizens on a daily basis, is seen as the face of government. The customer care consultants, who are in contact with the citizens on a daily basis and provide the services required, are at the coalface of service delivery. The findings from the literature and the empirical research are explained in sections 5.6.1 to 5.6.11.

5.6.1 Finding 1: Citizens' dissatisfaction with service delivery by the CoT

As has been established, the citizens of the country are dissatisfied with the level of public services provided. It has been suggested that the lack of skills throughout the South African public service has contributed to the service delivery challenges being experienced (Asha 2014:230; ASTD 2006:4; Chelechele 2009:49; Kock and Burke 2008:457; Koelble and LiPuma 2010:565-566, 579; Mdlongwa 2014; Mothae 2008:823; Mpofu and Hlatywayo 2015:133-134; Naidoo 2009b:3; Qwabe and Pillay 2009:15; Subban and Vyas-Doorgapersad 2014:511). Government has realised the importance of the improvement of skills within the public sector, but even though it has enacted legislation to alleviate skills shortages (see Chapter 2, section 2.8), the challenge persists. The shortage of skilled, trained public servants will exacerbate the service delivery problems experienced currently. This is an important finding as the situation applies to the customer care consultants at the CoT.

According to the 2013 CoT Resident Satisfaction Report on customer care services (City of Tshwane 2013), only 45.8% of complaints/enquiries were resolved on first contact. In the 2015 CoT Household Satisfaction Survey (City of Tshwane 2015b), it was indicated that 80% of the respondents had complained about service delivery. These statistics indicate that the residents do not receive the level of service delivery that they expect and that is required according to legislation. The CoT must implement the skills and development training framework for its customer care consultants as suggested in this study as a matter of urgency so as to address the dissatisfaction that is experienced with the level of service delivery. If this proposed training and development framework is not implemented, the same results will be reflected in the 2017 Resident Satisfaction Survey (of which the results are not available as yet) and the CoT will not reach its vision of becoming a prosperous capital city (see Chapter 4, section 4.3). The CoT will not be able to prosper if resident satisfaction levels are low and if residents are of the opinion that the customer care consultants do not deliver the effective, efficient and professional services that are expected.

5.6.2 Finding 2: Shortage of skilled customer care consultants

A discrepancy exists between the skills that are required and the competencies that current employees have, and this is seen as an obstacle to success. A link has been established between human capital and organisational success, with knowledge being the currency to success (ASTD 2006:4).

The importance of training cannot be disregarded as the training of customer care consultants can improve and develop the knowledge, skills and competencies of customer care consultants and lead to an improvement in the CoT's service delivery. The customer care consultants concurred with this view as the majority of the respondents (80.6% (62)) indicated in their responses to question 5 that the training programmes attended improved their skills, competencies and knowledge.

In the first question, which asked what the customer care consultants liked most about the training programmes, 38.66% (46) indicated that they most liked the training on how to treat and handle customers (which relates to knowledge and skills), while 17.65% (21) most liked skill development and 14.29% (17) most liked the fact that they gained knowledge when attending the training programmes. Of the respondents, 7.56% (9) indicated that the aspect they liked most about training programmes was how to improve service. The responses of the customer care consultants indicate that they are eager to learn and to provide an improved service to citizens. Even though they want to learn and attend more training programmes, these opportunities have not been provided to them. The training of customer care consultants is paramount to the success of the CoT. Since the 2013 survey on residents' views, no serious training intervention has been implemented, and the level of residents' satisfaction has declined over a two-year period. Based on the satisfaction surveys conducted in 2013 and 2015, a training intervention is imperative to provide the customer care consultants with the necessary knowledge, skills and competencies they require to perform their duties effectively. Therefore, such a training intervention has to be implemented as soon as possible.

5.6.3 Finding 3: Improvement in customer care consultants' attendance of training programmes

The biographical details obtained from the questionnaire administered to the customer care consultants revealed that not all the customer care consultants had attended the different training programmes listed in the questionnaire as training programmes that must be attended by the customer care consultants as these would assist them in the daily performance of their duties. The responses received from the senior customer care consultants indicated agreement that the customer care consultants had to attend all the computer skills training programs. From the responses of the customer care consultants, it could be deduced that the customer care consultants had a choice whether or not to attend the training programmes. It can also be assumed that the senior customer care consultants decide which training programmes the customer care consultants attend. This is not advisable as all customer care consultants must attend all the training programmes in order to acquire all the relevant skills, knowledge and competencies they are expected to have to be capable of providing the excellent service delivery that is expected of them. The attendance of all training programmes by all customer care consultants must be compulsory.

5.6.4 Finding 4: Training programmes to be attended by the customer care consultants

In question 6 of the questionnaire administered to the customer care consultants, the respondents had to indicate which training courses they thought they should attend. In order of priority, they listed the following courses: customer care; communication; SAP; *Batho Pele*; stress management; computer skills; time management; MS Excel; team-building; first aid; leadership training; public management; anger management; project management; presentation skills; MS Outlook; and problem-solving. A similar question was posed in the questionnaire administered to the senior customer care consultants, and these respondents indicated that customer care consultants should attend the following training

programmes: computer skills (which include computer systems, MS Excel, MS Outlook, MS Word); customer care skills (which include *Batho Pele* principles, sign language, first aid); professionalism (which comprises telephone skills, enhancing professional image, time management, stress management, anger management, motivation, dealing effectively with difficult customers, written communication, understanding the role of frontline staff); interpersonal skills (which consist of verbal communication, non-verbal communication, listening skills, problem-solving, decision-making, assertiveness, empathy, emotional intelligence, team building, management of diversity).

All the skills that the customer care consultants mentioned were included in the questionnaire compiled for the senior customer care consultants so as to ensure their views on these skills were obtained. The senior customer care consultants were unanimous in their agreement that the content of a training programme for customer care consultants should consist of all the topics that were mentioned above. Additional training programmes mentioned by the senior customer care consultants as programmes that the customer care consultants had to attend were as follows: business writing etiquette and dress code. The training programmes currently provided at the CoT are not comprehensive enough to cope with the changing needs of citizens. A training programme must be compiled that consists of all the knowledge and skill elements that were mentioned in the answers in both questionnaires. This training intervention must be implemented in different phases to ensure that the training of customer care consultants is implemented as soon as possible.

Question 8, which related to what should be included in a skills and development training programme for customer care consultants, yielded very similar results to question 6. The additional comments to this question were about organisational and personal goal achievement, self-management, and the use of practical examples during training.

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5.6.5 Finding 5: The skills, competencies and knowledge required to be an effective customer care consultant

The purpose of question 7 that was posed to the customer care consultants was to establish what skills, competencies and knowledge were required to be effective customer care consultants at the CoT. The responses indicated the following in order of priority: communication skills, customer care, professionalism, *Batho Pele* principles, computer skills, listening skills, time management, problem-solving skills, stress management, and interpersonal skills. Their responses correlate with the competencies listed in the job description for a customer care consultant at the CoT, which are as follows: computer literate, good written and verbal communication, excellent communication and listening skills, excellent reading ability, work under pressure, good problem-solving skills, and a customer service orientation (see Chapter 4, section 4.5.1).

The correlation between participants' responses and the job requirements indicates that the customer care consultants are cognisant of their environment and are aware of the expectations the CoT has of customer care consultants. The current training programmes offered to the customer care consultants at the CoT do not make provision for the development of all the skills, knowledge and competencies that customer care consultants are required to have. Therefore there is no congruence between the competencies listed in the job description and the competencies that the CoT's training programmes for customer care consultants develop. As a result, the training programmes are not effective to meet the needs of the CoT. The training programmes that must be implemented at the CoT for customer care consultants must correspond with the job description, and these programmes must be implemented as soon as possible to ensure that the customer care consultants acquire the required knowledge, skills and competencies to be effective, efficient and professional customer care consultants.

5.6.6 Finding 6: Encouragement of continuous learning

In the literature (as reviewed in Chapter 3, section 3.3), evidence is provided that continuous learning should be encouraged to give the customer care consultants the necessary skills, knowledge and competencies required to deliver an efficient and effective service to citizens. The customer care consultants should be aware of any changes in the environment, should be trained and retrained on changes to the systems that are used on a daily basis and should be trained on how to implement in the workplace what has been learnt in the training environment. In addition, training should be aligned to the strategic objectives of the organisation. A small percentage of respondents indicated in their answers to question 4 that continuous learning was encouraged through the provision of refresher courses, follow-up training, encouragement to further their studies, and communication of information via email. Training of customer care consultants in the CoT must be continuous to ensure successful service delivery to citizens. The CoT must put a continuous training programme in place that will provide customer care consultants with the necessary knowledge, skills and competencies they require to provide excellent service delivery.

5.6.7 Finding 7: Motivation of customer care consultants

The empirical research indicates that some customer care consultants are demotivated due to favouritism at the CoT walk-in centres. Suggestions are that work rotation should take place so that the customer care consultants can be afforded different opportunities and can work at different walk-in centres throughout the municipality to gain different skills, knowledge and competencies. Team work must be encouraged by senior customer care consultants: this will increase the level of motivation within the walk-in centres and will serve as encouragement when motivation training is attended. Measures to improve team communication should be implemented, for instance, customer care consultants must work together in teams and communicate with each other. It is believed such measures will increase the levels of motivation. The customer care consultants are adult learners

and must be encouraged to be involved in their own learning as this will serve to motivate them.

5.6.8 Finding 8: Lack of available resources

The research indicates that some of the customer care consultants are of the view that there is a need for more resources at the walk-in centres. Some of the walk-in centres do not have the necessary physical resources that can assist in the provision of an improved service, for example, printers and telephones. These resources must be provided by the CoT to the customer care consultants to enable them to provide an efficient, effective and professional service to citizens.

5.6.9 Finding 9: Taking into account the suggestions made by customer care consultants

Customer care consultants have made suggestions about improving the level of service delivery at the CoT but these suggestions have not been considered. Suggestions must be sent to the Deputy Director: Customer Relations Management for a decision about the viability of implementing them.

5.6.10 Finding 10: Negative working relationship between customer care consultants and senior customer care consultants

Improved working relationships between customer care consultants and senior customer care consultants must be encouraged to create a good working and learning environment in which the adult learner feels comfortable and is able to provide excellent service delivery. Senior customer care consultants must attend training programmes that are similar to but on a more advanced level than those presented to customer care consultants.

5.6.11 Finding 11: Incentives to customer care consultants

Incentives should be provided to customer care consultants for attending training programmes and for implementing what was learned; for example, certificates could be issued on completion of training.

These abovementioned findings will be dealt with in the section on the recommendations that are made.

Section 5.5 dealt with the findings from the empirical research conducted, mainly based on the data obtained from the questionnaires administered to the respondents and in some cases also based on the evidence obtained from the literature reviewed. In the next section, recommendations relating to the training provided by the CoT are made.

5.7   A SKILLS AND DEVELOPMENT TRAINING FRAMEWORK FOR MUNICIPAL FRONTLINE STAFF

A skills and development training framework that is proposed for CoT's municipal frontline staff is depicted in Figure 5.7. This skills and development training framework incorporates the various theoretical aspects that were dealt with in this study and the empirical research conducted that involved the CoT's customer care consultants and senior customer care consultants. Each of the aspects of the framework and the contribution to the skills and development training framework are explained in the section that follows.

This framework consists of the enablers, the influencers, the training and development framework, the training process and the recommendations relating to improved service delivery. The framework consists of five enablers, namely the statutory and regulatory framework for training in South Africa, human resource management, the principles of the adult learning theory, the vision of the CoT and

the training programmes offered by the Tshwane Management and Leadership Academy (hereafter referred to as TMLA). These enablers make the training of municipal frontline staff possible and provide an enabling environment for the training to take place.

The statutory and regulatory framework encompasses the legislation that has been promulgated and which has transformed education and training in the South African public sector. This legislation provides information and prescriptions and delineates the activities involving training and the improvement of service delivery in this sector (for an in-depth explanation, see Chapter 2, section 2.8). Training is a human resource management function, and human resource management is one of the six generic administrative functions of public administration. These functions were dealt with in Chapter 2, section 2.7 and section 2.6 respectively. The principles of the adult learning theory must be taken into account when training municipal frontline staff as they are adult learners. Adult learning principles must be implemented to ensure that the transfer of learning to the work environment takes place (see Chapter 3, section 3.2). The vision of the CoT, which provides information on what the CoT envisions for itself in the future, is part of the enabling process (see Chapter 4, section 4.3). The Tshwane Management and Leadership Academy fulfils an enabling role in that it provides training to the municipal frontline staff.

The influencers are referred to as the training strategies, categories of training and job design. The training strategies include the different types of strategy that can be chosen from and used when presenting training (see Chapter 3, section 3.7). The categories of training include compliance training, knowledge training, skills training and behavioural training (see Chapter 3, section 3.8). Job design is directed towards the competencies that municipal frontline staff should acquire (see Chapter 4, section 4.5.1), takes account of the job description of municipal frontline staff (see Chapter 4, section 4.5.2) and includes the characteristics of street-level bureaucrats (see Chapter 4, section 4.4). All these aspects play an influential role in the training of municipal frontline staff.

The next part of the framework entails the training model that consists of seven steps (see Chapter 6, section 6.6.5). The training process includes the training content, the logistics of training and practical examples. Training content refers to the topics that should be included in a skills and development training programme for municipal frontline staff (see Chapter 6, sections 6.4 and 6.4.6). The logistics of training were described in Chapter 5, section 5.5.4.1. The importance of using practical examples during the training process cannot be overemphasised and was raised as a comment by the customer care consultants as well as the senior customer care consultants.

The aspects described above led to the formulation of the recommendations made in the study (see Chapter 6, section 6.4), which, if implemented, will improve the performance of municipal frontline staff and the level of service delivery, as indicated in the statutory and regulatory framework. The framework proposed in this study is depicted in Figure 5.8.

Figure 5.8: Skills and development training framework for municipal frontline staff at the City of Tshwane

Figure 5.9: Implementation of the skills and development training framework for municipal frontline staff at the City of Tshwane

Job Description

Computer literate
Have good written and verbal communication skills
Have excellent communication and listening skills
Have excellent reading ability
Be able to work under pressure
Have good problem solving skills
Have a customer service orientation

Skills required according to customer care consultants

Communication skills
Customer care
Professionalism
Listening skills
Batho Pele principles
Computer skills
Time management
Stress management
Problem-solving skills

Characteristics of street-level bureaucrats (frontline staff)

They make policy when executing decisions
Low level employees
Underpaid
Overworked
Undertrained
Highly stressed
Exercise discretion
Should read the needs of citizens
Make own decisions when serving the citizens
Have low expectations of themselves and citizens
Can find ways to improve services
Can manipulate citizens
Feel oppressed by bureaucracy of employers
Not highly qualified
Should know best ways to assist citizens

Adult learning principles

Adults bring own experiences to training
Adults want to be involved in learning
Adults want training to be relevant
Adults desire to acquire new knowledge and skills
Adult learners want to transfer learning to work environment
Use of problem-based and collaborative learning
Equality between trainer and trainee
Readiness to learn
Motivation to learn is internal
Need instant feedback
Need positive reinforcement
Pitch training at correct difficulty level
Reinforcement of skills and knowledge learned

Training content

Computer skills
Customer care
Professionalism
Interpersonal skills
Ethics
Communication
SAP
Batho Pele principles
Professionalism
Listening skills
Stress management
Problem-solving skills
Time management
Computer skills (MS Word, MS Excel, and MS Outlook)
CoT values

Training categories

Compliance training
Knowledge training
Skills training
Behavioural training

Learning needs

To transfer knowledge
To practise problem-solving
To develop skills
To change attitudes

Training strategies

On-the-job training; Mentoring; In-house seminars; Simulation and role-playing; Web-based learning or e-learning; Formal education; Training through operations and procedure manuals; Classroom training; Audio-visual training; Blended learning

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Improved service delivery

5.8 IMPLEMENTATION OF THE SKILLS AND DEVELOPMENT TRAINING FRAMEWORK FOR MUNICIPAL FRONTLINE STAFF AT THE CITY OF TSHWANE

The implementation plan of the skills and development training framework for municipal frontline staff proposed for the City of Tshwane Metropolitan Municipality is depicted in Figure 5.9. The implementation plan provides the municipality with information on what should be included and what should be taken into account in a training programme for municipal frontline staff at the CoT. This implementation plan incorporates the various theoretical aspects which were dealt with throughout the study and also in the skills and development framework that was proposed for the CoT, which was dealt with in section 5.7 of this study. Each of the aspects of the implementation of the skills and development training framework are explained in the section that follows.

In the first section, the job description of the customer care consultants at the CoT was shared, which was explained in Chapter 4, section 4.5.1. The job description must be taken into account when recruiting a customer care consultant and the individual's goals must be aligned with the organisational goals, which is emphasised by Lipsky (1980:17) in Chapter 4, section 4.4. It was interesting to note that the skills required to be an effective customer care consultant, indicated by the customer care consultants in the empirical research, concurred with the job description, which shows that the customer care consultants are aware of the requirements of the job. The characteristics of street-level bureaucrats are dealt with in Chapter 4, section 4.4. Street-level bureaucrats can also be referred to as municipal frontline staff and the mentioned characteristics should be taken into account when implementing the skills and development training framework for municipal frontline staff at the CoT.

The adult learning principles, which were elucidated in Chapter 3, section 3.2 must be considered when implementing the skills and development training framework. Adults have specific needs and specific means of wanting to learn and if these principles are not considered, the adults will lose interest in the learning process.

The training content was devised from the information gleaned from the empirical research conducted with the customer care consultants and the senior customer care consultants, combined with the theoretical explanations (see Chapter 5, section 5.6). This is the content that should be included in a training programme for municipal frontline staff at the CoT. The training categories (see Chapter 3, section 3.8) and training strategies (see Chapter 3, section 3.7) should be chosen according to the different types of learning needs which exist (see Chapter 3, section 3.7), which should result in improved service delivery.

Figure 5.9 provides a diagram which proposes how to implement the skills and development framework for municipal frontline staff at the CoT. The next section will provide the conclusion.

5.9   CONCLUSION

The aim of Chapter 5 was to achieve the following research objectives:

- To determine what the views of municipal frontline staff and supervisors of municipal frontline staff are on what should be included in a training programme for municipal frontline staff at the CoT
- To provide a skills and development training framework for municipal frontline staff at the CoT

This chapter examined the views of the municipal frontline staff (customer care consultants) and the supervisors of the municipal frontline staff (senior customer care consultants) on what they thought should be included in a skills and development training programme for municipal frontline staff at the CoT. In an endeavour to achieve the research objective, a qualitative questionnaire was administered to municipal frontline staff. The questions/statements had been formulated with the aim of eliciting respondents' views on what should be included in a skills and development training programme for municipal frontline staff. Field workers were present at the various walk-in centres to administer the

questionnaires, to hand out the questionnaires and to be available to answer any questions during the completion process. Information was extracted from the qualitative questionnaires, the data was coded, a qualitative analysis process was followed and themes were identified.

Using the data obtained from the first questionnaire, a second (quantitative) questionnaire was compiled for the supervisors of the municipal frontline staff. One field worker visited the various walk-in centres and administered the questionnaires to the supervisors of the municipal frontline staff. The data obtained from both questionnaires was analysed and explained in this chapter and culminated in the design of two frameworks for possible implementation at the CoT.

The aspects to be covered in Chapter 6 are possible solutions and recommendations relating to the development of the skills and development training framework for municipal frontline staff, which was dealt with in this chapter.

CHAPTER 6

SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1   INTRODUCTION

In Chapter 5, an analysis was provided of the results obtained from the two questionnaires that were administered to the customer care consultants and the senior customer care consultants.   As was highlighted, the purpose of the questionnaires was to provide the respondents with an opportunity to convey their views on and perceptions of what should be included in a skills and development training framework for municipal frontline staff at the CoT.   The views and perceptions of the customer care consultants were also obtained on a variety of aspects, for instance, what they liked most about the training programmes offered at the CoT, what they liked least about them and what their overall impression of these programmes was.   The senior customer care consultants provided their views on, for instance, the content of training programmes and the components of training.   Even though the respondents' responses reflected positive views and evidence was provided that legislation, which was described in Chapter 2 (see section 2.8), was being implemented, challenges are still experienced within the CoT as citizens are dissatisfied with the level of service delivery they receive (see Chapter 1, section 1.2).

The problem statement formulated for this study (see Chapter 1, section 1.5) was as follows:
There is a lack of a comprehensive conceptual framework of what a skills and development training framework should comprise for municipal frontline staff at the City of Tshwane Metropolitan Municipality.

The primary question posed in this study was: How can commitment to quality service to the public and the continuous improvement of service delivery be achieved by municipal frontline staff at the City of Tshwane Metropolitan

Municipality? In order to address the problem statement and to answer this primary question, the following research objectives (see Chapter 1, section 1.6) provided the direction that was followed in this study and these objectives were addressed in the relevant chapters (see chapter numbers indicated in brackets below):

- To contextualise training within the discipline of Public Administration (Chapter 2)
- To determine the statutory and regulatory framework for training in South Africa (Chapter 2)
- To explore the literature and the theory regarding training programmes for municipal officials (Chapter 3)
- To analyse the current situation of training programmes of municipal frontline staff at the CoT (Chapter 4)
- To examine the role and functions of municipal frontline staff at the CoT (Chapter 4)
- To determine what the views of municipal frontline staff and supervisors of municipal frontline staff are on what should be included in a training programme for municipal frontline staff at the CoT (Chapter 5)
- To provide a skills and development training framework for municipal frontline staff at the CoT (Chapter 5).

Chapter 6 commences with a summary of the preceding chapters. Following on that, commendations are made in recognition of the cooperation of the CoT, which enabled the researcher to complete this study successfully. Thereafter, the recommendations are made to improve the efficiency and effectiveness of the delivery of services to citizens, which can be implemented to improve the level of service delivery within the CoT. Recommendations for further research are made, and final remarks conclude this study. The recommendations are also possible suggestions which can be implemented at the CoT.

In the next section, a summary of the preceding chapters is provided to clarify the context of the study.

6.2 SUMMARY OF THE PRECEDING CHAPTERS

Chapter 1 provided an introduction and background to the study. In this chapter, the dearth of literature available on the training of municipal frontline staff was revealed. It was deduced that the citizens of Tshwane were dissatisfied with the level of services provided and that the existing legislation prescribing the manner in which services should be delivered to the public was not being adhered to. It was argued that training was an intervention that could improve the skills of the municipal frontline staff, resulting in an improvement of the efficiency and effectiveness of service delivery. This chapter also provided descriptions of the motivation for the research, the limitations of the study, the problem statement and research objectives, the research methodology, a clarification of the terminology used and the framework of the research.

In Chapter 2, training was conceptualised within the discipline of Public Administration. Public Administration was defined and a brief explanation was given of the genesis and evolution of this discipline, as well as the contribution of various disciplines to Public Administration. The six generic administrative functions of Public Administration were described, with the focus on the human resource management function and training as a component of this function. This chapter encompassed a description of the statutory and regulatory framework for training in South Africa and concluded with a description of the bodies involved in municipal training in South Africa.

The focus of Chapter 3 was on training. Training was conceptualised within the context of the adult learning theory, as the approach adopted in this study was that the adult was at the centre of the training process. Attention was given to the importance of training within an organisation and the reasons for and benefits of training were considered. Subsequently, training within the South African public service was deliberated upon and it was revealed that the shortage of required skills negatively affected the professional, efficient and effective delivery of services to the public. The roles of the trainer and the trainee, the types of training strategy

and the categories of training were reflected upon, and a description of training models and international perspectives concluded the chapter.

Chapter 4 addressed the locus of the study (the CoT) as well as the focus of the study (the training of municipal frontline staff). The legislative framework for local government in South Africa and the legislation regulating local government and its daily activities were reflected upon. The chapter provided an overview of the structure of the CoT and a description of street-level bureaucrats (who can be said to function as frontline workers). Subsequently, the role of the municipal frontline staff at the CoT was dealt with and reference was made to the competencies the CoT required a customer care consultant to have based on the CoT's job description of this position. The chapter concluded with an outline of two training programmes offered by the CoT.

The analysis and interpretation of the empirical data were presented in Chapter 5. The chapter commenced with a description of the empirical approach of the study and was followed by a report on the research results of the questionnaires completed by the customer care consultants and the senior customer care consultants. Following on that, the results relating to the research objectives were described and the findings of the study were analysed. The skills and development training framework for municipal frontline staff was dealt with next, and a description of the implementation of this framework at the CoT concluded the chapter.

This chapter, Chapter 6, commences by providing a summary of the preceding chapters. Following on that, the CoT is commended for its cooperation. Based on the research conducted, recommendations relating to training are made. Considerations for further research are presented and the study is concluded with some closing remarks.

In the next section, the commendations in recognition of the CoT's cooperation are shared.

6.3 COMMENDATIONS IN RECOGNITION OF THE COT'S CONTRIBUTION

The aim of this study was to establish a skills and development training framework for municipal frontline staff. In order to achieve this aim, the involvement and participation of the officials at the CoT were required. It was found that the officials were helpful in providing the required information, which assisted in successfully completing the research process. Questionnaires were distributed for completion to customer care consultants and senior customer care consultants at the CoT, and owing to their voluntary cooperation, data could be collected. Out of the population of 112 customer care consultants, 77 completed the questionnaire, and out of a population of 22 senior customer care consultants, 18 completed the questionnaire. A very small number of the total population indicated an unwillingness to complete the questionnaire, while the rest who did not complete the questionnaire were either busy with clients or were on leave. The study would not have been possible without the participation and involvement of the officials, and they need to be commended for that. The participation indicates that the officials are interested and want to make a contribution to the training framework.

The empirical data obtained when analysing the responses to question 1, which related to the aspects the customer care consultants liked most about training programmes, revealed that most respondents had positive experiences about such programmes. Question 3 was formulated to ascertain respondents' overall impression of training programmes presented by the CoT, and the responses indicated that overall the respondents were satisfied with the training they had attended. Some of them indicated that they had been impressed by the trainers. The CoT can be commended for the training programmes that it presents to the customer care consultants.

The CoT officials who assisted by providing the information required to complete the study are commended as the study would not have been possible without their involvement and participation. They provided information as and when required, obtained the necessary authorisation for the use of documents and encouraged the

customer care consultants and senior customer care consultants to complete the questionnaires. In the next section, the findings of the study relating to the research objectives are presented.

6.4   RECOMMENDATIONS RELATING TO TRAINING

Based on the theoretical expositions provided and the empirical research conducted, the data was analysed in Chapter 5 and the findings were explored in Chapter 5, section 5.6. In this section (section 6.4), possible solutions and recommendations relating to the establishment of a skills and development training framework for the municipal frontline staff at the CoT are provided. These recommendations could be incorporated into the training programmes for customer care consultants and the framework could be integrated into the strategic plans of the Tshwane Leadership and Management Academy. Some of the following recommendations have been identified as critical to the improvement of service delivery by customer care consultants and should be considered by the CoT. These are mentioned in sections 6.4.1 to 6.4.11.

6.4.1 Recommendation: Customer care consultants should attend all the required training programmes

Human resource management is regarded as important to the success of an organisation. Human resources are also referred to as the lifeblood of the organisation as they make up the workforce who performs the activities of the organisation. Organisations and their employees are influenced by the environments in which they operate. The reality of globalisation cannot be denied, and to be able to overcome global challenges, a work environment must be provided that gives employees the ability to adapt to a changing environment by empowering them through knowledge, skills and competencies to be open to change and to be flexible. In today's global environment, knowledge is the currency to success. This is particularly true for customer care consultants.

The training of customer care consultants is crucial to the improvement of the services that municipalities deliver. This is expounded upon in South Africa's statutory and regulatory frameworks (see Chapter 2, section 2.8). In order for customer care consultants to provide professional, effective and efficient services, they must attend training programmes. All customer care consultants should be trained to carry out the duties they are expected to perform. Trained customer care consultants are important to the success of the service delivery of the CoT. All CoT's customer care consultants should attend all the training programmes required as these programmes assist them in executing their daily duties and remaining relevant in an era of rapid technological change.

6.4.2 Recommendation: Regular attendance of training is imperative

Regular attendance of training programmes is important as a customer care consultant learns skills, knowledge and competencies by attending training programmes. If a customer care consultant implements what has been learned, the level of performance and service delivery will improve. Training should be presented on a regular basis and refresher courses should also be provided to keep customer care consultants up to date with changes in the environment. Therefore, the CoT must provide opportunities for training on a regular basis. Customer care consultants should attend at least one training programme per year, and such attendance should be included in their performance management system. Enough time should be made available at the walk-in centres for the customer care consultants to attend the required training programmes.

6.4.3 Recommendation: Continuous learning opportunities should be provided to customer care consultants

To be effective, continuous learning should support organisational objectives and should be supported by senior managers (see Chapter 3, section 3.3). Continuous learning should be implemented to ensure that customer care consultants remain

relevant, are aware of the constant changes taking place in the municipality and in the world of technology. It is important that customer care consultants receive training if changes are made to the SAP system that the CoT uses. Continuous learning should be encouraged within the CoT by providing refresher courses and by ensuring that the customer care consultants are informed of any environmental changes. A learning culture should be cultivated within the CoT so as to encourage the customer care consultants to perform at optimal levels. A culture of continuous professional development should be part of this learning.

6.4.4 Recommendation: More time should be provided for different training programmes

In order for training to be successful, sufficient time must be provided for the customer care consultants to gain the knowledge and to practise the skills they have to implement in the work environment. The empirical research has revealed that more time is needed for training programmes. This comment was made by a number of the customer care consultants who were of the opinion that the training programmes were very short and that a lot of information was compressed into a one-day or a two-day programme. The trainees must be provided with sufficient time to assimilate the knowledge and information, to practise the skills they have learned and to implement these in the work environment.

6.4.5 Recommendation: A training model is suggested for implementation by the CoT

In the study, five different training models were considered (see Chapter 3, section 3.9), namely, Nadler's model, the training model of Camp, Blanchard and Huszczo, the high-impact training model, the classical systematic training cycle, and the training process model. Based on these models, a training model is suggested for the CoT. This model consists of the following seven steps:
- Identify organisational needs.
- Analyse training needs.

- Design a training programme.
- Develop a training programme.
  - Compile a syllabus.
  - Select instructional strategies.
  - Obtain instructional resources.
- Implement the training.
- Calculate measurable results (to be done by the trainer).
- Evaluate the effectiveness of the training (responsibility of the manager).

From the research conducted, the researcher developed a training model for the CoT. This model is depicted in Figure 6.1.

Figure 6.1: Suggested training model for CoT customer care consultants
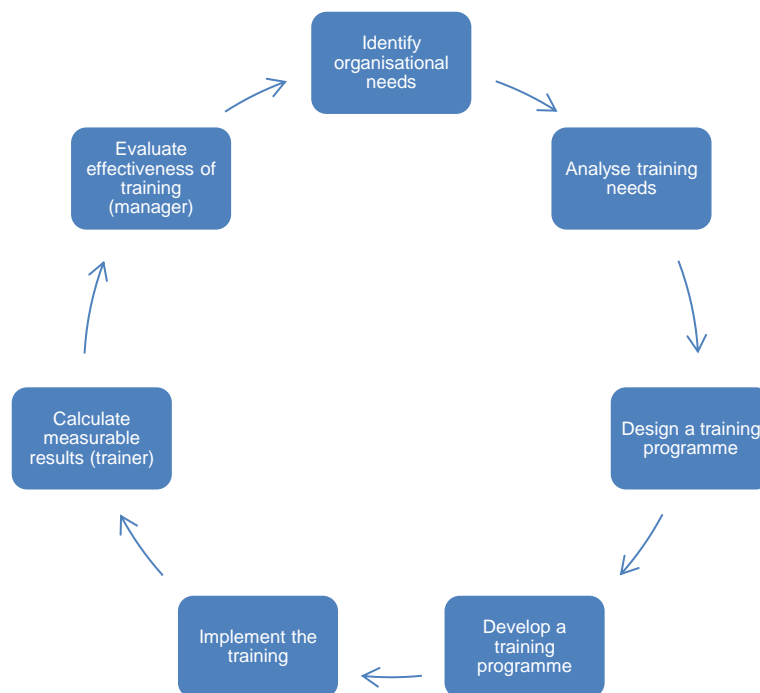
Source: Developed by the researcher as adapted from Nadler's model (Erasmus et al. 2015:12-14), the training model of Camp, Blanchard and Huszczo (Mukonza in Haruna and Vyas-Doorgapersad 2015:146), the high-impact training model (Erasmus et al. 2015:15-16), the classical systematic training cycle (Botha and Coetzee 2013:235-236), and the training process model (Blanchard and Thacker 2010:7).

The five training models that were described in section 3.9 of Chapter 3 were combined, and the comments made by the respondents during the empirical research process were also taken into account. This is a cyclic model and consists of seven steps. These steps are described below in relation to how the CoT must implement each step.

6.4.5.1 Identify organisational needs

As organisational environments change constantly, training programmes should be updated to keep track of these changes and to ensure that organisations and programmes remain relevant globally (see Chapter 3, section 3.3). During this step, the CoT must take its vision, mission and values into account as well as its organisational and individual needs. The CoT must plan ahead and consider its long-term, medium-term and short-term needs and requirements when putting training objectives in place. Environmental influences should also be considered during this step.

6.4.5.2 Analyse training needs

The CoT must make a comparison between the specific knowledge, skills and competencies required to reach its goals and objectives and the knowledge, skills and competencies that the customer care consultants currently possess. The gap between optimum performance and the current skills will provide the training needs. The customer care consultants should provide input as to their specific needs because this will ensure the buy-in of the customer care consultants.

6.4.5.3 Design a training programme

The CoT should reflect upon its training needs and link these to the training objectives that it would like to achieve with the training intervention. During the design of a training programme, the training objectives are taken into account. The training objectives provide information on what will be trained, how training will take place, what the expected outcomes are and how the skills will be transferred to the workplace.

6.4.5.4 Develop a training programme

During this step, the CoT must formulate the instructional strategy that will ensure its training objectives are met. During this step the syllabus is compiled, the instructional strategies are selected and the instructional resources are obtained, for example equipment and media.

6.4.5.5 Implement the training

The training programme should be piloted before implementation to prevent mistakes and to make provision for possible unexpected occurrences. Presentation of training takes place and notes are made of how the training was experienced by the customer care consultants. The training techniques implemented must be relevant to the needs of the customer care consultants. What works with one group may not work with the next, so the trainer must read the needs of the customer care consultants who are being trained. Practical examples must be used throughout the training session to relate the theory to the work environment.

6.4.5.6 Calculate measureable results

The trainer must ascertain whether the training objectives that were stated in the first step have been reached and whether the training will contribute towards performance improvement. The trainer must ensure that the knowledge, skills and competencies are practised in the classroom environment so that this learning can be transferred to the work environment.

6.4.5.7 Evaluate the effectiveness of the training

Training evaluation takes place by measuring the effectiveness of the training in terms of whether the training objectives have been reached and whether the level of performance has increased. This process includes feedback from the senior customer care consultants and the customer care consultants. The trainers and the senior customer care consultants collect this information to decide whether the training intervention was successful and if anything should be implemented differently during the implementation of training. Training programmes must be updated continuously to remain relevant and the latest information must be

provided to the customer care consultants. This model has been designed to incorporate the comments made by the senior customer care consultants, as the research confirmed that they would like to be involved in the evaluation of the effectiveness of the training in the workplace (see Chapter 5, section 5.4.4.6).

6.4.6 Recommendation: Suggested content of a training programme for customer care consultants

The aim of the study was to establish a skills and development training framework for the municipal frontline staff of the CoT. Questionnaires were completed by CoT customer care consultants and senior customer care consultants who provided information on what they thought should be included in a training and development framework for customer care consultants. Amoah (in Haruna and Vyas-Doorgapersad 2015:97-101) add that a core component of ethics should be included in a training programme.

The research conducted indicates that the ideal training programme for customer care consultants at the CoT should encompass the following topics: computer skills (which should include computer systems, for example, SAP), MS Excel, MS Outlook, and MS Word; customer care skills (which should include *Batho Pele* principles, sign language, and first aid); professionalism (which should include telephone skills, enhancing professional image, time management, stress management, anger management, motivation, dealing effectively with difficult customers, written communication, and understanding the role of frontline staff); and interpersonal skills (which should entail verbal communication, non-verbal communication, listening skills, problem-solving, decision-making, assertiveness, empathy, emotional intelligence, ethics, team-building, and management of diversity). Ideally, these are the topics that customer care consultants should be trained on to enable them to perform effectively and efficiently in their work environment, which requires them to serve customers.

6.4.7 Recommendation: Strategies to implement the training received by customer care consultants

The customer care consultants should be taught how to implement the knowledge, skills and competencies they learned during the training programmes. The trainers should be aware of the different categories of training, which are compliance training, knowledge training, skills training and behavioural training (see Chapter 3, section 3.8). These categories relate to the content that should be learned.

The training strategies the trainer chooses play a role in achieving the training objectives. These training strategies (see Chapter 3, section 3.7) include on-the-job training, mentoring, in-house seminars, simulation and role-playing, web-based learning or e-learning, formal education, operations and procedure manuals, classroom training, audio visual training and blended learning. A one-size-fits-all approach is unsuitable as the same training programme might not work for all groups of trainees (see Chapter 3, section 3.5). The trainer should carefully choose the training strategy based on the needs of the trainees and the objectives of the training programme so as to meet the implementation needs of the training programme.

6.4.8 Recommendation: Evaluation strategies used by senior customer care consultants

The customer care consultants should be evaluated in the work environment after having attended training. This will ensure that they implement the knowledge, skills and competencies that they acquired during the training. The research conducted confirmed that the senior customer care consultants participated in this evaluation process. The proposed training framework for the CoT customer care consultants incorporates the comments made by the senior customer care consultants (see Chapter 5, section 5.5.4.6).

6.4.9 Recommendation: Training and retraining of the trainers

Trainers should attend refresher training courses to develop and improve their skills. Trainers play a very important role in the training process: the combination of a skilled trainer and a good training programme can contribute to the improvement of performance by the trainees within the work environment (see Chapter 3, section 3.6). Trainers should use traditional and new training methods and technologies in the design and the presentation of training, and this will be possible if they are retrained regularly. The skills of the trainers should be updated continuously to ensure that they acquire new skills, remain relevant and abreast of new developments and keep up with technological changes.

6.4.10 Recommendation: Implementation of the adult learning theory in training programmes

The adult learning theory is significant to this study as the customer care consultants are all adult learners. The adult learning theory should be implemented during the training process to obtain the support of the customer care consultants (see Chapter 3, section 3.2). Andragogy, which is an adult learning theory, includes the following principles: adults bring their own experiences to the training process; adults want to be involved in their learning; adults want training to be relevant; adults desire to acquire new knowledge and skills; and adult learners want to be able to transfer their learning to the work environment. These are some of the principles of adult learning that trainers should take into account when training the customer care consultants. The trainer should be familiar with the adult learning theory to ensure that the principles are adhered to when training the customer care consultants. The adult learning theory, the importance of which must not be underestimated in the training process, is included in the skills and development training framework for municipal frontline staff.

6.4.11 Recommendation: Recognition of attendance of training programmes

Attendance certificates should be issued to attendees upon completion of training programmes. The customer care consultants must be evaluated in the work environment after attendance of training programmes to ensure that skills and knowledge learned have been transferred to the work environment and the senior customer care consultants must participate in this process.

From the research conducted and the findings reached, critical recommendations (see 6.4.1 to 6.4.11) have been made, which are suggested to form part of the establishment of the skills and development training framework for municipal frontline staff. The next section deals with this training framework.

6.5   CONSIDERATIONS FOR FURTHER RESEARCH

Conducting research opens up possibilities for further research, and in this section suggestions for further research are made. The study was conducted in one municipality, the CoT, which might limit the generalisability of the results to other municipalities. Similar research can be conducted in other municipalities to understand whether training needs are different in different municipalities or even different provinces. Furthermore, it would be interesting to ascertain what the motivational levels of the customer care consultants at the CoT are, and this could be considered as a topic for future research.

It is recommended that future research employ a longitudinal research design to determine the needs of customer care consultants. Different methods of data collection could be used, for example, focus groups, interviews or electronically administered questionnaires. Future research could explore the views and perceptions of different categories of respondents, for example, senior managers or customers. Section 6.5 concludes this chapter and the study.

6.6   CONCLUSION

It is believed that this research made a contribution to the discourse on the training of customer care consultants in municipalities in South Africa. In Chapter 6, the preceding chapters were summarised and the CoT was commended for its contribution to the success of the study. The findings from the analysis of the two questionnaires administered to the customer care consultants and the senior customer care consultants were juxtaposed and the results were presented. The data sets were compared and similarities and differences were noted between the responses obtained from the customer care consultants and the senior customer care consultants. Cluster analysis was applied on the basis of the biographical details of the respondents (the customer care consultants) who made the comments. In this chapter, only the significant findings were deliberated upon and only the main findings were considered. Recommendations were made that could be submitted to the CoT for implementation.

Based on the research conducted, a proposed skills and training framework for the municipal frontline at the CoT was presented in section 5.7 and 5.8.   This framework contains guidelines for the implementation of a training programme for customer care consultants and should not be regarded as a blueprint for training. Additional information could be added to it or some aspects could even be omitted depending on the specific needs of the customer care consultants at the CoT. The value of the suggested training and development framework is that it is expected to enhance the work performance of the customer care consultants of the CoT.

Organisations around the world embrace the move from operating in an industrial society to operating in a knowledge-based society. The working environment is becoming increasingly globalised and it is characterised by constant changes. Municipalities have to remain abreast of technological changes and challenges that affect the daily lives of their employees. Not only must municipalities ensure that their employees are aware of such changes but they should provide their employees with opportunities for continuous training and retraining to keep them competitive and up to date with changes in the work environment.   This is

particularly important in the case of customer care consultants who serve the country's citizens on a daily basis. Nevertheless, this segment of the workforce has been neglected when it comes to research, and the object of this study was to fill this gap in the existing literature.

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Annexure 1: Questionnaire for Customer Care Consultants

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Economic and

Management Sciences

Combined Letter of Introduction and Informed Consent

School of Public Management and Administration

The establishment of a skills and development training framework for municipal frontline staff: the case of the City of Tshwane

Research conducted by:

Ms. R.G. Wessels (15412033)
Cell: 082 498 8701

Dear Participant

You are invited to participate in an academic research study conducted by Rochelle Wessels, Doctoral student from the School of Public Management and Administration at the University of Pretoria.

The purpose of the study is to ascertain what Customer Care Consultants think should be included in a Skills and Development Training Framework for Customer Care Consultants at the City of Tshwane.

Please note the following:

- This is an <u>anonymous</u> study as your name will not appear on the questionnaire. The answers you give will be treated as strictly <u>confidential</u> as you cannot be identified in person based on the answers you give.
- Your participation in this study is very important to us. You may, however, choose not to participate and you may also stop participating at any time without any negative consequences.
- Please answer the questions in the attached questionnaire as completely and honestly as possible. This should not take more than twenty minutes of your time.
- The reason for the questionnaire is to ascertain what you think should be included in a skills and development training framework for Customer Care Consultants at the City of Tshwane.
- The results of the study will be used for academic purposes only and may be published in an academic journal. We will provide you with a summary of our findings on request.
- Please contact my study leader, Prof N. Holtzhausen on 012 420 3474 or via e-mail on Natasja.Holtzhausen@up.ac.za if you have any questions or comments regarding the study.

Please sign the form to indicate that:

- You have read and understand the information provided above.
- You give your consent to participate in the study on a voluntary basis.

_____   _____

Participant's signature   **Date**

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Faculty of Economic and Management Sciences

| The establishment of a skills and development training framework for municipal frontline staff: the case of the City of Tshwane |

QUESTIONNAIRE FOR CUSTOMER CARE CONSULTANTS

Thank you for agreeing to participate in this research. Your contribution will assist in compiling a training framework for Customer Care Consultants at the City of Tshwane. Kindly note that this questionnaire is anonymous and your responses will be treated confidentially.

INSTRUCTIONS TO COMPLETE THIS QUESTIONNAIRE

❑ Do not write your name, surname or any other personal details or numbers on this questionnaire.

❑ The questionnaire will not take longer than 20 minutes to complete.

Please note the following example:

My answers are completely confidential AND anonymous

| | No | | **X** | Yes |

Please tick the following box if you consent to participate:

| | I hereby consent and understand that my participation is voluntary and anonymous and that the information will be kept strictly confidential. |

| **BIOGRAPHIC DETAILS** |

Please answer all the questions by marking your choice with a cross (x) or adding your answer in the space provided.

1. Name the Customer Care Walk-in Centre you are currently employed at

Name of Customer Care Walk-in Centre

2. Highest qualification

1	Matric	
2	Post Matric Technical Qualification	
3	Degree / Diploma	
4	Post Graduate Qualification	
5	Other	

3. How long have you been employed at the City of Tshwane?

1	Less than 1 year	
2	1-2 years	
3	3-4 years	
4	5-6 years	
5	7-8 years	
6	9-10 years	
7	More than 10 years	

4. How many years have you been in this current job as Customer Care Consultant?

1	Less than 1 year	
2	1-2 years	
3	3-4 years	
4	5-6 years	
5	7-8 years	
6	9-10 years	
7	More than 10 years	

5. Which training programmes have you attended since being employed as a Customer Care Consultant at the City of Tshwane?

	Training Courses	Yes/No	Which year attended?
1	Care for Customers		
2	*Batho Pele* Train the Trainer		
3	MS Windows		
4	MS Outlook XP		
5	SAP		
6	Other		

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1. What do you like most about the training programmes which you have attended as a Customer Care Consultant at the City of Tshwane?

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2. What do you like least about the training programmes which you have attended as a Customer Care Consultant at the City of Tshwane?

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3. What is your overall impression of the training programmes presented by the City of Tshwane for Customer Care Consultants since you have been employed?

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4. How does the CoT encourage continuous learning to improve the skills, competencies and knowledge of Customer Care Consultants?

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5. How does the current content of the training interventions help you to improve your skills, competencies and knowledge as a Customer Care Consultant?

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6. Which training courses do you think should you attend as a Customer Care Consultant at the City of Tshwane?

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7. Which skills, competencies and knowledge should you possess to be an effective Customer Care Consultant at the City of Tshwane?

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8. What do you think should be included in a skills and development training programme for Customer Care Consultants at the City of Tshwane?

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9. What do you think are the most important aspects of training which need to be focussed on for Customer Care Consultants at the City of Tshwane?

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10. Is there anything else which you would like to add?

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Thank you for your participation and invaluable contribution.

Annexure 2: Questionnaire for Senior Customer Care Consultants

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Economic and

Management Sciences

Combined Letter of Introduction and Informed Consent

School of Public Management and Administration

The establishment of a skills and development training framework for municipal frontline staff: the case of the City of Tshwane

<u>Research conducted by</u>:
Ms. R.G. Wessels (15412033)
Cell: 082 498 8701

Dear Participant

You are invited to participate in an academic research study conducted by Rochelle Wessels, Doctoral student from the School of Public Management and Administration at the University of Pretoria.

The purpose of the study is to ascertain what Senior Customer Care Consultants think should be included in a Skills and Development Training Framework for Customer Care Consultants at the City of Tshwane.

Please note the following:
- This is an <u>anonymous</u> study as your name will not appear on the questionnaire. The answers you give will be treated as strictly <u>confidential</u> as you cannot be identified in person based on the answers you provide.
- Your participation in this study is very important to us. You may, however, choose not to participate and you may also stop participating at any time without any negative consequences.
- Please answer the questions in the attached questionnaire as completely and honestly as possible. This should not take more than fifteen minutes of your time.
- The reason for the questionnaire is to ascertain what you think should be included in a skills and development training framework for Customer Care Consultants at the City of Tshwane.
- The results of the study will be used for academic purposes only and may be published in an academic journal. We will provide you with a summary of our findings on request.
- Please contact my study leader, Prof N. Holtzhausen on 012 420 3474 or via e-mail on Natasja.Holtzhausen@up.ac.za if you have any questions or comments regarding the study.

Please sign the form to indicate that:
- You have read and understand the information provided above.
- You give your consent to participate in the study on a voluntary basis.

_____   _____

Participant's signature   **Date**

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Faculty of Economic and Management Sciences

The establishment of a skills and development training framework for municipal frontline staff: the case of the City of Tshwane

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QUESTIONNAIRE FOR SENIOR CUSTOMER CARE CONSULTANTS

Thank you for agreeing to participate in this research. Your contribution will assist in compiling a training framework for Customer Care Consultants at the City of Tshwane. Kindly note that this questionnaire is anonymous and your responses will be treated confidentially.

INSTRUCTIONS TO COMPLETE THIS QUESTIONNAIRE

❑ Do not write your name, surname or any other personal details or numbers on this questionnaire.

❑ The questionnaire will not take longer than 15 minutes to complete.

Please note the following example:

My answers are completely confidential AND anonymous

	No	✔	Yes

Please tick the following box if you consent to participate:

I hereby consent and understand that my participation is voluntary and anonymous and that the information will be kept strictly confidential.

Please answer all the questions by marking your choice with a cross (x) or adding your answer in the space provided.

1. Name the Customer Care Walk-in Centre you are currently employed at

Name of Customer Care Walk-in Centre

2. Highest qualification

1	Primary completed	
2	Secondary completed up to Grade 11	
3	Matric	
4	Post Matric Certificate/Diploma (1 year)	
5	3 year Degree or Diploma	
6	Post Graduate Qualification	
7	Other (please specify)	

3. How many years have you been in full-time employment?

1	Less than 1 year	
2	1-2 years	
3	3-4 years	
4	5-6 years	
5	7-8 years	
6	9-10 years	
7	11-15 years	
8	More than 15 years	

4. How long have you been employed at the City of Tshwane?

1	Less than 1 year	
2	1-2 years	
3	3-4 years	
4	5-6 years	
5	7-8 years	
6	9-10 years	
7	More than 10 years	

5. How many years have you been in this current job as Senior Customer Care Consultant?

1	Less than 1 year	
2	1-2 years	
3	3-4 years	
4	5-6 years	
5	7-8 years	
6	9-10 years	
7	More than 10 years	

SECTION 1: TRAINING PROGRAMMES

Below is a list of training programmes. Do you think that the Customer Care Consultants should attend these training programmes? Please rate according to the degree to which you agree or disagree, according to the following scale:

1=Strongly disagree; 2= Disagree; 3=Slightly disagree; 4=Slightly agree; 5=Agree; 6=Strongly agree

Please <u>circle</u> the number that best reflects your choice and add your comments in the space provided.

A. COMPUTER SKILLS	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
1. Computer systems (for example SAP CICO, SAP CRM, Powermap, IBIS (Eazy Task) and Suprima)	1	2	3	4	5	6
2. MS Excel	1	2	3	4	5	6
3. MS Outlook	1	2	3	4	5	6
4. MS Word	1	2	3	4	5	6

Any comments on computer skills in your region?

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B. CUSTOMER CARE	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
5. *Batho Pele*	1	2	3	4	5	6
6. Sign language	1	2	3	4	5	6
7. First aid	1	2	3	4	5	6

Any comments on customer care in your region?

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C. PROFESSIONALISM	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
8. Telephone skills	1	2	3	4	5	6
9. Enhancing the professional image	1	2	3	4	5	6
10. Time management	1	2	3	4	5	6
11. Stress management	1	2	3	4	5	6
12. Anger management	1	2	3	4	5	6
13. Motivation	1	2	3	4	5	6
14. Deal effectively with difficult customers	1	2	3	4	5	6
15. Written communication	1	2	3	4	5	6
16. Understanding the role of frontline staff	1	2	3	4	5	6

Any comments on professionalism in your region?

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D. INTERPERSONAL SKILLS	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
17. Verbal communication	1	2	3	4	5	6
18. Non verbal communication	1	2	3	4	5	6
19. Listening skills	1	2	3	4	5	6
20. Problem solving	1	2	3	4	5	6
21. Decision-making	1	2	3	4	5	6
22. Assertiveness	1	2	3	4	5	6
23. Empathy	1	2	3	4	5	6
24. Emotional intelligence	1	2	3	4	5	6
25. Team building	1	2	3	4	5	6
26. Management of diversity	1	2	3	4	5	6

Any comments on interpersonal skills in your region?

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SECTION 2: COMPONENTS OF TRAINING

Irrespective of Customer Care Consultants attending various training programmes, and legislation indicating what is expected within the municipalities, complaints are still received regarding the level of service delivery within the City of Tshwane. The vision of the City of Tshwane is to become a world-class African city. The research seeks to develop a skills and development training framework that will enhance the level of service delivery of the Customer Care Consultants at the City of Tshwane. Please read the following statements and rate according to the degree to which you agree or disagree, according to the following scale:

1=Strongly disagree; 2=Disagree; 3=Slightly disagree; 4=Slightly agree; 5=Agree; 6=Strongly agree

Please <u>circle</u> the number that best reflects your choice and add your comments in the space provided.

E. TRAINING LOGISTICS	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
27. The location for training is convenient for the Customer Care Consultants	1	2	3	4	5	6
28. Enough time is allocated for the training programmes	1	2	3	4	5	6
Any comments on the training logistics in your region? ……………………………………………………………………………………………………… ……………………………………………………………………………………………………….. ……………………………………………………………………………………………………… ……………………………………………………………………………………………………….. ……………………………………………………………………………………………………… ………………………………………………………………………………………………………						

F. QUALITY OF TRAINING	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
29. The facilitator should provide adequate practical examples from the work environment	1	2	3	4	5	6
30. The facilitator should play an important role in communicating the knowledge to the participants	1	2	3	4	5	6
31. The training content should address the specific needs of the Customer Care Consultants	1	2	3	4	5	6
Any comments on the quality of training in your region? ……………………………………………………………………………………………………… ……………………………………………………………………………………………………… ……………………………………………………………………………………………………….. ………………………………………………………………………………………………………						

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G. TRAINING STRATEGIES	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
32. Senior Customer Care Consultants should provide on-the-job training to new incumbents	1	2	3	4	5	6
33. Senior Customer Care Consultants should participate in mentoring the Customer Care Consultants	1	2	3	4	5	6

Any comments on training strategies in your region?

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H. ATTENDANCE OF TRAINING	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
34. The Customer Care Consultants regularly attend training programmes	1	2	3	4	5	6
35. The Customer Care Consultants attend at least one training programme per year	1	2	3	4	5	6
36. The management recommends that the Customer Care Consultants attend the training programmes	1	2	3	4	5	6
37. Enough time is made available for each individual to attend the training programmes required	1	2	3	4	5	6

Any comments on attendance of training in your region?

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I. IMPLEMENTATION STRATEGIES (after training)	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
38. The majority of Customer Care Consultants can implement what they are taught at the training sessions	1	2	3	4	5	6
39. The majority of Customer Care Consultants provide better service to the customers after attending training programmes	1	2	3	4	5	6
40. The majority of Customer Care Consultants realise the importance of providing good customer care	1	2	3	4	5	6
41. The majority of Customer Care Consultants are sufficiently equipped to effectively deal with difficult customers	1	2	3	4	5	6
42. The majority of Customer Care Consultants are motivated to deliver effective services to the customers	1	2	3	4	5	6

43. Management provides incentives for implementing what has been learned at the training programmes	1	2	3	4	5	6
44. The majority of Customer Care Consultants put the customers first in the daily delivery of services	1	2	3	4	5	6
45. Customer Care Consultants should be provided with attendance certificates after attending training programmes	1	2	3	4	5	6

Any comments on implementation strategies after training, in your region?

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J. EVALUATION STRATEGIES	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
46. The Customer Care Consultants are evaluated in the workplace in terms of the implementation of the training programmes attended	1	2	3	4	5	6
47. Senior Customer Care Consultants participate in the evaluation of the implementation of training programmes attended	1	2	3	4	5	6

Any comments on evaluation strategies in your region?

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K. VALUES	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
48. The Customer Care Consultants know what ethical behaviour entails in the work environment	1	2	3	4	5	6
49. The Customer Care Consultants practice ethical behaviour in the execution of their daily activities	1	2	3	4	5	6
50. The Customer Care Consultants act within the value system of the City of Tshwane when executing their daily activities	1	2	3	4	5	6
51. Senior Customer Care Consultants should promote the training vision of the Customer Care Consultants in the City of Tshwane	1	2	3	4	5	6

Any comments on values in your region?

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Thank you for your participation and invaluable contribution

Annexure 3: Ethics approval for customer care consultants questionnaire

Annexure 3: Ethics approval for Customer Care Consultants questionnaire

RESEARCH ETHICS COMMITTEE

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UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Economic and Management Sciences

29 September 2016

<u>Strictly confidential</u>

Prof N Holtzhausen
School of Public Management and Administration

Dear Professor Holtzhausen

Project:	The establishment of a skills and development training framework for municipal frontline staff: the case of the City of Tshwane
Researcher:	RG Wessels
Student No:	15412033
Supervisor:	Prof N Holtzhausen
Co-supervisor:	Prof LP Malan
Department:	School of Public Management and Administration
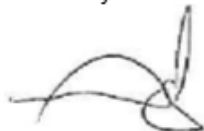
I refer our letter dated 25 August 2016, and your response dated 27 September 2016. I have pleasure in informing you that the Committee formally approved the above study on 28 September 2016. The approval is subject to the candidate abiding by the principles and parameters set out in the application and research proposal in the actual execution of the research.

The approval does not imply that the researcher, student or lecturer is relieved of any accountability in terms of the Codes of Research Ethics of the University of Pretoria if action is taken beyond the approved proposal.

The Committee requests that you convey this approval to the researcher.

We wish you success with the project.

Sincerely

pp PROF RS RENSBURG
CHAIR: COMMITTEE FOR RESEARCH ETHICS

Fakulteit Ekonomiese en Bestuurswetenskappe
Lefapha la Disaense tša Ekonomi le Taolo

cc: Prof LP Malan
       Prof MR Chitiga-Mabugu
       Student Administration

Faculty of Economic and Management Sciences
Fakulteit Ekonomiese en Bestuurswetenskappe
Lefapha la Disaense tša Ekonomi le Taolo

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Annexure 4: Ethics approval for senior customer care consultants questionnaire

Annexure 4: Ethics approval for Senior Customer Care Consultants

RESEARCH ETHICS COMMITTEE

Tel: +27 12 420 3395
E-mail: ronel.rensburg@up.ac.za

Faculty of Economic and Management Sciences

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

1 June 2017

Prof N Holtzhausen   <u>Strictly confidential</u>
School of Public Management and Administration

Dear Professor Holtzhausen

The application for ethical clearance for the research project described below served before this committee on 31 May 2017.

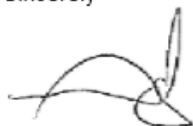| Protocol No:	EMS004/17 (Please use this reference in any correspondence)
Research title:	The establishment of a skills and development training framework for municipal frontline staff: the case of the City of Tshwane
Principal researcher:	RG Wessels
Student/Staff No:	15412033
Degree:	PhD: Public Management
Supervisor/Promoter:	Prof N Holtzhausen / Prof LP Malan
Department:	School of Public Management and Administration

The decision by the committee is reflected below:

Decision:	Approved (Phase 2 of research)
Conditions (if applicable):	None
Period of approval:	31 May 2017 – 30 May 2020

The approval is subject to the researcher abiding by the principles and parameters set out in the application and research proposal in the actual execution of the research. The approval does not imply that the researcher, student or lecturer is relieved of any accountability in terms of the Codes of Research Ethics of the University of Pretoria if action is taken beyond the approved proposal. If during the course of the research it becomes apparent that the nature and/or extent of the research deviates significantly from the original proposal, a new application for ethics clearance must be submitted for review.

Please convey this information to the researcher. We wish you success with the project.

Sincerely

pp PROF RS RENSBURG

Fakulteit Ekonomiese en Bestuurswetenskappe
Lefapha la Disaense tša Ekonomi le Taolo

CHAIR: COMMITTEE FOR RESEARCH ETHICS

cc: Prof LP Malan
           Prof MR Chitiga-Mabugu
           Student Administration

Faculty of Economic and Management Sciences
Fakulteit Ekonomlese en Bestuurswetenskappe
Lefapha la Disaense tša Ekonomi le Taolo

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Annexure 5: Approval from the City of Tshwane Metropolitan Municipality

Office of the Deputy City Manager
Governance and Support Services

20ᵗʰ Floor Isivuno House | 143 Lillian Ngoyi Street | Pretoria | 0001
PO Box 440 | Pretoria | 0001
Tel: 012 358 60844869 Fax: 086 2148421
Email: Eumalloo@tshwane.gov.za | www.tshwane.gov.za | www.facebook.com/CityOF Tshwane

CITY OF
TSHWANE
IGNITING EXCELLENCE

My ref: Research Permission
Your ref:
Contact person: Zukiswa Noumyana
Section/Unit: Integrated Research

Tel: 012 358 2000
Fax: 012 358 4484
Email: Zukiswanc@tshwane.gov.za

Date: 23 June 2016

TO: **Ms Rochelle Wessels**
PO Box 6938
Ansfrere
1711

Dear Ms Wessels,

Approval to Conduct Research within the City of Tshwane Metropolitan Municipality

I have the pleasure to inform you that your request to conduct research on the topic *"The establishment of a skills and development training framework for municipal frontline staff: the case of the City of Tshwane"* has been reviewed and permission is hereby granted for you to conduct research in the City of Tshwane Metropolitan Municipality.

It is noted that the main purpose of this study is to investigate what should be included in a skills and development training framework for municipal front line staff for the City of Tshwane. In addition, as a researcher you are required to sign the Confidentiality Agreement Form with the City of Tshwane prior to your data collection.

Research and Innovation Department will be facilitating the process; therefore all correspondence should be directed to the Department. Upon completion of your research, you are required to present and submit final report on the findings to the City of Tshwane Metropolitan Municipality.

Yours faithfully

Frans Boshielo (Mr)
Deputy City Manager
Governance and Support Services

29/6/2016
Date

IT'S MY
RESPONSIBILITY
TO PAY MY MUNICIPAL ACCOUNT
IN FULL ON TIME

Office of the Deputy City Manager

Annexure 6: Code book for questionnaire for Customer Care Consultants

Name of walk in centre			Highest qualification	
1	AKA		1	Matric
2	BKS		2	Post-matric technical qualification
3	BOD		3	Degree / Diploma
4	BRO		4	Postgraduate qualification
5	CEN		5	Other
6	EER			
7	HAM		**How many years have been in the current job as CCC**	
8	HBP		1	Less than 1 year
9	ISI		2	1-2 years
10	LAU		3	3-4 years
11	MAM		4	5-6 years
12	OLI		5	7-8 years
13	RAY		6	9-10 years
14	REF		7	More than 10 years
15	ROS			
16	SAM		**How long have you been employed at the City of Tshwane**	
17	SHE		1	Less than 1 year
18	SOSF		2	1-2 years
19	SOSKK		3	3-4 years
20	STA		4	5-6 years
21	TEM		5	7-8 years
			6	9-10 years
			7	More than 10 years
			Training programmes	
			1	Care for Customers
			2	Batho Pele Train the Trainer
			3	MS Windows
			4	MS Outlook XP
			5	SAP
			6	Other

Annexure 7: Code book for questionnaire for Senior Customer Care Consultants

Name of walk in centre			Highest qualification	
1	AKA		1	Primary completed
2	BKS		2	Secondary completed up to Grade 11
3	BOD		3	Matric
4	BRO		4	Post Matric Certificate/Diploma (1 year)
5	CEN		5	3 year Degree or Diploma
6	EER		6	Post Graduate Qualification
7	HAM		7	Other (please specify)
8	HBP			
9	ISI		**Number of years in full-time employment**	
10	LAU		1	Less than 1 year
11	MAM		2	1-2 years
12	OLI		3	3-4 years
13	RAY		4	5-6 years
14	REF		5	7-8 years
15	ROS		6	9-10 years
16	SAM		7	11-15 years
17	SHE		8	More than 15 years
18	SOSF			
19	SOSKK		**Number of years employed at the City of Tshwane**	
20	STA		1	Less than 1 year
21	TEM		2	1-2 years
22	FORT/ATT		3	3-4 years
23	MAB X		4	5-6 years
			5	7-8 years
			6	9-10 years
			7	More than 10 years
			Number of years as a Senior Customer Care Consultant	
			1	Less than 1 year
			2	1-2 years
			3	3-4 years
			4	5-6 years
			5	7-8 years
			6	9-10 years
			7	More than 10 years
			Section 1 and 2	
			1	Strongly Disagree
			2	Disagree
			3	Slightly Disagree
			4	Slightly Agree
			5	Agree
			6	Strongly Agree

Annexure 8: Certificate from language editor

FM WEISS

Translation and editing
MA (Applied Linguistics and Literary Science)
(cum laude)
21 Nama Rua, 262 Sprite Avenue,
Faerie Glen, Pretoria 0043

Tel: 012 361 4918
Cell: 084 519 9032
Email: rikaweiss@telkomsa.net
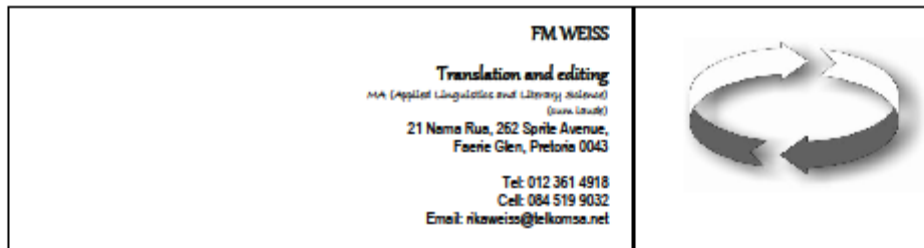
11 September 2017

DECLARATION OF PROFESSIONAL EDIT

The establishment of a skills and development training framework for municipal frontline staff: the case of the City of Tshwane Metropolitan Municipality

by **Ms R Wessels**

I declare that I edited this doctoral thesis. My involvement was restricted to checking language usage, spelling, consistency, completeness, referencing style and basic formatting. The editing was done using track changes and comment boxes; therefore, responsibility for the final document rests with the student.

Sincerely

Rika (FM) Weiss