

Chapter 4 : Environmental framework for human resource development

4.1 Introduction

The DPSA operates in an ever-changing environment. The Department cannot function in a vacuum, but is responsible to its clients in terms of rendering effective and efficient service. What employees of the DPSA do will not depend on themselves alone. As public employees, they have the responsibility of serving the other public employees and being responsive to their needs and demands. Thus, the functioning of the DPSA will be influenced by factors in both its external and internal environments.

4.2 The external environment

The external environment refers to all aspects that would influence the operation of the DPSA such as the factors outside the institutional framework of the Department. The clients of the Department are primarily its own employees and other government departments depending on the Department for guidance in terms of human resource policies, service delivery innovations and information management strategies. The factors in the external environment that will affect the Department include political, economic and socio-cultural factors.

4.2.1 Political environment

The political environment comprises government policies and acts of Parliament that influence human resource development in the DPSA. The acts that will be discussed include, among others, the *Constitution*, 1996, the *Public Service Act*, 1994, the *Labour Relations Act*, 1995 (Act 66 of 1995) (subsequently referred to as the *Labour Relations Act*, 1995) and various white papers impacting on training and development.

4.2.1.1 Founding principles of human resource development

The preamble of the *Constitution*, 1996 states that '*we, the people of South Africa, believe that South Africa belongs to all that live in it, united in their diversity*'. Section 9 of the *Constitution*, 1996 further indicates the right of all citizens to be equal before the law as well as equal in the protection and benefits of the law. Equality includes full and equal access and enjoyment of all the rights and freedoms entrenched in the *Constitution*, 1996. Discrimination is prohibited on the basis of race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language or birth. Section 6 of the *Employment Equity Act*, 1998 (Act 55 of 1998) also prohibits any discrimination based on family responsibility, HIV status, conscience or political opinion.

The *Constitution*, 1996 provides for the establishment of a Commission for Gender Equality in Section 187. The Commission for Gender Equality's main aim is to promote, protect, develop and attain gender equality. Section 187(2) of the *Constitution*, 1996 states that the Commission for Gender Equality has the power to perform its functions, including to monitor, investigate, research, educate, lobby, advise and report on issues concerning gender equality.

According to the DPSA's Annual Report for 1999-2000 progress has been achieved in removing the historical inequalities in the legislation and exercise of government responsibilities. Changes include the fact that women now make up 51% of the total Public Service and that African women are now the fastest growing component in the Public Service (on average between all levels in the hierarchy). Furthermore the application of information technology in the management of public service delivery has been increased and the DPSA intends to intensify its modernisation of public service delivery and practices, striving for a better quality of service delivery (DPSA Annual Report 1999-2000).

The DPSA describes the development of a national skills development strategy in order to provide for appropriately trained and skilled employees. According to the DPSA Annual Report, 1999-2000 other specific key activities that need to be undertaken in order to achieve development, include continuing the process of re-engineering the South African Management and Development Institute (SAMDI) to provide specific training on the government's priority policies and training as well as the ongoing development of heads of departments. The ongoing development of competency profiles for various occupations within a sectoral context of the Public Service remains a key focus of the DPSA.

All rights entrenched in Chapter 2 of the *Constitution*, 1996 are applicable to public employees e.g. public employees have the right to be treated with dignity; they have the right to freedom of religion, expression and association; and they have all political rights as well as the protection of the *Constitution*, 1996 as it pertains to their labour rights and their rights with regard to their employer's work environment and property. It is important to consider that as public servants, employees should always regard the rights of their fellow citizens above their own. As public servants, they are supposed to serve and protect the rights of all South African citizens.

The question was asked to respondents of the questionnaire to rate their own understanding of the *Constitution*, 1996. The results are provided in Table 4.1. The scale indicates no idea (1), not clear (2), clear understanding (3) and excellent understanding (4).

Table 4.1 Awareness of government legislation - the Constitution

Legislation	1	2	3	4
Constitution 1996	0%	0%	81.2%	18.8%

The majority of respondents, in fact 100% responded that they either had a very good or excellent understanding of the content, purpose and implications of the

Constitution, 1996. The results are indicative of a highly informed Department comprising employees who understand the provisions applicable to public administration, as specified in the *Constitution*, 1996. The respondents also indicated that they are thus aware of the constitutional implications of their decisions. The *Constitution*, 1996 states specifically that government has to place a priority on the development of its employees, thus managers in the DPISA will be responsible and held accountable for the training and development of their employees according to governmental priorities.

4.2.1.2 Legislation affecting human resource development

The *Public Service Act, 1994* regulates all aspects relating to employee appointment, promotion and transfer as well as termination of services. According to Section 41 of the *Public Service Act, 1994* the Minister (in this case, the Minister of Public Service and Administration) shall make regulations regarding the functions of the Department, establishment of subdepartments, control, organisation and restructuring of a department. The Minister shall also be responsible for establishing regulations regarding the creation, grading, number, designation, conversion or abolition of posts, employment, transfer, promotion and continued employment of employees and specifically for the purpose of this thesis, training of employees.

Section 18 of the *Constitution*, 1996 states that every person shall have freedom of association. With regard to labour relations, Section 23 of the *Constitution*, 1996 makes provision for fair labour practices. Every worker shall have the right to strike, participate in, join or form a labour union and every labour union or employers' organisation shall determine its own organisation, programmes and activities. Employers will thus also have the right to join, form and participate in any employers' organisation.

The *Labour Relations Act, 1995* deals mainly with the collective bargaining rights of employees and employers, the right to strike and to lock out, the creation of

workplace forums, registration and regulation of both labour unions and employers' organisations, dispute resolution and unfair dismissals. As such the *Labour Relations Act*, 1995 does not have a high impact on training in the Public Service but makes provision for employees to participate in public decision-making. When an employee negotiates with his or her supervisor regarding training opportunities, the principles of collective decision-making becomes very important.

In the preamble of the *Employment Equity Act*, 1998, (Act 55 of 1998), provision is made for promoting the constitutional right of equality and the exercise of democracy. The *Employment Equity Act*, 1998 (Act 55 of 1998) disseminates information concerning the prohibition of unfair discrimination, affirmative action, monitoring, enforcement and legal proceedings and general provisions such as regulations, breach of confidentiality, liability of employers and fraud. Training and development are not issues directly addressed in the *Employment Equity Act*, 1998 (Act 55 of 1998) but, the principle that all employees should have equal and fair access and opportunity for training and development could be attributed to the provisions stipulated in the *Employment Equity Act*, 1998 (Act 55 of 1998).

The *Basic Conditions of Employment Act*, 1997 (Act 75 of 1997) makes provision for the regulation of working time, arrangements regarding leave, remuneration and the termination of employment. Training and development are not discussed in the *Basic Conditions of Employment Act*, 1997 (Act 75 of 1997) but all activities and functions provided by public employees should take place within the guidelines of the *Basic Conditions of Employment Act*, 1997 (Act 75 of 1997).

Respondents were tested on their knowledge and understanding of the acts applicable to human resource development. Table 3.2 is an indication of the outcome of the questions posed to respondents. Once again, the results indicate the level of awareness of employees regarding the specified legislation. The

scale denotes no idea (1), not clear (2), clear understanding (3) and excellent understanding (4).

Table 4.2 Awareness of legislation affecting human resource development

Legislation	1	2	3	4
Public Service Act	0	0	59.4	40.6
Labour Relations Act	0	3.1	87.5	9.4
Employment Equity Act	0	6.3	78.1	15.6
Basic Conditions of Employment Act	0	12.5	71.9	15.6

In all instances the majority of respondents agreed that they had either a very good or an excellent understanding of the legislation pertaining to human resource development. The results thus indicate that employees have high levels of awareness regarding the policies adopted by government, but that the implementation of the policies could be challenging. In principle, every employee in the DPSA (Branch: Integrated Human Resources) is aware of the principles and content of the *Public Service Act, 1994*, the *Labour Relations Act, 1995*, the *Employment Equity Act, 1998* and the *Basic Conditions of Employment Act, 1997*. The importance of human resource development and training might not be specifically indicated in all the legislation, but the principle of having a committed, diverse and well trained workforce is specifically indicated in all the pieces of legislation, thus placing the burden of implementation and interpretation on the employees of the DPSA.

From the above, it could be argued that even though human resource legislation might not specifically refer to human resource development and training, the legislation still forms part of the political environment within which managers must facilitate human resource development and training. Human resource development and training are dependent on a human resource system that is implemented successfully. *Infra* Chapter one p 17-18 and the cyclical nature of

human resource management – human resource development and training will not happen if all the other human resource functions, regulated by the above mentioned legislation, are not implemented appropriately. The appropriate implementation of all human resource functions will largely be dictated by and will depend on the human resource management goals and objectives of both the department and the individual employee.

4.2.1.3 Skills development and human resource development

The *White Paper on Human Resource Management in the Public Service*, 1997 emphasises that employees are a valuable resource to any department and should be developed to obtain the maximum benefit for both the department and the individual. *The White Paper on Human Resource Management in the Public Service*, 1997 has a human resource management vision of creating a Public Service that will be competent and well managed, capable of and committed to delivering high quality services to all the citizens of South Africa. A new framework for the human resource management culture together with the practice of the human resource management function (recruitment, placement, promotion, probation, transfers, performance management, managing conduct and grievances) is addressed in the *White Paper on Human Resource Management in the Public Service*, 1997

As far as training and development are concerned, the *White Paper on Human Resource Management in the Public Service*, 1997 affirms that performance assessment should facilitate training and development and ensuring that the assessment should indicate employee strengths and weaknesses. Paragraph 5.10 of the *White Paper on Human Resource Management in the Public Service*, 1997 states that employees who are prepared to devote their careers to the Public Service, should be given every opportunity to develop themselves and broaden their skills to benefit both the individual and the department. Effective career management will enable employees to maximise their career potential by supporting themselves through job opportunities, training and development while

also enabling employers to develop their human resource capacity through supporting, as much as possible, the career aspirations of the individual employee (Paragraph 5.10.1 of the *White Paper on Human Resource Management in the Public Service*, 1997).

The *White Paper on Human Resource Management in the Public Service*, 1997 makes it clear that the employee will be responsible for his or her own development. They should be able to identify their own training and developmental needs with the knowledge that they will be supported in their training endeavours by their supervisors or managers.

The *South African Qualifications Authority Act*, 1995 (Act 58 of 1995) (hereinafter referred to as the *SAQA Act*, 1995) provides for the development and implementation of a National Qualifications Framework as well as the establishment of the South African Qualifications Authority (Section 3 of the *SAQA Act*, 1995). Section 2 of the *SAQA Act*, 1995 describes the objectives of the National Qualifications Framework including to:

- a) create an integrated national framework for learning achievement;
- b) facilitate access to, and mobility and progression within training and career pathing;
- c) enhance the quality of training;
- d) accelerate the redress of past unfair discriminatory practices in training and employment; and
- e) contribute to the full personal development of each learner and the social and economic development of South Africans.

Therefore, it is obvious that the framework for lifelong learning and the establishment of a learning organisation is promoted through the *SAQA Act*, 1995. The DPSA, in its adherence to the *SAQA Act*, 1995, is responsible for transforming itself into a learning organisation that would facilitate the training and development of all employees.

According to section 5 of the SAQA Act, 1995, the South African Qualifications Authority will be responsible for exercising authority over the development of the National Qualifications Framework as well as formulating and publishing policies pertaining to the registration of bodies obligated to establish the standards and qualifications for education and training. The South African Qualifications Authority, in terms of Section 5 (b) of the SAQA Act, 1995, oversees the implementation of the National Qualifications Framework concerning the registration or accreditation of bodies responsible for training and education and the registration of national standards and qualifications. Steps to ensure compliance with the provisions for accreditation and steps to ensure that standards and registered qualifications are equivalent to internationally accepted standards, are further functions of the National Qualifications Framework, in terms of Section 5(b) of the SAQA Act, 1995.

The South African Qualifications Authority is important for training and education in terms of establishing and enforcing standards of excellence in training and education. Employees will also be more willing to attend training courses if the courses are registered by SAQA. In that case, attending courses could serve as a stepping stone to obtain a formal academic qualification. *The Skills Development Act, 1998 (Act 97 of 1998)* (subsequently referred to as the *Skills Development Act, 1998*) provides for an institutional framework to arrange and implement national, sector and workplace strategies to develop and improve the skills of South African workers. The *Skills Development Act, 1998* also facilitates the implementation of the SAQA Act, 1995, inasmuch as it integrates the national, sector and workplace strategies with the National Qualifications Framework. Section 4 of the *Skills Development Act, 1998* makes provision for the creation of the National Skills Authority, which commences with their functions on 2 February 1999. The National Skills Authority is responsible for advising the Minister of Labour on a national skills policy, a national skills development strategy, guideline on the implementation of the national skills development strategy, the allocation of subsidies from the National Skills Fund

and any regulations to be made and conducting investigations on any matter arising from training and education (*Skills Development Act*, 1998: Section 5).

From the above, it could be argued that the DPSA, even though it is responsible for the formulation of human resource management policies for the national and provincial governments, will not take the lead in the implementation of the *Skills Development Act*, 1998. The secretariat for the Public Sector Education and Training Authority is vested in the DPSA and the fragmentation between roles and responsibilities could possibly lead to complications when training and development initiatives are implemented in the Public Service. However, because training and development responsibilities have been decentralised to line managers, the final responsibility for implementation will be vested in the line manager. In order to ensure that training and development initiatives are aligned with governmental policies, the communication channels between individual departments, the Public Service Education and Training Authority, the DPSA and the Department of Labour need to function effectively and efficiently to ensure that governmental training priorities are appropriately communicated to all affected.

The sector education and training authorities are established in terms of section 9 of the *Skills Development Act*, 1998. The Minister of Labour determines what types of sector education and training authorities will be established by taking into account, among others, the education and training needs of employers and employees and the potential of the proposed sector for cooperative occupational structures and career pathing (*Skills Development Act*, 1998: Section 9(2))

According to Section 10 of the *Skills Development Act*, 1998, the functions of the sector education and training authorities are to develop sector skills plans within the framework of the national skills development strategy, to implement the skills plan through learnerships, approving workplace skills plans, allocating grants to training providers and workers and monitoring the education and training in that

sector, to promote learnerships by identifying workplaces that rely on practical experience, supporting the development of learning materials, improving the facilitation of learning and assisting in the conclusion of that learnership, to register learnership agreements; to facilitate accreditation with the South African Qualifications Authority, to collect and distribute skills development levies, to liaise with the National Skills Authority on the national skills development policy and strategy as well as its sector skills plans; to report to the Director-General of Labour on the income and expenditure and the implementation of the sector skills plan; to liaise with departments on their employment opportunities and liaise between education and training providers and the labour markets, to appoint staff necessary for the performance of its functions and to perform any other duties assigned through the *Skills Development Act, 1998*.

The purpose of the sector education and training authorities is important, inasmuch as they prescribe training priorities and standards. The DPSA's role in its respective sector education and training authority ensures that the training needs of the Department are addressed and the training provided to employees fulfil at least a basic need as expressed by both the department and its employees.

Learnerships are defined as structured learning where practical work of a specific nature and duration are required. The learnership should lead to a qualification registered with the South African Qualifications Authority and the proposed learnership should be registered with the Director-General of Labour (*Skills Development Act, 1998: Section 17(1)*). The Public Service Sector Education and Training Authority (PSETA) is one of the 25 sector education and training authorities established in terms of Sections 9 and 13 of the *Skills Development Act, 1998*. The PSETA was promulgated by the Department of Labour on the 20th of March 2000 and comprises (DPSA 2001):

- a) the offices of the Premiers in all nine provinces;
- b) Office of the Presidency;

- c) DPSA;
- d) Public Service Commission
- e) Department of Arts, Science, Culture and Technology;
- f) Department of Home Affairs;
- g) Statistics South Africa;
- h) Department of Provincial and Local Government;
- i) Department of Housing
- j) Public Enterprises
- k) Department of Minerals and Energy; and
- l) Organised Labour, including Hospital Personnel of South Africa, National Education and Allied Workers Union, National Public Service and Allied Workers Union, Public and Allied Workers Union of South Africa, Public Servants Associations of South Africa and the Police and Prison's Civil Rights Union.

The PSETA is run by a Board elected in June 2000 but the secretariat is vested in the DPSA and is situated in the Directorate: Capacity Building. Three standing committees comprise members from the Board and encompass learnerships and Education and Training Quality Assurers (ETQA), workplace skills plans and sector skills plans and communication, marketing and funding (DPSA 2001).

According to the DPSA (2001) the vision of PSETA is to create a skilled Public Service that will competently serve the nation. The mission is the development of a co-ordinated framework for ensuring the provision of appropriate and adequate Public Service education and training implementation that will meet the current and future needs of the Public Service. The Board represents the core members of the PSETA and are made up of the seven members nominated by the state as employer; the seven members nominated by the trade unions; the nine provincial skills co-ordinators or facilitators; an additional member elected by national departments to represent their specific interests; one professional body or

representative of professional bodies; and the chief executive officer from the DPSA (at this moment).

The priorities of the PSETA need to mirror the human resource development and training priorities of the DPSA. The evaluation of training courses will also be satisfied if an evaluation system is adopted by the PSETA. The evaluation of training is left to the Department and this study intends to prove that, with regard to this important aspect, the human resource development and training efforts remain challenging due to a lack of appropriate training evaluation.

The PSETA has identified five learnerships up to date, including senior managers, middle managers, senior clerks, junior clerks and general assistants who will benefit from Adult Basic Education and Training. If and when the DPSA successfully implements all legislation pertaining to human resource development, it will contribute to a culture of lifelong learning. The *Skills Development Levies Act, 1999 (Act 9 of 1999)* provides for the introduction of a Skills Development Levy. From 1 April 2000 every employer must pay a Skills Development Levy with the exception of any Public Service employer in either national or provincial sphere; any religious or charitable institution; or any national or provincial public entity when 80% or more of its expenditure is compensated for by funds voted for in Parliament (*Skills Development Levies Act, 1999 (Act 9 of 1999): Section 4*).

According to section 8 of the *Skills Development Levies Act, 1999 (Act 9 of 1999)* all levies will be collected by the Commissioner for the South African Revenue Service and deposited into the National Revenue Fund. The levies will then be distributed to the different sector education and training authorities to facilitate the implementation of the sector skills plans.

Questions were posed to respondents to indicate their level of understanding and knowledge of specific training and development legislation, including the *White*

Paper on Human Resource Management, 1997, the *SAQA Act*, 1998 and the *Skills Development Act*, 1998. Table 3.3 provides the outcome of the questionnaire. The results indicate the level of awareness of employees regarding the specified legislation. The scale denotes no idea (1), not clear (2), clear understanding (3) and excellent understanding (4).

Table 4.3 Awareness of skills development legislation

Legislation	1	2	3	4
White Paper on Human Resource Management	0	25.0	65.6	9.4
South African Qualifications Authority Act	6.3	53.1	37.5	3.1
Skills Development Act	3.1	53.1	34.4	9.4

The majority of respondents indicated that they have a very good to excellent understanding of the *White Paper on Human Resource Management*, 1997. Within the limitation of selecting the Branch: Integrated Human Resources, and taking into account the nature of their duties, an understanding of the above legislation would be a prerequisite to the successful fulfillment of their duties. Thus the transformation of human resource management and development in the Public Service should be understood by every employee in the DPSA. However the majority of employees stated that they did not have an even average understanding of the *SAQA Act*, 1998 or the *Skills Development Act*, 1998. The outcome of these questions suggest that the content of the *SAQA Act*, 1998 and the *Skills Development Act*, 1998 have not been communicated to all managers and that the implication of the implementation thereof, have not been adequately emphasised. All employees should be aware of the content of at least the *Skills Development Act*, 1998, in order to ensure that the implications of the legislation are understood and possible benefits that could be reaped, should be exploited by the DPSA.

The problem statement suggested that the DPSA is unable to create a learning organisation through its current training and development initiatives. The outcomes of these specific questions concur with the original assumptions. As

will be discussed in Chapter six, one of the most important characteristics of the learning organisation is the sharing of information. Thus ensuring that every employee not only has access to the legislation affecting human resource development and training, but also has a clear understanding of the implications thereof, is an important building block for the creation of a learning organisation. In the next paragraphs the focus will be on specific training and education policies.

4.2.1.4 Training, education and human resource development

The *White Paper on Public Service Training and Education*, 1997 aims to establish a clear vision and policy framework for the introduction and implementation of new policies, procedures and legislation intended to transform Public Service training and education. Chapter two of the *White Paper on Public Service Training and Education*, 1997 identifies key challenges ranging from the low priority given to training and education as well as the low level and uneven nature of training opportunities due to the lack of funding and effective management of training budgets.

The *White Paper on Public Service Training and Education*, 1997 (Paragraph 2.2) identifies additional challenges experienced that hamper human resource development and training. Specific challenges include the lack of co-ordination and communication between employees and employers as well as between trainers and trainees. An inadequate number and quality of trainers and the overly prescriptive, supply-driven and outdated nature of training and education contribute to human resource development and training not increasing departmental effectiveness and efficiency. The most important challenge relates to the lack of effective systems for strategic planning and review of training efforts.

Thus, the reality of the current training system challenges the DPSSA into transforming into a learning organisation. In order for human resource

development and training to be successful, the co-ordination, nature and implementation of training courses need to be carefully considered. Accreditation and the strategic linkage of individual development to departmental development, should be an important cornerstone of the DPSA's human resource development initiatives.

According to the *White Paper on Public Service Training and Education*, 1997, the DPSA's key responsibility towards training and education should be to monitor and evaluate the strategic policy impact of Public Service training and education by ensuring that the policy is linked to key transformation goals and processes. The DPSA should also monitor and evaluate the implementation of training and educational programmes, thereby ensuring that the programmes realise departmental and employee goals and objectives.

With regard to training and education the *Public Service Regulations*, 2001, stipulate that all employees should have ongoing and equitable access to training opportunities. Training should support work performance and career management. It is noteworthy that one of the objectives of the *Public Service Regulations*, 2001 (Part IX Paragraph A) is that training should be aimed at enhancing employment equity and representativeness. Training efforts should be targeted to address the equity requirements, in terms of race and gender, of the department. Paragraph B of Part IX of the *Public Service Regulations*, 2001 states that the supervisor should determine an employee's training opportunities in accordance with departmental training courses that indicate the importance of career planning. Through proper career guidance and management the supervisor would be able to ascertain whether the employee is interested in a particular training programme, thereby ensuring that the employee's training needs coincide with the DPSA's training needs.

Respondents to the questionnaires had to indicate their level of understanding and knowledge pertaining to the *White Paper on Public Service Training and*

Education, 1997 and the *Public Service Regulations*, 2001. Table 3.4 provides an outcome to these questions. Once again, the results indicate the level of awareness of employees regarding the specified legislation. The scale denotes no idea (1), not clear (2), clear understanding (3) and excellent understanding (4).

Table 4.4: Awareness of legislation pertaining to training and education

Legislation	1	2	3	4
White Paper on Public Service Training and Education	0.0	59.4	31.2	9.4
Public Service Regulations	0.0	0.0	46.9	53.1

The majority of respondents indicate that they had a less than average understanding and knowledge of the *White Paper on Human Resource Training and Development*, 1997. However, the majority of respondents, once again a 100% stated that their level of understanding and knowledge about the *Public Service Regulations*, 2001 were either very good or excellent. The fact that information regarding the training and education policies are not distributed as widely as, for instance, the *Public Service Regulations*, 2001, suggests that the culture in the Public Service is not one of learning, but more of being attuned to bureaucratic duties. In order to facilitate the implementation of a learning organisation, all information regarding training and development in the Public Service needs to be distributed, communicated and understood by all affected employees.

The political environment comprises the legislative framework for human resource development and training. From the discussions above, it could be argued that legislation guiding human resource development and training in the DPSA is sufficient but is challenged in its implementation. Since 1995, the DPSA changed from an employer dealing with personnel administration to one responsible for the management and development of its human resources. Changing from administering personnel to managing human resources implies

transforming the approach to human resources in the DPSA. Managers need to understand the difference between personnel administration and human resource management (as the concepts have been defined in Chapter 1). The issue investigated is based on the assumption that neither the line manager (who is responsible for human resource development and training) nor his or her employees grasp the difference between the two concepts. Human resource development and training expectations are not met due to the fact that the cyclical nature of human resource management is not retained. Through this research, the interdependency of human resource development and training with all other human resource functions will be highlighted. Human resource development and training cannot occur in isolation and without the support of all the other human resource functions capacity will not be built, no matter how many training courses employees of the DPSA attend. The technological factors influencing human resource development and training in the DPSA will be discussed next.

4.2.2 Technological environment

The DPSA (Annual Report 1999-2000) commits itself to the promotion of information technology skills not only making it more accessible to the public but also, in an effort to increase its investment in skills development. Gates & Hemingway (1999:258-259) state that governments could take five steps to make digital technology work in their departments. First, providing access to electronic mail and eliminating paper filing. Second, downloading government services online with an interface designed for the user. Third, attracting investment by technology companies and encouraging electronic commerce. Fourth, deregulating telecommunications and encouraging major investments in the telecommunications infrastructure and lastly, lifting the skills of citizens by using technology as part of education and training courses at all levels within the departments.

The DPSA (Annual Report 1999-2000) continues to put in place the building blocks for the implementation of electronic government. Specific policies could make provision for the integration of existing government systems and databases, addressing issues of security and certification, promoting a paperless administration, but most of all creating a single window for providing government services online. The challenges facing government in the implementation of electronic government centres around the fact that no comprehensive information technology or information management strategy exists. According to the DPSA Annual Report, 1999-2000, a more modern and effective organisational system should be supported by establishing the Council of Information Officers, developing an electronic government framework, and strengthening the State Information Technology Agency (SITA) through establishing a single information technology procurement process and increased participation by departments.

Implementing electronic government is an effort to extend services to more citizens. The DPSA Annual Report 1999-2000 highlights specific efforts conducted to implement electronic government, including increasing the number of departments participating in the SITA, rationalising information technology infrastructure by sharing network applications and systems, streamlining the procurement of information technology to provide for more co-ordination, efficiency and to reduce duplication of cost and effort, and setting national norms and standards for information technology systems across the public service.

Snellen (2000:211-213) states that the three basic characteristics of the information age are algorithmisation, transparency and virtualisation. Algorithmisation means that every activity that can be brought into an algorithm will be automated such as every data-related routine is automated and embedded in microchips. Informating can be described as the process that simultaneously generates information about the underlying productive and administrative processes through which a department accomplishes its work. Thus, the administrative and policy processes become transparent to clients.

Systems used in international policing could be mentioned as an appropriate example of informing between different governments and their departments.

Virtualisation means that information and communication technologies create virtualities such as a virtual database comprising several different databases situated in different locations, but that would appear to the user as coming from the same place. Snellen (2000:213) maintains that public administration is largely time and territory oriented and should thus be organised along completely different lines. Territorial governance will be replaced by functional governance where services are developed everywhere and not only where there is an office with employees in close proximity of one another.

The Department of Communications compiled the *Green Paper on Electronic Commerce for South Africa* published November 2000. A framework for electronic government (e-government) is also discussed in the document. E-government is defined as the use of information communication technologies by government to offer citizens and businesses the opportunity to interact and conduct business with government by using various electronic media such as the Internet, telephone touch pads and electronic mail capabilities. Paragraph 13.3 of the *Green Paper on Electronic Commerce for South Africa, 2000* proposes that the concept of e-government is broader than just electronic business or electronic commerce for government. It encompasses a view of how government could operate and interact with citizens in the new millenium. The different components for e-government include (*Green Paper on Electronic Commerce for South Africa 2000: Paragraph 13.3.1*):

- a) electronic service delivery consisting of a shift from the 'standing in line' principle towards a citizen and customer focused thinking where services are delivered anytime, anywhere and online;
- b) electronic business for e-government, entailing the purchasing of goods and services and payments be made electronically;

- c) e-governance that includes public participation in decision-making, reshaping of policy and evaluating administrative effectiveness and service delivery efficiency;
- d) information sharing and exchange reducing the number of paper transactions involved in government operation;
- e) electronic commerce policy that would be beneficial to e-government; and
- f) technology behind the scenes such as the use of chief information officers that understand the capabilities of the technology infrastructure.

Electronic government is a reality for all the DPSA employees. Human resource development and training priorities are largely influenced by the demands of the technological environment. In order for the DPSA to be responsive to the needs and demands of its clients, in terms of enhanced service delivery, employees need to be equipped with the required skills to realise the potential created by the technological environment.

E-government presents both challenges and opportunities to government but the need for better service delivery cannot be denied. The *Green Paper on Electronic Commerce for South Africa*, 2000 identifies the pressures that necessitates e-government, including the pressures of shrinking budgets, rapid technology advances, shifts in customer expectations and labour pool limitations. However, improving customer focus and service, focusing resources on core mission areas, increasing competitiveness in the marketplace and improved response are some of the opportunities that e-government present (*Green Paper on Electronic Commerce for South Africa*, 2000: paragraph 13.5).

Ghere and Young (1998:1) state that the managerial environment of the Public Service shaped by information technology can become complex since information technology can only support distinct functions of government. Five functions of information technology in the Public Service can be identified, namely (Ghere & Young (1998:1-2):

- a) creating access through an extended access network between government and citizens;
- b) substantive policy communication such as correspondence and memorandums that support decisions or justify actions taken;
- c) public record retention and retrieval so that information can be disseminated upon request;
- d) administrative decision-making support through strengthening decision-making tools by integrating databases in co-operation with external agencies or even private institutions; and
- e) vehicle for information communication e.g. the use of the Internet and electronic mail capabilities.

What makes e-government implementable is a knowledge-based workplace. Thus, without the required skills, e-government would not be understood or implemented. Public employees must be computer literate and thus the technological environment will play an important role in determining training courses. Through the effective use of technology, information can also be transferred more cost-effectively and speedily. Technology also allows the trainer to reach more people through interactive technologies such as online chatting. Thus, being skilled in technology is no longer a 'nice to have' skill for any applicant or employee - it is a 'need to have' skill.

Other frameworks and strategies that need to be developed in order to implement e-government are change management in terms of their understanding of and attitudes towards e-government, upgrading of government's common information management infrastructure to an integrated and coherent information technology strategy, adaptive and robust information communication infrastructure, setting data standards for the way in which data will be presented, roll-out of government public key infrastructure for provision of security and establishing trust among users, electronic service delivery of all public services suitable for electronic delivery, access points such as call centres,

mobile phones and telecentres through which government services can be electronically rendered, publish guidelines and standards for government websites for a more uniform approach in presentation of government information and creating government gateways and portals instead of launching online services on a department-by-department basis (*Green Paper on Electronic Commerce for South Africa*, 2000: Paragraph 13.7).

The reality of the situation was disclosed by the DPSA during its investigations into Public Service training and education. The information management systems of all departments that participated in the study (90.4% of all national departments) were assessed for the way in which they captured and stored data. The following results were reported (Du Toit *et al.* 2001:44):

- a) 22.6% of departments indicated that they had no information management system in place;
- b) 9.7% used Microsoft Excel for their data capturing;
- c) 6.5% used Microsoft Access as their database;
- d) 22.6% used some sort of word processing system either Microsoft Word or Word Perfect;
- e) 3.2% used a PSO system;
- f) 3.2% used a training administration system for data capturing;
- g) 3.2% used Framework IV, a database and work processing system;
- h) 3.2% used a database system on their intranet;
- i) 9.7% were planning an applicable system; and
- j) 6.5% had a manual filing system.

Some departments had their information systems decentralised to sub-units in the departments. Data collection is always a time consuming process and the variable according to which data is captured varied from department to department (Du Toit *et al.* 2001:44). Thus, to try and extract the same type of information from all departments in all spheres of government would prove to be an almost impossible task.

According to Starling (1993:555-556) the creation of an information system should comprise five basic components. Firstly, inputs are the raw data entered into the system including data about demographics such as finances, poverty rates, welfare recipients and driver's license holders. Second; the raw data is processed through the manipulation, organisation, sorting and calculation of the data into useful information. Third, the useful information is stored in an organised manner for future processing. Fourth, control over the information system is assigned that should ensure that information is delivered in an adequate, relevant and timeous manner. Last, the outputs, that include reports and other organised information, are produced by the information system for the user.

Starling (1993:556-563) identifies a number of different types of computerised information systems including transaction processing systems (computerising the flow of day-to-day transactions), management information systems (mechanism that collects, organises and distributes the data used by managers in performing their various tasks), decision support systems (help managers with issues that a management information system is not flexible enough to handle), artificial intelligence (an advisor to or even replacement for the human decision-maker) and networking (linking together groups and departments to share information resources such as databases). Starling (1993:566-569) suggests that even though the implementation of an information system would entail an expensive, high technology capital investment, high savings in terms of service delivery could be obtained. However, without proper skills the systems would never become as efficient as it could be and could therefore not always justify the costs involved. If used properly the information system could help streamline the management of government programmes.

The influence of the technological environment on human resource development and training in the DPSA is apparent when taking into account the demands for

enhanced service delivery. Without the required skills the opportunities created by the technological environment will not be realised. The challenge is, however, to develop the required skills through appropriate training courses. The next part of the chapter will deal with the socio-economic issues impacting on training and development in the DPISA.

4.2.3 Socio-economic environment

South Africa is a middle-income developing country with a liberal supply of natural resources, well-developed financial, legal, communication, energy and transport sectors, a modern infrastructure and a stock exchange that ranks among the ten largest in the world (SADC Review: South Africa 2002:2). Building the economy was one of the five major programmes suggested in the Reconstruction and Development Programme. Building the economy was however not the only programme – meeting basic needs, developing the country's human resources, democratising the state and society and implementing the Reconstruction and Development Programme constituted the other four policy programmes (SADC Review: South Africa 2002:2).

In 1996, government adopted the Growth, Employment and Redistribution (GEAR) policy as its main economic policy (SADC Review: South Africa 2002:2). GEAR strives to achieve a balance between greater openness and improvements in local competitiveness, while promoting a process of industrial restructuring aimed at increasing employment opportunities and productivity capacity. The aim of GEAR is to open up the domestic economy to international competition, attracting foreign investment and achieving economic growth (SADC Review: South Africa 2002:2).

The South African economy was recovering from the international crises of 1997 and 1998 when world economic conditions began to deteriorate again towards the end of 2001. The sudden downward outlook in the world economy was mainly attributed to the developments (terrorist attacks and declaration of war on

Afghanistan) in the United States of America. Share prices fell worldwide and the world's economy was on a downward spiral. The depreciation of the value of the Rand in the 18 months prior to November 2002 absorbed most of the impact of the weakening world economy on the domestic economy (South Africa: Annual Economic Report 2001:1).

Naidoo (2000:1) states that the most serious challenges facing government are the high levels of poverty, a high unemployment rate, slow economic growth and increasing shortages of human capital. South Africa's poverty and levels of inequality can be directly related to the high levels of unemployment in the country. The economy is not capable of creating a sufficient number of jobs and until it does, the poor suffer, the economy slows down and unemployment rises. In developed countries, when the economy slows down, governments intervene with intensive social and economic policies to relieve the suffering of the poor, but South Africa's rates of unemployment and poverty are far too large for such solutions to work.

An intensive emphasis on human resource development and training in the Public Service will lead to enhanced service delivery. Also, financial resources could be allocated more effectively and efficiently, because trained employees would not get trapped in issues of duplication and unclear roles and responsibilities. Although, a simplified version of a very complex problem, public spending and service delivery will be enhanced through human resource development and training, because services are offered more effectively and efficiently and, thus, South Africa's poor will, at least, benefit from better services.

The unemployment rate is officially estimated at 25.8% for September 2000 (South Africa: Annual Economic Report 2001:2). Unemployment does not only influence the poverty levels of the unemployed but will also have an effect on the wage levels of those gainfully employed. South Africa has an oversupply of unskilled labour and, because the unemployed could potentially satisfy the

employers' demand for labour, wage negotiations are hampered. When there is an oversupply of unskilled labour, those employed are likely to be influenced by the possibility of a prolonged period of unemployment if they are too aggressive in their wage demands (South Africa: Annual Economic Report 2001:2).

For most reasons originating outside South Africa, the value of the Rand has depreciated quite steeply over the 18 months prior to November 2002. The depreciation of the Rand has exceeded, by a substantial margin, the inflation adjustment between South Africa and its trading partners, thus, making export markets more attractive to domestic producers (South Africa: Annual Economic Report 2001:3).

Government spending has largely been influenced by the implementation of the *Public Finance Management Act, 1999* (Act 1 of 1999) herein after referred to as *PFMA, 1999*. The *PFMA, 1999* provides for the legal and administrative framework for the conduct of financial affairs. The *PFMA, 1999* gives effect to sections 213, 215-219 of the *Constitution, 1996* for the national and provincial spheres of government. National legislation requires the establishment of a national Treasury as well as introducing generally recognised accounting practices; introducing uniform treasury norms and standards; prescribing measures to ensure transparency and expenditure control in all spheres of government; and procuring and overseeing the various national and provincial revenue funds.

To transform the economy, increase investment and attract foreign investment as well as create jobs, South Africa needs to become more competitive. The challenge does seem intimidating because, on the one hand, there is pressure on government to decrease taxes that means that government will have less money to spend. On the other hand, demands for more and better service seems to increase continually. The question remains – how does government achieve this with less money to spend (because of the depreciation of the Rand

combined with increased daily societal needs)? The DPISA, as the Department responsible for formulating human resource management policies and thus guiding human resources in the Public Service, has to be able to, according to Naidoo (2002:2), move people and resources to the services and areas that will have the most impact on the long-term ability of South Africa to reduce its poverty. Naidoo (2002:2) maintains that the DPISA should focus on human resource development, improved managerial capacity and flexibility as well as improved performance from all public employees, if the socio-economic challenges of South Africa are to be addressed effectively and efficiently.

Thus, human development seems to be one of the most important measures that needs to be implemented in order to promote economic growth and reduce poverty in South Africa. According to Naidoo (2000:2), government spends a large portion of its budget on training, yet the impact of training has never been fully evaluated. Thus the DPISA is also challenged with the task of developing training courses that would be able to address the complex needs of both the public employees and departmental goals and objectives.

Human Immuno-Deficiency Virus and Acquired Immuno-Deficiency Syndrome (HIV/Aids) has major implications on the labour force of South Africa. Sehgal (1999:1) states that at the end of 1998 more than 33 million people were affected by Aids and most of them live in Africa. Coetzee (2001:5) indicates that the number of infected people have increased to 36.1 million people. Almost 70% of people living with Aids live on the African continent and 72% of all new infections during 2000 took place in Sub Saharan Africa. Almost 4.2 million South Africans are officially infected by HIV/Aids although unofficial sources place the number at between 4.5 and five million South Africans (USAID Global Health 2002:1 *cf.* Coetzee 2001:6). Annual deaths due to Aids will increase from 120 000 in 2000 to 800 000 in 2010. Already half of adult deaths could be attributed to Aids and the average life expectancy of adults will decrease to 35 years by 2010 (Coetzee 2001:6).

HIV/Aids has reversed the health improvements made during the 1980s. HIV infection does not result in immediate death but the average adult could experience an incubation period of between eight and ten years. Once Aids has developed, the period before death is roughly one year. At the end of 2000, 24.5% of South African citizens were infected by the disease with the provinces of KwaZulu Natal, Gauteng and Mpumalanga rating the highest. The age group of 25-29 years seems to be most affected by the disease (Coetzee 2001:9).

The impact of HIV/Aids on the quality and quantity of the labour force in South Africa will be large due to the fact that most HIV/Aids infected people are between the ages of 20 and 49 – when employees should be at their most productive. Thus, the labour force would become proportionally smaller and the age and sex distribution of the labour force will change because widows and under-aged orphans would be seeking employment. Because the largest group of people infected is between the ages of 20 and 49, there will be more pressure on children to enter the labour market at an earlier age. Since Africa is already in the midst of an economic depression, Aids will accelerate the downward spiral (Sehgal 1999:3-5).

Minister Fraser Moleketi (2001:1) argues that the Public Service needs to analyse the impact that HIV/Aids will have on public employees. As the employer of 1.1 million employees, government needs to determine how severely HIV/Aids would affect Public Service delivery. The impact of HIV/Aids will affect various areas including medical aid cover, pension funds and service delivery. If the estimates of one in eight is correct, Minister Fraser Moleketi (2000:3) suggests that the assumption should then be made that at least 137 500 public employees are infected with HIV/Aids. By 2004 the number could increase to every one in four employees which would mean that 275 000 public employees will suffer from the disease.

Minister Fraser Moleketi (2000:3) reiterated that implications for the Public Service could be grave. The impact on human resource training, the Government Employers Pension Fund, disability support and medical aid, remuneration and leave and available skills and expertise in specialised fields are some of the implications highlighted.

The impact of HIV/Aids on the human resource development and training capacity of the DPSA cannot be assessed in absolute terms. The picture painted by statistics surrounding the epidemic is serious. Human resource development and training efforts may be spent on employees that will not have a long career with the Department. Yet, the moral justification of providing human resource development and training only to those who are able to benefit from it in the long term, is not an issue. HIV/Aids will impact on human resource development and training and the reality of the disease cannot be overlooked. In the management of its human resources, the DPSA has a responsibility to care for the functional as well as emotional needs of its employees. As such, the constraints and challenges caused by the disease have to be realistically planned for and the human resource plan will thus also reflect the human resource development and training needs of the Department.

An aspect influencing the socio-economic environment is the multicultural characteristic of Public Service employees. The South African Public Service has become diversified due to policies promoting representativity in the Public Service. By December 1999 the racial composition of the Public Service resembled the following (Public Service Review Report 1999-2000:14):

- a) Africans comprised 70% of public employees;
- b) Asians comprised 4% of public employees;
- c) Coloureds represented 9% of the public employees; and
- d) Whites represented 17% of all public employees.

Compared to the situation in 1995 the African portion of the Public Service only comprised 64% of the Public Service. The problem is that the representation of racial groupings is not carried through in all levels of the Department and even more so the gender composition is underrepresented in the management echelon of the Public Service.

The challenges of the socio-economic environment are complex and should be handled with sensitivity. Aids, gender issues and the youthfulness of employees will affect training and development. Should the medical status of employees affect whether they are sent for training or not? Is the youngest person necessarily in a better position to adapt to changes in the technological environment? Should women be promoted for the sake of representativity, even though they may not be the best candidates? More questions than answers seem to arise from examining and responding to the demands from the external environment. Throughout the research an attempt will be made to address the issues raised by the external environment and evaluate the way in which it has been addressed in the DPSA.

4.3 The internal environment

The DPSA's internal environment refers to the factors that influence employee performance within the Department. If human resource development is to be achieved, both departmental and individual goals and objectives have to be kept in mind. An employee's knowledge, skills, attitude and motivation towards his or her work could either increase or decrease work performance. The more skilled an employee, the more he or she is capable and competent, but without the appropriate motivation and correct attitude, work performance will still not be increased. Thus, all factors contributing to the internal environment of the Department need to be addressed in order to ensure the effective and efficient utilisation of human resources. The factors constituting the internal environment include motivation, knowledge, skills and attitude.

4.3.1 Motivation

Robbins (1995:292) describes motivation as the willingness to do something. The willingness does depend on an expressed need that can be either physiological or psychological. An unsatisfied need will lead to tension and the greater the tension the greater the decrease in work performance. Starling (1993:349) states that motivation is one way for a manager to ensure better performance; the other being training. Koontz *et al.* (1984:478-479) determine motivation to be the product of an entire class of desires, drives, needs and wishes. The role of the manager is to induce performance by selecting the drives and desires that would best motivate an employee. Motivation is thus a reaction based on an expressed need and if the need is not met, then either the manager did not use the right motivational theory or the employee failed to express the need.

Different motivational theories exist that try to explain employer-employee behaviours. Training and human resource development can be viewed as part of Maslow's hierarchy of needs, which is based on the assumption that all needs are placed in a hierarchical relationship (Koontz *et al.* 1984:481-482). If a lower order need, such as the need for a house or clothes are met, higher order needs are automatically expressed. Thus human resource development could be a process through which an employee can reach a need for self-actualisation (highest need).

Alderfer's ERG theory is based on three basic human needs including existence needs, relatedness needs and growth needs (Koontz *et al.* 1984:483). Existence needs refer to all material and physiological desires such a food, clothing, water, pay and appropriate working conditions. Relatedness needs are expressed through interaction with fellow employees, family, friends, subordinates and managers. The growth needs are asserted through an employee's need to be more productive or creative thus, needing training and human resource development to fulfil this expressed need. Alderfer's theory does not reduce the

needs into a hierarchical relationship and states that the less the growth needs are satisfied, the more relatedness needs will be desired.

Herzberg identified the two-factor theory, namely motivators and maintenance factors as describing what drives employees to improve their performance. According to Herzberg, the motivators include factors such as challenging work, achievement, growth, increased responsibility, advancement and recognition while the maintenance factors address issues regarding interpersonal relations, departmental policies, working conditions, job security, salary and personal life (Robbins 1995:298-299). Human resource development and training would enhance the motivators but this would also depend on the maintenance factors being positive. Departmental policies regarding training lead to growth, increased responsibility, advancement and recognition but only, if the department realises the importance and adopts policies favouring human resource development and training.

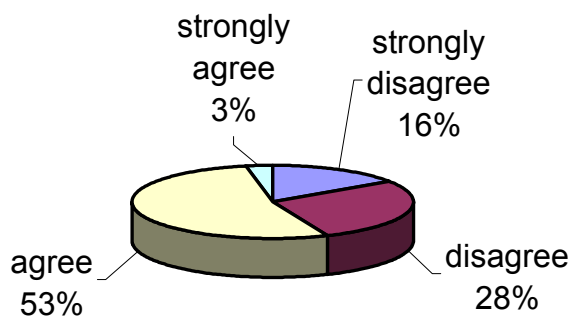
Vroom's expectancy theory is based on the premise that employees are motivated to perform because of the belief that the department will reciprocate by allocating the resources necessary to achieve effective and efficient job performance (Koontz *et al.* 1984:486). In practice, this would mean that an employee will take on tasks for which he or she might not be skilled in the hope that the employer will notice the lack of skills and training would ensue. The expectancy theory could only be successful, in terms of human resource development and training, if the rest of the human resource functions and specifically the performance management system is implemented appropriately. However, making the assumption that an action taken by the employee will automatically result in an appropriate reaction from the employer could lead to possible decrease in motivation and thus have the opposite effect of what was intended.

Robbins (1995:304-306) suggests specific guidelines for the application of motivational theories. These include the ability to recognise individual differences

in terms of needs and desires as well as match people to jobs. Other applications of the motivational theories could relate to setting challenging goals, encouraging participation in decisions that affect employees, individualising rewards, linking rewards to performance and checking for equity.

The aspects that drive employees to improve their performance are not easy to determine and as such, the manager would need access to the appropriate information relating to employee knowledge and skills. The ability of employees to perform, their capacity to deal with the day-to-day tasks assigned to them and the knowledge they need to possess in order to do their jobs effectively and efficiently are important factors contributing to the internal environment of the DPSA. Specific questions have been asked to determine the extent to which training and development initiatives are used by the DPSA to motivate employees. Figure 4.1 deals with the questions of how training opportunities realise personal career goals.

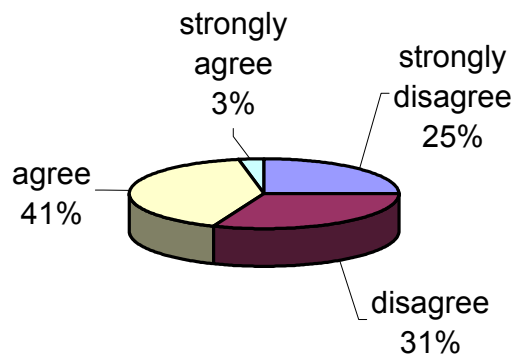
Figure 4.1: I have been given the training opportunities that would realise my career goals



The majority of respondents (53%+3%) indicated that the training opportunities provided by the DPSA realise personal career goals. The development and achievement of a learning organisation presupposes that the principle of lifelong learning (while in the employment of the Department) will be a reality. However,

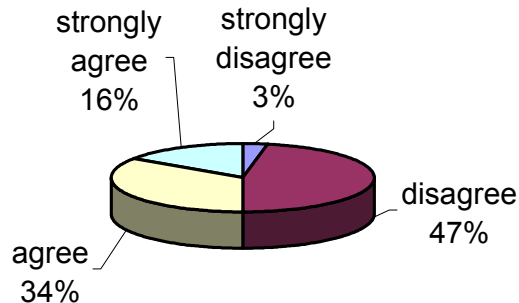
one should keep in mind that the learning organisation is also based on the assumption that individual and group learning priorities produce departmental effectiveness and efficiency. The indication that training provides for personal career development, but is not aligned with departmental training priorities (Figure 4.2), does not facilitate the implementation or management of the learning organisation. Thus, the training and development initiatives provided by the DPSA do not fulfil the requirements of a learning organisation.

Figure 4.2: My career goals coincide with departmental goals and my training opportunities have been determined accordingly



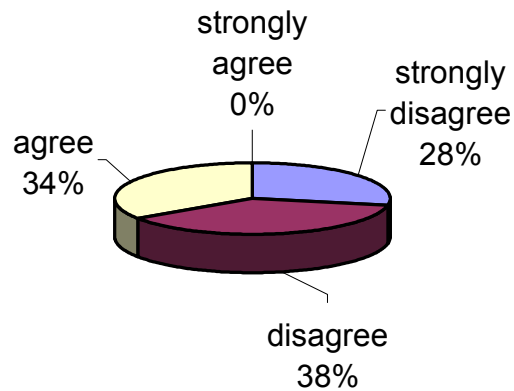
Based on the interpretation of respondents to the questionnaires, the deduction can be made that the majority of respondents (56%) perceive the DPSA as unable to align individual training priorities with departmental training goals and objectives. The lack of alignment is indicative of the lack of strategic planning for human resource development and training in the DPSA. Currently, even though the DPSA was responsible for formulating the *Human Resource Development Strategy* for the Public Service, the Department does not have a comprehensive training policy informing individual performance and determining individual training priorities (Hendricks 2002). The implementation of the learning organisation is dependent on the strategic alignment of individual positions to departmental effectiveness and efficiency. Figure 4.3 indicates the extent to which training is used as an incentive to better performance.

Figure 4.3: Training is provided as an incentive for increased work performance



The respondents were evenly distributed in answering this question. 50% stated that training is used as an incentive and 50% indicated that training is not used as an incentive for better performance. The fact that training opportunities are identified by the DPSA could be a powerful motivator for increased work performance, if utilised appropriately. Appropriate utilisation is dependent on the ability of the manager to justify the implementation of a specific training course. Justification could only be achieved if the training course causes an increase in work performance, thus affecting departmental effectiveness and efficiency in a positive manner. Thus, the importance of the outcome of this question lies in how the data will be interpreted and how decisions regarding communication, alignment of departmental goals and objectives and appropriately choosing the correct training courses, will be influenced. Figure 4.4 provides an indication of whether training courses are evaluated against individual training objectives and goals.

Figure 4.4: Departmental training courses are evaluated against individual objectives and goals



The majority of respondents (66%) indicated that training courses are not evaluated against individual training objectives and goals. The reason for this is because, in most instances, employees perceive their own training goals and objectives as not being important enough to be part of the formal performance management system of the Department. Thus, once again, the lack of aligning individual goals and objectives are highlighted through the outcome of this question. The extent to which training and development can contribute to increasing skills and knowledge will be determined next.

4.3.2 Knowledge and skills

Robbins (1995:15) defines a skill as the ability to demonstrate a strategy and flow of behaviour that is realistically related to the attainment of a performance goal. A skill is, however, not the result of a single action but rather the culmination of a process or sequence of actions. Koontz *et al.* (1984:402) identifies three types of skills inherent in the role and responsibilities of a manager, including technical skills, interpersonal or human skills and conceptual skills.

Technical skills refer to the practical application of a function. A human resource manager would need to know how to conduct a performance interview, for instance. Interpersonal skills refer to the ability to work well with others while conceptual skills refer to the ability to recognise and understand the complex elements of a situation, to solve a problem or formulate a policy. Human resource

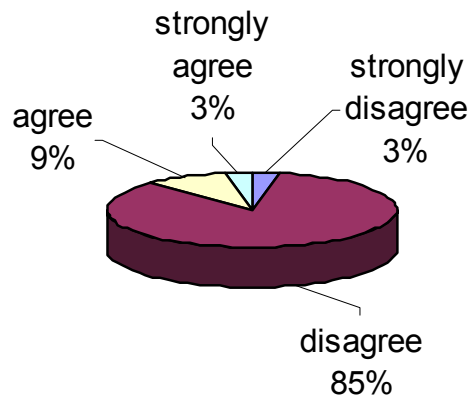
development and training are dependent on the transference of skills. Skills and the ability to function effectively and efficiently play an important role in the internal environment and influence human resource development and training.

Transferring knowledge is an integral part of learning and specific core competencies need to be taught to employees if they are to be successful in their careers. O’Conner *et al.* (2002:46-47) state that interpersonal skills as well as technological skills are examples of the core competencies an employee will need to master.

If the functional pressure under which employees have to operate is taken into account, skills development and the transferring of knowledge becomes imperative. The problem statement highlighted in Chapter 1 of this thesis states that needs and demands are not met because of a lack of skills. Human resource development and training are significant ways in which to impart skills and skills are necessary to justify the existence and role to achieve the purpose of the Department. Thus, skills and knowledge are internal factors that play an important role in the effective and efficient functioning of the DPSA.

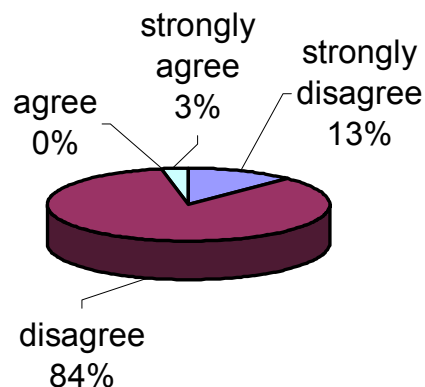
Included in the questions asked of respondents were, if they perceive training and development to have an effect on their own work performance. Figure 4.5 deals with the extent to which training courses are evaluated in terms of increased work performance. The evaluation should reflect departmental training priorities and not individual training goals and objectives.

Figure 4.5: Training courses are evaluated in terms of improved work

performance

The vast majority of respondents (87%) stated that training courses are not evaluated against departmental training priorities and thus will not affect individual work performance. The outcome of this question coincides with previous research regarding the creation of a link between training already completed and increased work performance. The DPSA needs to realise that the resources spent on training and development can only be justified if the outcome of the training produces desired performance results. However, if training has no real effect on work performance, then training is done to benefit the individual's aspirations and not to benefit the efficiency and effectiveness of the DPSA. Figure 4.6 determines the extent to which departmental training courses culminate in a formal qualification.

Figure 4.6: Departmental training courses culminate in formal qualifications



The reason that this specific question was asked, was to determine if the training provided specifically by the DPSA, will mean anything to employees once they leave the Department. The importance of providing training that would benefit not only the current position, but lead to developments that would benefit future careers, should not be underestimated. The feeling of commitment and loyalty to an employer who not only looks after himself or herself, but also recognises the career importance of the individual employee, will be increased. However, the majority of respondents (96.9%) indicated that the DPSA has not realised the importance of providing training that would culminate in a formal qualification, enhancing individual capacity and strengthening departmental capabilities.

4.3.3 Attitude

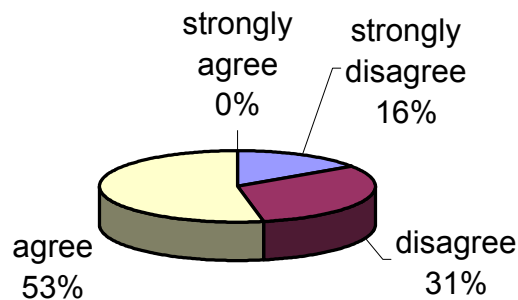
An attitude is defined by Williams (1982:52) as a '*predisposition to evaluate an object in a favourable or unfavourable manner*'. Attitudes involve both feeling and beliefs. Employees' attitudes towards human resource development and training will be influenced by the degree to which the training effort fulfils their own specific needs and goals. As has been explained, human resource development and training cannot take place in isolation and are dependent on the successful implementation of all human resource functions. The fact that one's environment and therefore, functioning is influenced by behaviour cannot be disputed. Williams (1982:51) maintains that the employee whose work environment consistently provides rewards for hard work and responsible behaviour, will probably perform more acceptably to those whose environments reward antisocial behaviour.

A person's attitude towards his or her work will be influenced by the perceptions of the importance and relevance to a department. A perception is the filter through which the environment is viewed (Williams 1982:52). Human resource development and training can play an important role in transforming negative attitudes into positive inputs. But, the reverse is also true – human resource

development and training will be influenced by an employee's perception of those two procedures.

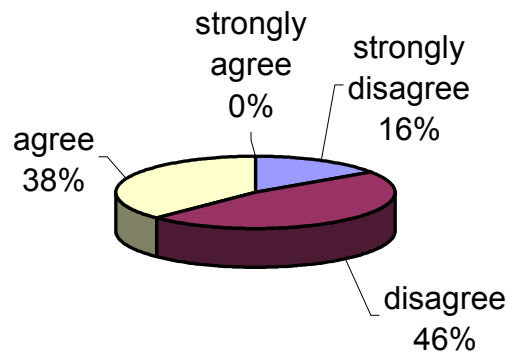
Respondents' perceptions and attitudes regarding alignment of departmental training priorities with individual training priorities were tested. Figure 4.7 provides an indication of whether the alignment is a perceived reality or not.

Figure 4.7: Departmental training courses are aligned with departmental goals and objectives



The majority of respondents (53%) indicated that they perceive the departmental training courses to reflect departmental goals and objectives. This coincides with research results provided in Chapter 4 detailing the ability of the Department to determine and implement training courses that reflect departmental training priorities. The process should just be continued in order to ensure that individual employees align their roles and responsibilities with departmental priorities, in order to achieve the alignment of individual with departmental training goals and objectives. Figure 4.8 indicates the extent to which departmental training courses are evaluated against departmental training goals and objectives.

Figure 4.8: Departmental training courses are evaluated against departmental objectives and goals



The majority of respondents (62%) indicated that even though the Department is able to determine which training courses would best suit departmental needs, it is unable to determine whether the training courses have really added any value to departmental effectiveness and efficiency. The aim of the questionnaire was to assess the DPSA employees' attitudes towards the development and training opportunities and courses to which they have been exposed. Once again, the system of human resource management needs to function effectively and efficiently if attitudes and perceptions regarding development and training are to be positive.

4.4 Conclusion

From the above, it could be concluded that the environmental framework of human resource development and training in the DPSA will both be influenced by factors in the external as well as internal environment. The external environment is needed to express the demands and needs of clients according to which the DPSA will formulate its objectives and goals. Human resource development and training are regulated by the political environment and should be responsive to the issues raised by both the technological and socio-economic environment. Technological advancements have produced challenges as well as benefits to

the DPSA to enhance both the capacity of its employees and its service delivery to clients. Socio-economic challenges guide the degree of importance awarded to human resource development and training by identifying that only through skills development can capacity building and the empowerment of the DPSA, its employees and its clients take place.

The internal environment is complex and offers an explanation as to the internal factors that would influence the motivation, knowledge and attitude of employees. Only if human resource development and training take place in a meaningful way, thus addressing both the needs of the Department and the employee, can the internal environment be influenced in a positive manner.

In the following chapter analysing the questionnaire distributed to employees will provide a human resource development and training profile of the DPSA.