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**CRITICAL ISSUES IMPACTING ON SKILLS DEVELOPMENT IN THE
DEPARTMENT OF PUBLIC SERVICE AND ADMINISTRATION:
TRENDS AND OPTIONS**

by

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Foreword

I dedicate this work to my parents, Ferdi and Antoinette. They have been my foundation and my inspiration. They have grounded me and enabled me to fly and pursue my dreams. Their courage and guidance will, forever, direct my path in life.

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**Critical issues impacting on skills development in the
Department of Public Service and Administration: trends and options**

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Abstract

This study is an in-depth overview of the critical issues impacting on skills development in the Department of Public Service and Administration (DPSA). The South African Public Service consists of individuals with their own potential and career paths. The thesis has convincingly argued that managers in the Public Service need to align the potential of their employees with organisational strategies and policies. The study has shown that the training of employees becomes a necessity when departments want to keep track and meet the expectations of their internal and external environments. The thesis proposes and has proven that an integrated approach to human resource development through the process of performance management is a vital requirement, which is critical for skills acquisition. The study, further, notes that if performance management is implemented appropriately, a viable learning organisation could be created. Linking the system of performance management with the learning organisation offers a unique perspective on integrated human resource management, and thus, an important contribution is made to understanding the theory of Public Administration as it applies to skills development.

This thesis propounds the notion that evaluation seems to be the missing link in training and development of human resources in the DPSA. Research clearly indicates that the only way to ensure that training priorities are met is to make training evaluation part of the design of a training course. The model proposed in this thesis, for the evaluation of training, entails adding value to both individual and departmental performance. Detail reviews from this thesis, which are supported by both quantitative and qualitative imperatives, suggest that it now becomes essential that senior management initiates a process where individual positions, their importance and contributions, are aligned with the effective and efficient realisation of departmental strategies.

The cumulative effect of this thesis resonates on an analysis of both theory and practice regarding the creation and implementation of a learning organisation, which is a landmark for *international best practices* in the study of public human resource development and training in South Africa.

Key terms:

1. Public service
2. Department of Public Service and Administration
3. Skills development
4. Integrated human resource management
5. Human resource development
6. Training
7. Adult education and training
8. Adult training cycle
9. Training evaluation
10. Performance management
11. Learning organisation.

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Chapter 1 Outline, need and purpose of human resource development in the Department of Public Service and Administration

1.1 Introduction

The Public Service comprises people, individuals with their own potential and career paths. Managers in the Public Service need to align the potential of their employees with departmental strategies and policies. Training employees becomes a necessity when departments want to keep track and meet the expectations of their internal and external environments. The Public Service has realised that it needs to be responsive to the needs of the citizens of the country but it cannot respond to changing needs if employees are not able to cope with the transformation or are not skilled or capable of handling new developments.

An aspect that makes adapting to the internal and external demands challenging is the diversity of Public Service employees. South Africa is a multicultural society and the Public Service is becoming representative of this society. The supply of human resources needs to be managed in such a way as to enhance the effective and efficient service delivery capacity of the Public Service whilst noting equity and representativity demands. Without continuous training and development no department can justify the human resource expenditure to the public.

This chapter will focus on the nature, objectives and purpose of the study. The hypothesis and research question will be highlighted. The different methods of obtaining information for the thesis will be discussed and concepts associated with the study will be defined, including the South African Public Service, management, strategic human resource management, human resource development, skills and competencies, training and development and the concept of the learning department. Lastly a brief overview of the framework of the study will be provided.

1.2 Nature of the study

The thesis comprises both normative and empirical aspects of training and development in the Public Service with specific reference to the Department of Public Service and Administration (herein after referred to as the DPSA). Research will indicate the number of training opportunities within the Department, the utilisation of the training opportunities, the management of training courses and an evaluation of either the successes or challenges experienced by the Department in terms of providing training courses. Questionnaires have been used to ascertain employee knowledge, attitude, behaviour and motivation towards training while interviews have also been conducted to supplement the information obtained from the questionnaires.

The main focus of the thesis is on the DPSA and its adaptability to changes and demands in the external and internal environment as well as the general restructuring of the Department that took place since 1991. The DPSA is responsible for leading the transformation process by developing appropriate policies as well as facilitating the skills development to implement these policies.

1.3 Need for the study

Human resource development is an important aspect contributing to a country's growth potential. South Africa has the typical profile of a developing country - an abundance of unskilled people with a shortage of skilled people. The Public Service has to function within an environment where resources are scarce and limited whilst community needs grow and expand continuously. Technological challenges also provide various opportunities for growth but without proper training the technology becomes a weakness and not a strength. Acquiring skills and competencies on a continuous basis will contribute to a life-long process of learning, reflecting a viable society and an economy with positive growth potential.

The past 10 years have been characterised by transformation both in the legislative and executive structures of the country. Policies to reconstruct the country and its society have been high on the government's agenda. A central programme is the development of human resources and a number of policies and laws have been formulated to address this issue. For instance, looking at the age profile of the Public Service, one would notice a very youthful Public Service. This phenomenon could imply that policies formulated could be idealistic and not easily implemented due to a perceived lack of experience in administrative and managerial matters. Thus, the acquisition of skills to implement government policies is an important aspect of human resource development. Employees need to know what to do as well as have the appropriate competency to perform the required functions.

Training and development should not take place to satisfy either departmental or individual needs but should incorporate both in order to be deemed effective and viable. Although much has been written about the link between training and the evaluation of training courses, little has been done to prove just how substantial the impact of evaluation can be on training. The purpose of training should not be an excuse to be away from the office for a couple of days, but rather to enhance professional capabilities and thereby, ensure improved service delivery or job performance. The impact that a challenging work environment can have on an employee should not be underestimated in terms of motivation and loyalty towards a department and its goals and objectives.

1.4 Purpose of the study

The purpose of the study is to assess the status of training in the DPSA with a view to improving future strategic human resource development initiatives. In assessing the training situation of the DPSA, the following information will be discussed:

- a) the quality of training provided as it relates to job performance, attitudes and service delivery; and

- b) recommendations on future public service training and education strategies.

1.5 Problem statement

Training and development in the Public Service have become important aspects in the day-to-day management of human resources. Employees attend training courses in order to adapt to the changes in the internal and external environments and to meet the demands of their clients. The challenge that the Public Service faces is one with an inherent paradox. Demands from citizens increase yet the service provision resource, of which human resources forms an important part, does not increase relative to the demands. This challenge highlights the importance of training in the Public Service. Human resources comprise such a large part of the resources of the Public Service that not utilising it efficiently seems to constitute a waste of financial resources.

Providing training does not imply that the opportunities do not exist, but rather that the opportunities are not utilised as effectively and efficiently as they should be. The DPSA seems to be faced with a situation in which training courses do not address the skill requirements of either the employees or the Department. The thesis will ascertain the reasons why training does not meet the prerequisites stated by either the Department or its employees and will make suggestions on how to facilitate the establishment of a learning organisation in the DPSA. The problem statement, thus, focuses on the extent to which human resource development and training can facilitate the implementation of a learning organisation in the DPSA. From this overview emerges the research question:

"To what extent has human resource development and training in the Department of Public Service and Administration facilitated a learning organisation."

1.6 Methodology

A literature review on the development of the DPSA for the period 1995-2001 will be utilised. Literature on the subject of human resource management with a focus on the development and training of employees will be examined. The literature used will encompass not only a review of contributions by South African authors but also by international authors that are specialists in the field of human resource development and training. The literature review will comprise books, articles, official documentation of the DPSA, acts, white papers and green papers as well as information obtained through the use of the Internet. The literature review will create the theoretical basis for the thesis from which empirical interpretations will be developed through interviews and questionnaires distributed to various employees.

A questionnaire (Appendix A) was designed to test the following aspects of the management functions:

- a) awareness of government policies regarding human resource development;
- b) planning for human resource development;
- c) guidance in human resource development;
- d) budgeting for human resource development;
- e) interpretation of human resource policies;
- f) co-ordination skills in maintaining productive working relationships;
- g) evaluating which programme objectives are achieved and the overall effectiveness and efficiency of departmental operations;
- h) communication skills; and
- i) behaviour and attitude of trainees.

The questionnaire was designed to reflect a particular sequence for the extraction of observable data. Particular skills were identified, defined and a scaling instrument attached to each response. The scale is called a summative scale (Pfeiffer & Heslin 1973:34) that measures a statement a person can use to

describe his or her level of understanding, skill, behaviour and attitude. Throughout the questionnaire, a scale varying from one to four, was used with one indicating the minimum knowledge or total disagreement with the statement and four indicating an excellent understanding or total agreement with the statement.

The use of a questionnaire can be particularly useful when trying to ascertain the characteristics of a large population. Descriptive assertions can be made and can generally prove to be accurate (depending upon the rate of response). Four to five questions refer to the same skill, making the questionnaire flexible in terms of analyses. Operational definitions can be based on actual observations whilst a standardised questionnaire allows the researcher the capability of ascertaining different intentions derived from the same question. Babbie *et al.* (2001:266) state that the use of self-administered questionnaires can be advantageous in the sense that they are speedy, economical, lack interviewer bias (in terms of predetermined research objectives) while protecting privacy and ensuring anonymity.

While the use of questionnaires is a relatively uncomplicated way of determining responses to standardised questions, it does not always make allowances for accurately assessing attitudes, orientations or the behaviour of individuals. A questionnaire cannot evaluate the context of social life in a department and the researcher rarely develops a comprehensive understanding of the dynamics for the total life situation that the respondents are facing in terms of their acting or interpretation of a particular situation. Finally, questionnaires can be very subjective due to the fact that even though a respondent provides prejudiced answers, it does not necessarily mean that the respondent is prejudiced (Babbie *et al.* 2001:262-263). Determining the reliability of the questionnaires supposes that the majority of questionnaires sent out, will be returned.

Face-to-face interviews will be utilised as part of the methodology for the study. The interview will have the explicit purpose of obtaining information through a structured conversation based on a prearranged set of questions. The interviewer has to record the responses of interviewees accurately especially when answers describe attitudinal responses. Babbie *et al.* (2001:266) maintain that an essential characteristic of an interviewer should be to stay neutral without inflicting his or her own attitudes or interpretations on the response of the interviewee. The presence of the interviewer should, in no way affect the recording of the response given to the question. An advantage of using interviews to obtain information is that questions can be explained while behaviour and attitude can be observed through the face-to-face meeting.

1.7 Limitations to the scope of the study

The Public Service is a complex organisational system and as a limitation to this study, only the DPSA will be targeted for research. Within the DPSA, five specific objective areas serve to cluster the role and responsibilities for the medium term, including (Department of Public Service and Administration 2002(b):13):

- a) Public Service Policy Management and Leadership;
- b) Integrated Human Resources;
- c) Anti-Corruption and High Profile Cases;
- d) Information and Information Technology Management; and
- e) Service Delivery Improvement.

According to statistical information provided by the Workplace Skills Plan 2002/2003 the total number of employees currently employed in the DPSA is 227. A breakdown according to salary level and population group is provided in table 1.1.

Table 1.1 Total number of employees according to salary levels and population groups

Salary level	African		Asian		Coloured		White		Disabled		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
1												
2	11	4	0	0	0	0	0	0			11	4
3	2	0	0	0	0	0	0	0			2	0
4	5	11	0	0	1	0	0	1	1		6	12
5	4	11	0	2	0	0	0	0			4	13
6	2	12	0	0	0	0	2	4			4	16
7	6	12	0	0	0	1	0	5			6	18
8	4	2	1	0	0	0	1	4			6	6
9	7	5	0	1	0	0	0	0			7	6
10	4	1	0	0	0	0	5	5			9	6
11	7	8	0	1	1	1	1	3	1	1	9	13
12	5	4	0	0	0	2	12	3			17	9
13	10	5	1	1	1	1	7	2			19	9
14	4	2	2	0	0	0	1	2			7	4
15	2	0	0	0	0	0	0	1			2	1
Other	1	0	0	0	0	0	0	0			1	0
Total	74	77	4	5	3	5	29	30	2	1	110	117

Source: Department of Public Service and Administration. 2002(c). **Workplace Skills Plan 2002/2003:3**

For the purpose of this thesis, the focus will be on training and development and the management thereof in the Branch: Integrated Human Resources. The main aim of the Branch is to establish integrated human resource management and development practices that would enhance the effective and appropriate utilisation of human resources in the Public Service. The Branch is divided into four Chief Directorates, namely (Department of Public Service and Administration 2002(b):13-16):

- a) Chief Directorate: Employment Practices and Career Management with the aim of establishing an appropriate competency and performance framework in order to facilitate a professional Public Service;

- b) Chief Directorate: Human Resource Development with the aim of developing a human resource development strategy that will address skills shortages, enhance capacity strategies and develop interventions to approach the development of skills;
- c) Chief Directorate: Remuneration and Conditions of Service addressing the overall management of conditions of service and establishing an appropriate remuneration policy; and
- d) Chief Directorate: Negotiations and Labour Relations with the aim of engaging with employee representatives to enhance labour relations through appropriate labour negotiations.

Table 1.2 outlines the proposed strategic focus areas and functional work areas for the Branch: Integrated Human Resources. From table 1.2 it could be deduced that the Branch: Integrated Human Resources is responsible for drafting and implementing all policies regarding human resource management in the Public Service. Aspects of importance to the thesis address skills development, human resource development and career management. The assumption is made (and herein lies a limitation to the objectivity of the study) that employees in the Branch: Integrated Human Resources would possess a high level of understanding regarding the processes and issues defining human resource development and training.

Table 1.2 Summary of strategic focus areas and functional work areas

Governance and accountability	<ul style="list-style-type: none"> • Policy advice to the Minister and Director-General • Comments on memorandums • Responses to Parliamentary questions • Speeches and presentations • Governance Cluster support • Intergovernmental support • International Relations 			
	Employment Practices and Career Management	Human Resource Development	Remuneration and Conditions of Service	Negotiations and Labour Relations
Public administration policies, regulatory framework and guidelines	<ul style="list-style-type: none"> • Public Service Act • Public Service Regulations • Public Service Handbooks • Employment Equity guidelines • Employment guidelines for the SMS 	<ul style="list-style-type: none"> • Public Service Education and Training Authority Regulations • Public Service Skills Development Plans • Public Administration Standards Generating Body 	<ul style="list-style-type: none"> • Agreements of the Public Service Coordinating Bargaining Council (PSCBC) • Management of legal framework for conditions of service and remuneration 	<ul style="list-style-type: none"> • Agreements of the Public Service Coordinating Bargaining Council (PSCBC) • Legal framework for negotiations and labour relations
Programmes and projects	<ul style="list-style-type: none"> • SMS implementation programme • Competency framework project • Salary review panel for SMS • Disclosure framework and ethics protocols • SMS database development • HIV/Aids strategy 	<ul style="list-style-type: none"> • Public Service scarce skills development programme • Internship programme and framework • HRD strategy 	<ul style="list-style-type: none"> • Restructuring of macro benefits for Public Service • Improvement of job evaluation system • Research into Public Service and Local Government employment practices • Management of incapacity and ill-health 	<ul style="list-style-type: none"> • Review of disciplinary and grievance procedures • Labour relations policy framework changes
Products and services	<ul style="list-style-type: none"> • Human Resource advisory and dispute resolution service • SMS Handbook and advice on SMS issues • SMS appointments and termination • Support for further establishment of SMS • Data on SMS in Public Service 	<ul style="list-style-type: none"> • Development of focused learning programmes • Value advice on HRD • Support to skills development facilitators • Career in Public Service presentations 	<ul style="list-style-type: none"> • Policy development on remuneration and conditions of service issues • Advice on remuneration and conditions of service matters • Capacity development 	<ul style="list-style-type: none"> • Salary negotiations on behalf of the employer

Source: Department of Public Service and Administration. 2002(b). **Medium term strategic plan 2002-2005: 20.**

The questionnaire itself could be a limitation to the thesis. The questionnaire is a subjective instrument and the interpretation thereof could also be subjective. The administering of the questionnaire could also be a limitation. Questionnaires were e-mailed to participants, thus limiting the level of understanding. The questionnaire was not available in every employee's first language, but in the official language of the Department, namely English. The assumption is made that all employees are fully conversant in the language, but perception errors can occur. Furthermore, not all participants will be able or willing to complete the questionnaire and thus a holistic view of the human resource development will not be completely possible. Data submitted by participants could also not be as detailed or complete as would ideally be required and that could hamper the study of human resource development. Personal bias and subjectivity can limit the validity of the information obtained through interviews although a standardised interview will be used. In the Branch: Integrated Human Resources 55 questionnaires were distributed. The 55 questionnaires represent the total number of employees in the Branch: Integrated Human Resources during July and August 2002. The composition of employees used for the questionnaire, is reflected in table 1.3

Table 1.3 Composition of employees in Branch: Integrated Human Resources

African		Asian		Coloured		White		Total	
M	F	M	F	M	F	M	F	M	F
18	9	0	1	2	2	14	9	34	21

Source: Branch: Integrated Human Resources. <http://www.dpsa.gov/>: 15 July 2002.

From the 55 questionnaires sent out 32 were returned. The reliability of the study can only be proven if a majority of questionnaires are returned. A total of 58.2% of employees in the Branch: Integrated Human Resources responded and the conclusions drawn from the respondents can therefore be based on a majority

opinion. Specific terminology such as the Public Service, human resource development, training and the learning department will be used throughout the thesis and it is thus important to define the concepts for a clearer understanding.

1.8 Public Service phenomena relating to human resource development and training

Different terms relating to the study of human resource development in the Public Service will be used. The South African Public Service, management, strategic human resource management, human resource development, skills and competencies, training and learning and the learning organisation are some of the terms that will now be clarified.

1.8.1 South African Public Service

The South African Public Service is constituted in terms of Section 197(1) of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) (hereafter referred to as the *Constitution, 1996*) through the creation of a public administration, structured according to national legislation and responsible for loyally executing the lawful policies of the government of the day. Section 7 of the *Public Service Act, 1994* (Proclamation 103 of 1994) (subsequently referred to as the *Public Service Act, 1994*) structures and organises the Public Service into national departments and provincial administrations. Section 8 of the *Public Service Act, 1994* declares that the Public Service shall comprise persons who hold posts on the fixed establishment (normal and regular requirements of a department) classified in the A division (professional and technical staff with a graduate qualification) and the B division (matric qualification, entry level positions), in the services (permanent force of the National Defence Force, the South African Police Service and the Department of Correctional Services), in the National Intelligence Agency and in state educational institutions. The DPSA is a national department with its headquarters in Pretoria.

The fixed establishment is defined as the posts that have been created for the normal and regular requirements of a department. A department can refer to either a national or provincial department or administration, defined in Section 239 of the *Constitution*, 1996 as an organ of state. For the purpose of the administration national and provincial departments have been established to facilitate service delivery to South African citizens. Each department shall have a head of department as stipulated in Section 7(3)(a) of the *Public Service Act*, 1994 and as such according to Schedule 1 of the latter *Act*, the Director General: Public Service and Administration was appointed as Head of the Department. The executing authority can be defined as the minister of a specific department and, in the case of the thesis would refer to the Minister: Public Service and Administration. According to Section 3 of the *Public Service Act*, 1994 the Minister shall accept responsibility for any policy formulation and implementation regarding:

- a) functions of, and organisational arrangements of his or her department;
- b) employment and other personnel practices such as promotion;
- c) salaries and other conditions of service;
- d) labour relations;
- e) information management; and
- f) Public Service transformation and reform.

1.8.2 Public administration

Nigro (1965:14) states that administration is a co-operative group effort, either in a public or a private setting. Thus, administration could very well refer to the work done by the state engineer as well as by the janitorial employee. Different approaches to the study of administration will thus reveal different definitions of the concept. The functional approach, suggested by Botes *et al.* (1992:296), describe administration as being functionally restricted to clerical activities, separated and distinguished from professional or technical activities. They, therefore refer to the administrative functions including writing, reading, sorting, bookkeeping and general office administration.

The public management approach to administration defines administration in terms of a managerial connotation to the basic principles of organising, policy-making, financing and human resources. The generic approach to administration is based on the assumption that the general or generic processes found in one department could also be found in another department (Botes *et al.* 1992:297). Gladden thus defined administration as an 'ingredient of all social activities and is therefore universal, operating as a matter of course whenever a few persons are associated to achieve some objective' (Botes *et al.* 1992:298).

The *Constitution, 1996* makes provision for the basic values and principles governing public administration. Section 195(1) of *the Constitution, 1996* lists the following:

- a) a high standards of professional ethics must be sustained;
- b) efficient, economic and effective use of resources must be sought;
- c) public administration must be development-oriented;
- d) services must be delivered in an impartial, fair, equitable and unbiased manner;
- e) public administration must be accountable;
- f) transparency must be encouraged and enforced;
- g) good human resource management and career-development to augment human potential must be refined; and
- h) public administration must be broadly representative of the South African people.

The principles apply to all administrations in all spheres of government, all organs of state and all public enterprises (Section 195(2) of *the Constitution, 1996*). In order to implement the principles the *Constitution, 1996* also provides for the establishment of a Public Service. Section 197 of the *Constitution, 1996* states that within the public administration should be a Public Service responsible for executing the lawful policies of the government and structured in terms of national legislation. Section 7(2) of *the Public Service Act, 1994* determines that

for the sake of the administration, the Public Service shall be divided into national and provincial administrations.

For the purpose of this thesis, public administration refers to the carrying out of the administrative functions assigned to employees in the DPSA. The DPSA will be discussed as an organisational component of the Public Service established in terms of Section 7(2-3) and Schedule 1 of the *Public Service Act, 1994*

1.8.3 Management

Management entails the co-ordination of all resources through a process of planning, organising, leading and controlling with the objective of attaining a preconceived goal (Sisk & Williams 1981:10-11). Chung (1987:10) states that management is not only identifying a set of activities to be done, but also identifying the logical sequence in which it should be done. Management is thus not only aimed at the day-to-day activities but rather pinning down future goals and objectives and identifying the activities that would help achieve future goals and objectives.

Starling (1993:12) describes a manager as a person who has to fulfil various roles, including those of figurehead, leader and liaison (interpersonal roles); monitor, disseminator and spokesperson (informational roles); and entrepreneur, disturbance handler, resource allocator and negotiator (decisional roles). The manager can also be classified according to his or her level in the department (the top, middle or first-line manager) and by the area of management for which they are responsible e.g. financial manager or human resource manager. Describing the level of management, Smit & Cronje (1997:12-15) consent that top management refers to the small group of managers who control the department and with whom final authority and accountability for the implementation of policies rest. Top management is concerned with long term planning and the determination of the vision, mission and departmental goals as well as developing the department's organisational structure and controlling it. Middle management refers to the group of managers responsible for the actual

implementation of policies, plans and strategies. Middle managers form an important link in the communication channel between top and first-line managers. The first-line managers are responsible for the different subsections of a department. First-line managers include supervisors whose daily activities centre on short term planning and implementing the plans of the middle manager (Smit & Cronje 1997:12-15).

For the purpose of this thesis, top management will refer to the Senior Management Service (SMS) of the Public Service. The SMS comprises levels 13-15 of the Codes of Remuneration (CORES), middle management constitutes levels 9 to 12 and lower management includes levels 5 to 9 of the CORES (Department of Public Service and Administration 2001(e)).

The area of management encompasses the functional areas of a manager. The basic management activities according to which an area of management could be arranged include the general management, marketing, financial, operations, purchasing, human resource and public relations functions. Within the management area the manager is responsible for the execution of the four basic management functions, including planning, organising, leading and controlling (Smit & Cronje 1997:15-16). For the purpose of this thesis the management area will be restricted to the human resource management area and all four basic management functions will be addressed as they pertain to human resource development and training.

In the early 20th century, Frederick Taylor became known as the father of scientific management. Taylor describes scientific management not as a device to improve either individual or departmental efficiency but rather as a complete mental revolution in the way one views the work, the co-workers and the employer. The mental revolution is not only the responsibility of the employee but also of the employer – where both work together to improve the performance of a function in the department. Taylor states that the scientific approach to

management could be underpinned by the following principles, including (Koontz *et al.* 1984:27-32):

- a) replacing the rule of thumb with organised knowledge or science;
- b) obtaining harmony in group action;
- c) achieving the cooperation of human beings;
- d) working for maximum output; and
- e) developing all employees to their highest potential for their own and the department's highest benefit.

Thus, the importance of developing and managing people is not a new concept, nor an unknown entity. Authors have established the importance of having skilled employees, not because it increases profit, but because it would motivate employees to work harder. The foundation for human resource development was created a long time ago, but it would seem that the importance of human resource development in the Public Service was realised only recently.

1.8.4 Strategic human resource management

Strategy can be defined as the formulation of departmental missions, goals and objectives, as well as action plans for achievement, that explicitly recognise the competition and the impact of outside environmental forces (Anthony *et al.* 1996:8). Yavitz and Newman (1982:3-5) attempt to define strategy by demonstrating what it is not, as follows:

- a) it is not a response to short-term fluctuations in the department or its environment – but a predetermined direction toward which the short-term responses point;
- b) it is not merely a set of numbers projecting the balance sheet for three or five years – but a statement of the quality and texture of the department;
- c) it is not a rationalisation of what you did last year or what next year's budget will focus on – but a statement providing guidance, direction and tone for the department's long-term plans;

- d) it is not a functional plan – but an integration of all different functional plans into a balanced overall scheme;
- e) it is not a statement of pious intentions – but a statement that would be feasible in terms of its resource allocation; and
- f) it is not a cluster of ideas in the minds of a select few top managers – but a statement comprising concepts that are disseminated among and understood by all managers on all levels of the department.

The management of human resources is not just a clerical function but according to Hilliard & Wissink (1999:1), it should be done professionally. Administering employees (as described in the previous paragraph) and managing people are not the same. Harris & DeSimone define human resource management as the effective utilisation of employees with the main aim of effectively achieving the goals and strategies of a department. The primary functions of a human resource manager include (Harris & DeSimone 1994:6-7):

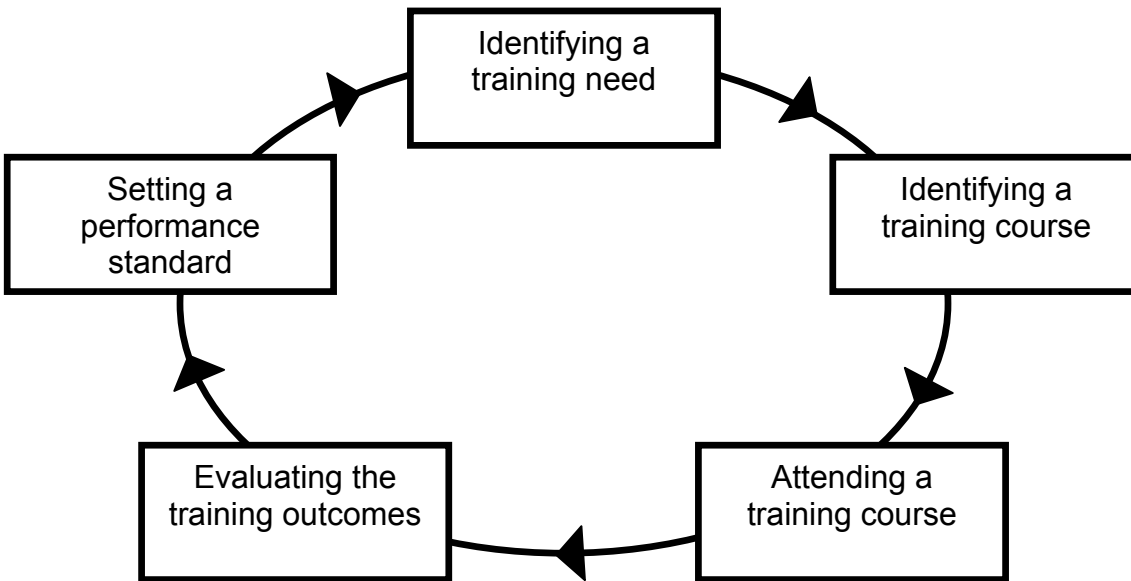
- a) recruiting and selection;
- b) compensation and benefits;
- c) employee and labour relations;
- d) human resource planning
- e) equal employment opportunity; and
- f) human resource development.

Secondary human resource management functions include job design, performance management and research and information systems. Incorporating all human resource management functions should result in a department characterised as being productive, delivering quality services, innovative and ready for change (Harris & DeSimone 1994:7-9). Ulrich (1998:2) maintains that human resource management focuses on improving human resource practices, upgrading human resource professionals and restructuring the human resource departments or units in a department.

Brewster *et al.* (2000:57) state that the concept of strategic human resource management focuses on departmental issues related to the short and long-term objectives. Strategic human resource management is useful when designing specific human resource programmes, policies or systems and emphasises the importance of the line manager in successfully maintaining the human resource function. Strategic human resource management comprises three stages, including to (Brewster *et al.* 2000:57):

- a) ensure that human resource issues and implications of various alternatives or proposals are fully considered for their desirability and feasibility;
- b) establish human resource goals and action plans at all levels to support the departmental strategy; and
- c) work with line managers to ensure that established action plans are implemented.

In the discussion of human resource management, it is important to the foundation of this thesis to note that human resource management is defined as the encompassing management function comprising all the different human resource functions, including human resource development and training. Human resource management is not just about signing a leave form (basic clerical function) to enable an employee to attend a training course, but rather managing the cyclical process of identifying a training need (through a process of performance management), identifying an appropriate training course, granting an employee leave to attend the training course and then evaluating the outcome of the training course against a predetermined performance standard, thereby facilitating the identification of a new training need (Figure 1.1).

Figure 1.1: Human resource management cycle in terms of training

1.8.5. Human resource development

Human resource development is described as the integrated use of training and development, organisational development and career development to improve individual, group and departmental effectiveness. The focus of training and development is to ensure, identify and help develop the key competencies that enable individuals to perform current and future jobs. The focus of organisational development is to ensure inter- and intra-unit relationships and to help groups initiate and manage change. Career development is aimed at ensuring and aligning individual career planning and departmental career management processes, in order to help match the individual needs with the needs of a department (Harris & DeSimone 1994:9).

Harrison (1993:300) defines human resource development as the planned learning and development of employees as individuals and as groups to the benefit of a department as well as its employees. Horwitz *et al.* (1996:138) take the concept further by stating that human resource development would not only benefit the individual in his or her job performance, but will also enable and skill them in other social, cultural, intellectual and political roles that society demands

from them. Human resource development should be aimed at overcoming labour market segregation by addressing past inequalities based on race, gender and class. Human resource development is an investment and not a cost because departments link their human resource objectives with their overall departmental objectives and strategies.

Sambrook (2001:170) maintains that human resource development is not an easy concept to define due to the fact that the theoretical foundations of human resource development cannot be traced to economic, psychological or systems theories alone, but that it encompasses those and other disciplines. The concept of human resource development was first used in 1972 and was defined as organised learning experiences provided by employers, within a specific timeframe, to bring about either departmental change and/or personal growth. Sambrook (2001:170) explores another perspective to the study of human resource development and calls it the 'negotiated order perspective'. Training and development are attached not only to departmental goals but to individual goals. Training and development should be practised within a particular environment, for example, the management training of nurses will vary from the management training of engineers and so also from the management training of human resource professionals. Different competencies and skills are required and the environment should have a significant impact on the type of training and development.

Human resource development can be grouped into three broad categories, including (Simpson 1999:1-2):

- a) *ad hoc* development through departmental change, people changing jobs or individuals seeking change and progress;
- b) traditional/functional human resource development by selecting training and development initiatives based on departmental requirements; and
- c) innovative human resource development by way of job enrichment strategies, changes in expectations, performance management systems

based on performance planning, development, continuous training and education.

Simpson (1999:3) states that human resource development will place an additional challenge on human resource departments or units due to the fact that they will have to develop programmes that are practical, effective and appropriate to the needs of the department as well as provide for the proper information, training, tools and support to both managers and employees. For the purpose of this thesis human resource development will be defined as the human resource management function pertaining to training with the main aim of simultaneously developing both the department and the individual. The aim of human resource development is to secure effective and efficient service delivery by appropriately trained employees. Managers have to implement policies that would increase productivity in terms of effective, efficient and responsive delivery of services. The only way to realise this objective, is through placing the appropriate employee in the appropriate position, providing an enabling environment for training and development and ensuring that training and development efforts address departmental training priorities.

1.8.6 Skills and competency

Skills can be identified as an area of knowledge that needs to be acquired to function effectively. Skills training could be seen as the process of enabling individuals to assume new roles and implement systems effectively in order to achieve positive performance outcomes (Harrison 1993:264). A skills inventory should be done to obtain information regarding employee skills, education, performance evaluation and career preferences. During a departmental needs assessment, the human resource development chief directorate (as is the case with the DPSA) could utilise a skills inventory and determine any skill shortages (DeSimone & Harris 1998:374). Critten (1993:50) identifies four skills that are more or less typical of all jobs, *i.e.*:

- a) task skills making up the technical components of a job;

- b) contingency management skills referring to the ability to recognise and deal with irregularities and changes in the immediate working environment;
- c) task management skills relating to the skills needed for managing tasks and prioritising it; and
- d) job role environment skills needed to work well with others and cope with specific environmental factors.

The *Public Service Regulations*, 2001, issued in terms of section 41 of the *Public Service Act, 1994* define competence as the blend of knowledge, skills, behaviour and aptitude that a person can apply in the work environment. A person's competence should indicate his/her ability to meet the requirements of a specific post. Rocco (2000:204) identifies four different competencies in human resource management, namely managing self, communicating, managing people and tasks and mobilising innovation and change. The DPSA categorises competencies into three areas:

- a) competency clusters, for example technical or functional, thinking or planning, departmental leadership, managing employees and managing self or personal effectiveness;
- b) generic competencies which represent critical skills and behaviours that span the roles and functions within a department, for example leadership and strategic thinking; and
- c) proficiency levels which measures the ability of an individual to perform in a professional context - meaning the level of knowledge, skills and personal qualities required for the successful completion of activities.

1.8.7 Training and learning

For the purpose of this thesis, a distinction is made between the concepts of education, training and development. Education is defined as the process through which knowledge is imparted in such a way as to enhance the mental faculties of those being educated. Education is not primarily aimed at job

performance, it is the transfer of knowledge in order to facilitate the understanding of all aspects involved in job performance.

Training imparts knowledge, skills and attitudes that are necessary for job performance. Through training, job performance could be improved in a direct way. Development is the process whereby individuals learn through experience to become more effective. It aims to utilise skills and knowledge that have been gained through education and training. Development is future-oriented and embodies concepts such as psychological growth, greater maturity and increased confidence (Truelove 1995:291). Wexley & Latham (2002:2) state that the purpose of both training and development should be to facilitate the learning of job-related behaviour by an employer on behalf of an employee. Behaviour thus refers to the knowledge and skills acquired by employees through practice.

The basis of each of the above-mentioned concepts is learning. Truelove (1995:297-298) maintains that learning occurs in any one of three ways, including:

- a) learning deliberately initiated by someone else to develop an individual through for instance coaching, mentoring, counselling, training or planned experience;
- b) learning that occurs as a consequence of the demands that the job makes through crises or departmental growth; and
- c) learning initiated by the individual through volunteering, reading, education or outside activities aimed at practising skills.

Learning is, thus, the process through which skills, knowledge and attitudes are acquired and transformed into habitual forms of behaviour and performance. Training is or should be a continuous process through which an employee will acquire new skills. Training is aimed at enhancing the potential of employees by improving the attitudes, habits, skills, knowledge and experience.

From the above discussion it could be argued that training comprises specific inherent requirements, that is, that both a department and an individual should show commitment to training. In order to enhance the DPSA's implementation of the learning organisation, training should, however be evaluated against a predetermined standard. The problem statement being proved through this thesis intends to indicate that the challenges experienced in terms of human resource development and training in the DPSA could be ascribed to the fact that neither the Department nor the individual shows a commitment to training or conduct an evaluation of training courses.

1.8.8 The learning organisation

Senge (1990:3) defines the learning organisation as an organisation where people continually expand their capacity, where new and comprehensive patterns of thinking are fostered, where collective ambitions are set free and where people are repeatedly learning how to learn together. Ho (1999:117) suggests the following framework for the learning organisation:

- a) personal mastery;
- b) mental models;
- c) shared vision;
- d) team learning; and
- e) systems thinking.

Ho (1999:117) states that the concept of a total learning organisation would be one that facilitates the learning of all its members and continuously transforms itself. The success of a learning organisation cannot easily be measured, because learning is not always a measurable activity. Learning can be facilitated through a formal training course and evaluated accordingly, but measuring a learning organisation would entail assessing the whole social process of a department (Smith & Tosey 1999:70-71) – a complex task, taking into consideration the diversity of, for instance, the DPSA's employee composition.

A learning organisation can be described as growing from sharing collective knowledge gained through experience and reflection. Thus sharing a consciousness that characterises the department and the employee's connectedness to a department (Heaton & Harung 1999:157). Once again, diverse employees might not perceive experiences in the same way, making a collective consciousness impossible. What is, however, evident from the definitions of a learning organisation is the importance of managing employees to reach their full potential. Only through development and training can this be achieved. Hodgkinson (2000:157) states that building a learning organisation requires expertise at interpreting new knowledge into a new way of behaving. The learning organisation will have to progress through three stages in its evolution, namely adapting to its environment, learning from its employees and then contributing to the learning of the wider community or context of which it is a part. The widespread acceptance of knowledge as the prime source of competitive advantage, coupled with the increase in demands placed on departments by their clients constitute some of the reasons that necessitate adapting to the concept of a learning organisation (Pemberton & Stonehouse 2000:184)

Thus, it could be argued that transforming the DPSA into a learning organisation is a necessity. The DPSA delivers a service to other line departments in the Public Service and should thus be an example in terms of its human resource development and training. The DPSA will be able to meet the demands set by its clients only if the employees of the DPSA are trained to identify changing demands timeously, anticipate changing requirements and are then appropriately utilised. The assumption is made that an employee who is appropriately developed and trained will be productive and productivity is essential when the reality of scarce resources is taken into account. An employee who also realises the role that he or she has to play with regard to the overall departmental strategy, will feel that by doing his or her work effectively and efficiently, he or

she is not only developing him- or herself but is also promoting productivity and realising departmental objectives.

Creating a learning culture would be the most important step towards creating a learning organisation. Pemberton & Stonehouse (2000:187-188) contend that a learning culture can be established through the creation of a clear departmental vision, employing leaders who are designers and teachers, adopting a desire for continuous improvement and attaching a high value to knowledge. Employees will become empowered through continuous encouragement to question and experiment. Creativity, risk-taking and the tolerance of mistakes as well as building trust to encourage sharing knowledge, emphasising frequent contact and sound communication, are encouraged through the process of socialisation and the development of a concept of community.

For the purpose of the thesis, the implementation of a learning organisation should commence with the process required to create a learning culture in the DPSA. Learning should not only be promoted, but also linked to departmental and individual performance, thereby creating a department capable and competent of managing its own employees, according to changing needs, and the demands placed on it by its clients. The DPSA will be equated to a learning organisation and as such the term "organisation" will pertain to the employees functioning in the DPSA. The concepts 'department' and 'organisation' are not synonymous but will be used interchangeably.

1.9 Framework

In this chapter the nature, need and purpose of the study was discussed and reference was also made to the methodology used in obtaining information. The problem statement and the subsequent research question were analysed and the limitations to the study were presented. Lastly, definitions of the various important concepts in human resource development and training were highlighted. Chapter two will provide a historical perspective on the development

of public administration, as a field of study and as an activity. Mention will be made of the various political ideologies that led to the politics-administration dichotomy. The specific administrative theories will also be discussed but the main aim of the chapter is to provide an overview of the integrated approach to human resource management, applicable to this thesis.

Chapter three deals with the development of the DPSA during the period 1995-2001. Focus will be placed on the development of the DPSA in terms of its restructuring and transformed functioning. Human resource development and training initiatives undertaken by the DPSA will also be discussed. Chapter four will deal with the external and internal environment within which the DPSA operates. The external environment comprises a discussion on the political, socio-economic and technological environments while the internal environment will deal with issues affecting the motivation, knowledge, skills and attitude of employees towards human resource development and training.

Chapter five constitutes a human resource development and training profile of the DPSA. The purpose of this chapter will be to determine the extent to which the DPSA is able to use training courses in an effective and efficient manner. Focus will also be placed on individual employee perceptions of the success or failure of the current training system. Different approaches to and types of training will be highlighted and, in addition, the terms adult learning, adult learning styles and the adult learning cycle will be described.

Chapter six deals with the missing link in training, namely evaluation. The fundamentals of evaluation will be discussed as well as the different models of evaluation. A specific model will be identified as most applicable to evaluation in the DPSA and the process of performance management will be discussed as a way of ensuring that training is aligned with performance needs.

Chapter seven deals with the implementation and management of the learning organisation and the extent to which the DPSA is able to transform itself into a learning organisation. The aspects involved in transforming a department such as the DPSA into a learning organisation will be discussed and emphasis is placed on the role and responsibilities of the public manager in managing a learning organisation. Chapter eight comprises recommendations, observations and a conclusion based on both the theoretical and empirical information utilised in the thesis.

1.10 Conclusion

Chapter one deals with the nature, purpose and need for the study of human resource development and training. The problem statement is based on the assumption that training in the DPSA neither satisfies the departmental objectives nor the individual goals. The basis and need for the study is highlighted by focusing on specifically the Branch: Integrated Human Resources as a specific focus or subject area for the DPSA.

The limitations of the study were highlighted and a description of the basic framework for the thesis was presented. The terms Public Service, public administration, management, human resource management, human resource development, skills, competencies, training and learning were defined broadly and related to the thesis.

In the following chapter the guiding principles of public administration will be discussed. The different perspectives in the development of public administration, will be described and attention will be focused on the unique nature of public administration.

Chapter 2: Theoretical constructs in public administration

2.1 Introduction

A literature review of some theoretical constructs in public administration will be conducted. The historical development and separation from political science are discussed and attention is briefly focused on the different schools of thought in the study of Public Administration. For the purpose of this thesis, the generic approach to public administration will be used, especially taking into consideration that personnel administration is a core generic function of public administration. A short description of the functions of public administration are provided. The chapter concludes with a discussion on the integrated approach to human resource management and how it has evolved from the generic approach in public administration.

2.2 Historical perspectives on the development of Public Administration

The historical foundation for the study of Public Administration originated from political ideology. Aristotle (384-322BC) described the civic life of a citizen as the highest expression of humanity. The principal aim of government was to foster civic virtue. Citizens participated in the political process, not out of selfish concern, but primarily to ensure the common good. Public employees were examples of civic virtue and as such led people with only their good in mind (Bagby & Franke 2001:624).

Opposing this idealist view, Niccolo Machiavelli (1469-1527) depicted civic virtue as the diversion of attention away from political and economic goals that were realistic and achievable. His realism was based on government as the provider of safety, power and prosperity. The leader of government should have, as his or her first goal, the safety of the state and secondly, the prosperity of the state. Virtue was obtained through the enforcement of laws (Bagby & Franke 2001:624).

Modern communitarianism and positivism are, respectively, the equivalent of Aristotle's idealism and Machiavelli's realism. Thomas Hobbes and John Locke opposed both views and propagated the enlightenment philosophy. Enlightenment philosophy was important in the development of political thought and particularly, in the development of thoughts on Public Administration. Hobbes propagated that there was a natural equality among humans and that the equality was based on humans being individualistic. Equal individuals entered into a social contract with government to preserve life, but because humans are individualistic, it could not be expected from them to agree on what constituted common good for all. In contrast to Hobbes' monarchy, Locke constructed a social contract based on the individual's pursuit of liberty and property, thus, preparing the way for a liberal democratic state (Bagby & Franke 2001:624-625).

Both Hobbes and Locke held that government was not aimed at producing virtuous citizens, but that government was merely a means to an end. Government was supposed to keep citizens safe through the lawful execution of legislation. Locke also communicated his belief in government as the maintainer of the private enterprise - where individuals are free to prosper without being hindered by too much taxation or government regulation (Bagby & Franke 2001:625).

In the wake of the Protestant Reformation and the rise of the commercial classes, political activity was seen as a bargaining activity among individuals and interest groups for power, position and wealth. Government would escape politics, in its original sense, in favour of utility. Administrative thought developed into an approach entitled, "new public management". The new public management approach goes beyond the separation of politics from administration and uses the economic market for political and administrative relationships. All that are required are rational inputs and outputs to satisfy the demands of the public. Consideration for the common good is absent from this approach. Within the market-driven principles, public organisations are made to

compete, because of their exposure to market forces. According to Bagby & Franke (2001:626), the language of contracts and transactions replaces the language of politics with its consideration for equity, fairness and the common good.

The 19th century was the age of positivism and Public Administration emerged as a discipline. Woodrow Wilson (1887:12), in his essay "The Study of Administration" stated that politics and public administration belong to different spheres and that public administration should be separated from values (thereby closely aligning with the enlightenment philosophy). Proponents of positivism, including John Stuart Mill, Herbert Spencer and Max Weber, agreed that separating facts from values was not only possible, but also desirable. A politically neutral public service commission recruited the bureaucracy, described by Max Weber, and professional behaviour was expected from employees. Bureaucracies were instrumental in the efficient implementation of policies and programmes (Dobuzinskis 1997:299-300).

The postmodern government of the 20th century believes that the management of complex public organisations by technical experts has failed, and that the hierarchical structures and top-down approaches to policy implementation no longer address the problem situations faced by policy makers. Public administration is becoming more client-centered, emphasising public involvement in policy formulation and implementation. Managerial hierarchies have to be redesigned and focus is placed on innovative leadership and cooperation among employees in order to ensure efficiency in public service delivery (Dobuzinskis 1997:300-302).

The aim of this thesis is not to get involved, nor make statements, regarding the politics-administration dichotomy. The previous discussion was a brief description of the development of Public Administration as a field of study. The main emphasis of this chapter is to provide a literature background to the theories of

Public Administration that, in the end, contributes to an integrated approach to human resource management.

2.3 Defining public administration

Cloete (1981:1) states that administration is found wherever two or more people take joint action to achieve an objective. Administration takes place wherever people work or play with a common goal in mind and, thus, is found in all spheres of human activity where joint action is required to achieve a goal. Administration does not take place in a vacuum and has as its aim the realisation of effective and efficient goals. Simon *et al.* (1968:4) describe administration as cooperative group action with an emphasis, not only on the execution of an activity, but also on the choices describing how the activity was implemented. Thus, answering the questions relating to how and why become an integral part of administration. Henri Fayol, quoted by Urwick (1937:118-119), defined administration as planning, organising, commanding, coordinating and controlling. To plan is to study the future and arrange a plan of operations to deal with the future. To organise is to build up the material and human organisation is business and to command is to make the employees do their work. To coordinate is to unite and correlate all activities while controlling deals with seeing that everything is done according to the rules, which have been laid down, and the instructions, which have been given.

Public administration relates to the activities of the executive branch of government, deals with the formulation and implementation of public policies and involves issues of human behaviour and cooperative human effort (Stillman 1980:3). Gladden (1961:12) maintains that public administration is concerned with the activities of government and that the word "administration" means to care or look after people, to manage their affairs and that an "administrator" is a servant and not a master. Gladden (1953:17-18) also states that administration is increasingly becoming concerned with persons, more than things and as a human activity. Administration has three stages, namely the stages of decision,

of preparation and of execution. Gladden (1953:21) quoted HA Simon who determined the four generally accepted principles of administration. Firstly, administrative efficiency is increased by task specialisation among group members. Secondly, administrative efficiency is increased by a hierarchical arrangement of group members. Thirdly, administrative efficiency is increased by limiting the span of control to a small number, and lastly, administrative efficiency is increased by grouping employees together for the aim of control according to purpose, process, client or place.

2.4 Schools of administrative theories

Within the historical perspective of the development of public administration, eight schools of administrative theories will be discussed, including the empirical school, the school of human behaviour, the bureaucratic school, the decision-making school, the mathematical school, the business management school and the administrative process school. Before a discussion of these theories will take place, a brief overview of the Gladden views of administration will be provided.

Gladden (1972:VII) identified various views through which Administration, as a discipline, could be approached. The different views include the constitutional law-, the institutional-, the business economics-, the implementation-, the comprehensive-, the conventional-, the management- and the generic view. The constitutional view regards administration as a function of organisations concerned mainly with the execution or implementation of governmental activities while the institutional view refer to administration as the work of specific organisations such as health- or provincial administration. The business economics view regards administration as reporting, archives control and general office organisation, thus, the operational routine matters. The management view holds that administration is limited to specific categories of employees with the purpose of activating and fulfilling functional activities. The implementation view refers to administration as the act of implementation found in forms such as administration of legislation or the administration of schools. The comprehensive

view sees administration as the total product of human behaviour (individually and collectively) towards the realisation of any goal. The generic view of administration constitutes the functions of public administration, described by Cloete (1981). The functions are generic in nature, because of its universal applicability. Furthermore, the generic functions are also mutually inclusive, implying that collectively they constitute the effective and efficient functioning of the public service (Rowland 1987:62). Several of the above views can be related to the different schools of administrative theories, which will now be discussed.

The **empirical school** describes administration as the study of theories and opinions about the truths of administration, discovered through the practice of it. The empirical school of thought was evident in countries where the practice of administrative law was apparent, such as Germany, Britain and France. The proponents of this school of thought included Gladden and Dicey. The empirical school of thought can also be closely associated with the historical approach to public administration. The development of the state and public administration is captured on paper, in order to ensure that future generations have the correct facts when deliberating on the nature and impact of public administration (Botes *et al.* 1992:280). However, the current dynamics of public administration is not taken into consideration and thus, this school of thought contributes to the historical understanding of public administration, but not necessarily to its current realities.

The **school of human behaviour** describes how administration takes place among people and intends to determine the levels of happiness and satisfaction based on various sociological and psychological criteria. The proponents of this school of thought include the motivation theorists such as Maslow, Argyris and Herzberg (Botes *et al.* 1992:281). This school of thought bases its assumptions on the principle that an internal need could only be satisfied through an external expression (Halloran 1978:93). Thus, public administration is perceived as an enabler for job satisfaction and happiness. The school of human behaviour will

have a strong influence in this thesis. However, not only human behaviour will be examined, but organisational (structure) response will also be determined. The foundation for the integrated approach to human resource management has its origins in the school of human behaviour.

The **bureaucratic school** is based on the principles of Max Weber. He described the organisation as the culmination of the process of historical rationality and bureaucratisation of social interactions. The bureaucracy is a control system based on the rational rules that regulate the organisational structure and processes in compliance with technical knowledge and maximum efficiency. He proposes a high degree of specialisation, firm and unyielding hierarchical authority, impersonal relationships, a merit system of appointments, promotion and charismatic management (Botes *et al.* 1992:281). Weber's emphasis was on the understanding of the sociology of administration as a benchmark for the understanding of organisation in society. He was interested in the nature of authority and suggested three bases for authority, namely traditional, charismatic and legal. Traditional authority is found in a council of elders. Charismatic authority is inherent in a leader's ability to exercise power and legitimacy through his or her personal charisma, while legal authority rests with the normative rules and legal patterns established to control individual behaviour and activities. Weber described the three primary characteristics of the bureaucracy as being the division of labour into offices based on competence and responsibility, the development of a hierarchical structure comprising superior and subordinate offices and the operating through general and accepted rules to provide systematic internal control and order (Simmons & Dvorin 1977:480-481). The current trend in the DPSA is to move away from the strictly hierarchical structures of the past. A matrix structure, comprising work groups from the different levels in the organisation, arranged around the implementation of projects and programmes, is proposed to make the organisational structure more effective and efficient.

The **social system school**, promoted by Chester Barnard, is based on the assumption that organisational units are comprehensive systems of mutual cooperation, united in a common objective, with both a formal and informal form of organisation, which provides a social life to the unit (Botes *et al.* 1992:281). The theory of organisations, according to Chester Barnard (as quoted by Fry 1989:156-157), is based on the view that subordinates' needs must be satisfied through a free contractual arrangement between the subordinate and organisation. The terms of the contract can either be expressed in an implicit or explicit agreement about what the organisation will offer in the form of inducements and what will be expected from the individual, in terms of contribution. This particular school of thought is a basis for the current performance management system implemented in the public service. However, the degree of participation from employees, is more extensive than Barnard originally intended. The importance of linking individual performance to organisational demands, is evident from this school of thought and the contribution that it has in this thesis, is obvious. The performance management agreement, which will be discussed in chapter 6, stipulates the training and development initiatives employees should be exposed to. The problem statement of this thesis discusses the extent to which current training and development initiatives in the DPSA contribute to the implementation of a learning organisation. Thus, the relevance of the social system school, as a school of thought determining the link between the employee and the organisation, cannot be denied.

The **decision-making school**, proposed by Herbert Simon, makes a strong argument for the continuous responsibility of managers to make decisions. Only through decisions can correct actions be obtained (Botes *et al.* 1992:282). Simon used an inductive approach based on logical positivism to revise the concept of the decision-maker in order to develop a descriptive model of organisational decision-making. Decisions are taken, based on specific premises. Simon contends that decisions can best be analysed by focusing on the underlying

premises that influence the decision, discovering the sources of those premises and tracing the communication channels by which the premises were transmitted, in the organisational context. According to Simon, once an individual employee decides to participate in an organisation, he or she takes on an organisational personality and the issue of compliance becomes central to the decisions taken (Fry 1989:184-185,198-200). For the purpose of this thesis, the decision-making school will not influence the integrated approach to human resource management. The reasoning behind training and development decisions will not be discussed, rather the perceptions of employees on the effect that the decisions have on their own personal career development and organisational effectiveness and efficiency.

The **mathematical school** proposes that administrative problems could be analysed through mathematical simulation coordination. Models are identified using the variables and their relationship to one another as basis. The model is then used to quantify objectives, characterise shortcomings and define the unknown. Singleton, Tyndall and Deutsch are proponents of this school of thought (Botes *et al.* 1992:282). However, the human dynamics and changing nature of the current public service cannot be explained in pure mathematical equations and thus, for the purpose of this thesis, the mathematical school will not influence the integrated approach to human resource management.

The **business management school** bases its argument on the ability of the public service to reduce its efficiency to business principles and apply business principles to the public service in order to ensure effective and efficient service delivery. However, if services become privatised, it would no longer fall within the realm of public service delivery (Botes *et al.* 1992:283). The pressure of effective and efficient service delivery is a reality in the South African public service. However, the argument can be made that with the correct placement of appropriately trained employees, productivity should increase. Through training, the DPSSA strives to become an enabler for human resource development and,

thus, providing a positive impact on the effectiveness and efficiency of the organisation. The principles promoted by the business management school is relevant within the current South African public service and the issues of effective and efficient service delivery will have an obvious impact on the integrated human resource management approach.

The **administrative process school** is based on the arguments of Frederick Taylor and Henri Fayol. Gulick and Urwick with their administrative acronyms SLOCUS (staff, line, organisation, communication, unity of command, span of control) and POSDCORB (planning, organising, staffing, directing, coordination, reporting and budgeting), are also proponents of this school of thought. Closely related to the administrative school of thought is the generic view of administration (Botes *et al.* 1992:283). For the purpose of this thesis, the generic view of administration will be used as the main point of departure for the study of Public Administration. However, the approach to the study of human resource management, as one of the generic functions of administration will be more integrated in nature.

2.5 The functions of public administration

Cloete (1993:56) divided administration into specific generic administrative functions, including policy-making, organising, financing, personnel provision and utilisation, division and rationalising work methods and procedures, and controlling. These functions were initially described, by Cloete, as processes but renamed functions by Thornhill and Hanekom in 1979 (Rowland 1987:62). For the purpose of this thesis, each function will be defined, but emphasis will be placed on the personnel provision and utilisation function.

No administrative action can be taken if specific goals and objectives have not been set. Taking this into consideration, Roux (2002:72) defines **public policy** as the proposed course of action of government to reach specific goals and objectives, while continuously being influenced by the effects of environmental

changes. Policy formulation, analysis and implementation can be defined as the identification of needs, preparation of policy statements, legislation, regulations, instructions and directives as well as the analysis of existing policies and systems. The implementation entails a mission statement, objectives and priorities as well as the communication of these in order to determine how to report on policy shortcomings (Cloete 1993:59).

Cloete (1993:59) defines **organising** as the design and improvement of organisational structures as well as the division of functions, design and implementation of communication channels. Organising is, also, defined as the steps taken to formalise and balance the relations among individual employees. Line functionaries are described as the employees responsible for primary functions such as medical doctors providing basic health care in a government clinic. Within the generic view of public administration, line and staff functionaries are identified, as part of the organising function of public administration. Staff functionaries are those employees responsible for supporting line functionaries, such as human resource managers or financial auditors (Botes *et al.* 1992:245 *cf.* Botes *et al.* 1996:343). However, within the current South African public service, the line managers have been assigned the support functions as well. Thus, a medical doctor in charge of a provincial hospital will also act as the human resource manager for all the staff employed in the hospital. The same example can be provided for the DPSA. The Chief Director: Integrated Human Resources will not only be responsible for human resource policy formulation and implementation, but will also be held accountable for the effective and efficient implementation of human resource management practices within his or her own Branch.

Financing is the function through which monies are obtained, spent and controlled. No public institution can function without finance and every administrative action taken by employees will have either a direct or indirect financial implication. Government receives its funds from the public in the form of

taxes, tariffs, levies, fees, fines and loans. Thus, government is responsible for the accountable appropriation of public money with the aim of ensuring public service delivery. Financing can also be defined as the design of financial systems for the preparation of budgets and the audit of financial statements (Cloete 1993:59).

Personnel provision and utilisation is defined as the function through which suitable employees are employed and utilised according to their potential. Personnel administration covers two areas including the functionally specialised activities such as recruiting, placement, training and promotion, as well as the administrative activities associated with the implementation of functions, such as the training policy, training control and training management (Botes *et al.* 1996:322-323). Cloete (1993:59) defines personnel provision and utilisation as the design of personnel systems and the support activities associated with the management of employees, including supervision, motivation, training, maintaining discipline and the merit system. Human resource management has evolved from the concept of personnel management. Stahl (1976:442) states that personnel management is another aspect of general administration and, as such should be the responsibility of anyone in any position of leadership and authority. Personnel management is woven into all the levels of the hierarchy and into all facets of supervision and direction. The scope of functions ascribed to a personnel manager include (Stahl 1976:450-453):

- a) policies and instructions regarding personnel management;
- b) job analysis and evaluations;
- c) staffing;
- d) salary and wage administration;
- e) employee services and working conditions;
- f) performance standards and evaluation;
- g) staff training and development;
- h) employee rights and obligations;
- i) union bargaining and agreements;

- j) records and reports;
- k) personnel research; and
- l) public relations.

The approach to the study of human resource management, as a generic function of public administration, will be discussed later in this chapter. However, mention should be made of the definition provided by Klingner & Nalbandian (1993:2), that public personnel management comprises four fundamental functions through which elected officials, administrators, personnel specialists and supervisors manage their human resources, including planning, acquisition, development and sanction. For the purpose of this thesis, the development function will be examined and the link between development and the rest of the functions will be highlighted. Development is defined as training, motivating and evaluating employees to increase their knowledge, skills and abilities (Klingner & Nalbandian 1993:2).

The **revision and analysis of procedures and methods** is based on the principle that every action, taken by an employee, requires a single-minded, systematic and orderly procedure and/or method. The utilisation of modern technology to enhance service delivery should be considered as part of the revision and analysis of procedures and methods (Botes *et al.* 1996:331). Work methods and procedures should continuously be revised, in order to ensure proper adaptation to environmental changes and, thus, enhancing service delivery. Cloete (1993:59) defines this function as the compilation of procedural codes and instructions as well as the design of work study systems and methods to increase productivity.

The **control** of government action is one of the cornerstones of efficient administration. Cloete (1993:59) defines control as the design of control systems in order to implement reporting mechanisms to ensure that work standards are met, while guaranteeing quality and quantity in service delivery. Control is

defined as the function implemented to ensure that government activity is measured against a predetermined standard, and that, should deviations exist, corrective steps be taken to ensure goal fulfillment (Robbins 1995:64-71). Control over government activity is part of the unique nature of public administration and should be implemented to ensure effective and efficient rendering of services. In the case of human resource management, and specifically development and training, control will manifest itself in the evaluation of training courses to ensure that training priorities are communicated and realised by the management of the DPSA.

Since 1988, management was added as a seventh generic cross-function of public administration by one of the scholars of Public Administration. Management describes aspects of leadership, in terms of the manager's ability to plan, organise, communicate, inspire, coordinate and control. The public manager is responsible for the effective and efficient realisation of government plans in order to ensure that the functional mission of the organisation is implemented (Botes *et al.* 1992:255-256). Cloete (1993:60) maintains that the generic administrative functions are relevant to all the functional fields in the public service, but it should be kept in mind that the processes constituting the functions will have to be adapted in order to comply with the specific requirements of each functional field.

2.6 An integrated approach to human resource management

The key to the integrated approach to human resource management is found in the definition stated by Halloran (1978:5). He defines the study of human relations as the study of how people can work effectively in groups in order to satisfy both organisational goals and personal needs. Personal needs such as job satisfaction, recognition and career advancement are influenced by organisational conditions in the work environment. Frederick Taylor, in his discussion of scientific management, indicated that the objective of management was to remove the cause of antagonism between a supervisor and a

subordinate, because only when working together can the productivity of an organisation be increased (as quoted in Halloran 1978:8). Elton Mayo, in his research, developed the concept of the informal organisation and determined the extent to which it could influence employee behaviour and, thus, production rates. From this period on, the strategic link between employee and productivity could not be denied. Employees are not isolated from the production process, and no matter how sophisticated the technological advances become, complex human beings' normal human interactions would affect the total production output (Halloran 1978:10-11).

When an employee's abilities and ambitions match the demands of a specific position, the employee will be productive and experience personal satisfaction. However, within the current human resource management system in South Africa, this is not always the case. The government's emphasis on human resource development is an attempt to address the gap between human resource organisational needs and human resource supply. Human resources are not in limitless supply, and the DPSA needs to analyse and explore ways to utilise its current human resources as effectively and efficiently as possible. The approach to human resource management, proposed in this thesis, is based on the integration of all human resource functions in order to ensure a coherent system that will address human resource issues responsibly.

The integrated approach to human resource management is based on the argument that organisations do not, only, have to be clear on their purpose, but more specifically on the strategy that would operationalise the purpose. Thus, the structure and system of the organisation need to be integrated and the focus placed on the development of employees as key resources. An integrated approach to human resource management will also enable the employees to identify a clear career path, as well as determining the development and training initiatives that would have to be undertaken to reach a specific position within the structure of the organisation.

A key aspect in the integrated approach to human resource management, is the individual identification of positions. However, employees should not just know how they fit into the overall organisational structure, they should, also, understand the relationships affecting and support needed, which would enable them to be successful in that position. While the main aim of the institution remains the effective and efficient realisation of organisational strategy, it should be considered within the context of achieving optimum well-being for its employees, placed within a structure where each position adds value to the overall organisational strategy.

Throughout this thesis, constant reference will be made to the importance of strategically aligning individual performance with organisational effectiveness and efficiency. The incorporation of all human resource functions, will not be discussed, but emphasis will be placed on the importance of the performance management system, stipulating development and training initiatives, as a tool to ensure integrated human resource management.

2.7 Conclusion

From the above, it could be argued that (P)public (A)administration, both as a discipline and an activity, has a history comprising various perspectives and schools of thought. The origins in Political Science, was briefly described and reference was made to the different ideological approaches to the study of Public Administration. A brief definition of "public administration" was also provided and the different schools of public administration theories were discussed. The relevance of some of the schools of thought to the integrated human resource management approach, was mentioned, but the main school of administrative theory used in this thesis, is the generic functional view.

The generic functional view of public administration identifies six specific functions, universally applicable to the study of activity of public administration. A brief discussion of each was provided and the development of personnel

administration into human resource management, was highlighted. The last part of the chapter dealt with the specific approach that will be applicable to this thesis, namely the integrated human resource management approach. In the next chapter, the historical development of the DPSA will be discussed within the time frame stipulated in chapter 1.

Chapter 3: Historical perspective of the development of the Department of Public Service and Administration (DPSA): 1995-2001

3.1 Introduction

One of the important reasons for socio-economic hardships is the lack of trained employees, especially in the Public Service. South Africans are entitled to high quality service delivery and thus the Public Service has the responsibility of identifying skills that would enable line function departments to fulfil their obligations. Development and training of public employees will not only benefit the Department but will also uplift, challenge and advance the individual employee. In this Chapter, attention will be given to the transformation process in the DPSA. The DPSA has an important role to play in the development and training of public employees and, as such, should not appoint lesser skilled or inadequately trained employees. The reasons and circumstances surrounding Public Service development and training will be discussed and attention will also be devoted to the *Human Resource Development Strategy 2001-2005 for the Public Service*.

3.2 Establishing a new Department of Public Service and Administration

The *White Paper on the Transformation of the Public Service, 1995* outlines the broad policy framework for transforming the Public Service in line with its vision (Paragraph 2.1 of the *White Paper of the Transformation of the Public Service, 1995*):

The Government of National Unity is committed to continually improving the lives of the people of South Africa by a transformed Public Service that is representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all.

In 1996, the Commission of Inquiry on the Transformation and Reform of the Public Service was instituted with a specific mandate to investigate the structures

and functions of the Public Service, focusing on an internal audit and a review of each ministry and department as well as to propose revisions in the systems, routines and procedures of each. The underlying guidelines for the Commission were derived from the White Paper on the Transformation of the Public Service, 1995 together with Chapter 10 of *the Constitution*, 1996. Both documents identify the mission of the Public Service that include the creation of a people-centred and people-driven Public Service. The Commission of Inquiry became known as the Presidential Review Commission (PRC).

The PRC's key role was to assist in the transformation of the Public Service thereby creating an enabling agency that would establish democracy and entitle communities to services that are accountable and transparent. The PRC recommended that a new DPSA should be created that would take over various executive duties of the Public Service Commission and the provincial service commissions. The DPSA would be responsible for a range of policy documents designed to make the implementation of the White Paper on the Transformation of the Public Service, 1995 a reality. Additional duties assigned to the new DPSA include (Presidential Review Commission 1998):

- a) implementing the proposed reduction of 300 000 Public Service posts;
- b) audit of all provincial governments;
- c) development of a strategy for utilising information technology; and
- d) the revision of the complex Public Service Regulations.

The Cabinet of South Africa approved the new state administration model on 21 February 1996. The model had a basic impact on the internal functioning of the DPSA. All policy matters relating to human resource practices, conditions of service, labour relations, organisational development and information technology were assigned to the Minister of Public Service and Administration. All executive powers relating to the career incidents of public employees, organisational structures and post establishments of departments were transferred to the respective ministers and their departments. Amendments to the *Public Service*

Act, 1994 and the *Public Service Commission Act, 1984* had to be formalised in order to facilitate the changing roles of the Public Service Commission and the DPSA (Annual Report 1996:9).

Before the new model was implemented, the DPSA comprised 130 posts of which 15 were at the managerial level. The transfer of the Office of the Public Service Commission to the DPSA increased the posts to 377 of which 34 were at the managerial level. Funds, personnel and other resources were transferred from the Office of the Public Service Commission to the DPSA with effect from 1 April 1996 (Annual Report 1996:9).

The transfer of the functions from the Office of the Public Service Commission constituted the first step in the restructuring process of the DPSA (Annual Report 1996:9). By 1998, the DPSA had evolved into a department consisting of (Annual Report 1998:20A):

- a) three branches, namely:
 - Organisational Arrangement, Information Technology and Corporate Service;
 - Human Resource Management and Development; and
 - Remuneration, Conditions of Service and Labour Relations.
- b) Project Co-ordinating Team entailing:
 - one project leader for planning and work organisation;
 - one project leader for human resource management;
 - one project leader for information technology and management
 - one project co-ordinator for status quo training;
 - one project leader for labour relations; and
 - one project leader for European Union Projects.
- c) Chief Directorate: Reform and Transverse Support; and
- d) Chief Directorate: Communication and Ministerial Support.

In its 1998 Annual Report, the DPSA formalised its vision as promoting: '*A responsive Public Service that delivers on government's commitment to a better life for all the people of South Africa*'. Included in its mission is the rendering of professional support to the Minister in leading the transformation process by developing appropriate policies and facilitating their implementation through strategic interventions and partnerships as well as maintaining a functioning Public Service (Annual Report 1998:i).

The DPSA recognised the need for re-organisation after the Presidential Review Commission published its report and expressed the obligation for strategic support to provincial administrations with regard to human resource management and development. The DPSA restructured the Human Resource and Development Branch into three new units, namely, the Senior Public Service Unit, the Performance Management Unit and the National Transverse Programmes Team (Annual Report 1998:14).

The primary objectives of the National Transverse Programmes Unit would be to (Annual Report 1998:14):

- a) identify strategic occupation and other training and development needs within the Public Service;
- b) prescribe training and development to satisfy these needs; and
- c) implement and co-ordinate programmes which meet these specific needs.

The expected outcomes from the National Transverse Programmes Unit ranged from timeously providing government with a clear understanding of the strategic occupational training and development needs, to successfully managing training and development so that it would become both beneficial to the individual as well as to the Department (Annual Report 1998:14-15). Serious challenges would however constrain the transformation process, including the lack of racial, gender and occupational representativeness; the lack of clarity and communication in respect of the vision for change; a centralised control and a top-down

management style; poor productivity; a low and unequal level of service delivery, especially to the majority of the population; a disempowering work ethic; the absence of clearly defined roles and responsibilities; the lack of effective co-ordination and communication between the key agencies of transformation and the persistence of rule-bound practices and culture (Presidential Review Commission 1998).

The *White Paper on the Transformation of the Public Service*, 1995 highlighted some of the more important themes emphasised by the PRC. Building new management and leadership practices, improving co-ordination and communication and ensuring effective consultation and participation are themes central to the implementation of effective human resource development practices. Thus, since 1995, the policy direction of human resource management in the DPSA changed. The new direction was a movement away from the Public Service as a facilitator for human resource management to becoming an enabler for human resource development and training.

In 1995, the main objective of the DPSA was to drive the transformation process. However, after transformation was completed, what would the role of the Department be then? The PRC stated in Chapter 2 of its 1998 report, that after the major elements of transformation were achieved and the Public Service was more or less stabilised at both the national and provincial sphere, a large DPSA would no longer be necessary. The PRC recommended that an Office of Public Management should strategically be placed in the Office of the Presidency and should, as such, be charged with the authority to engage more effectively with other departments and with the provinces. The DPSA responded to this suggestion in the *1999-2000 Public Service Review Report* by stating that the Department, which was mandated with the responsibility of public service and administration, should address the essence of how best to regulate, supervise and support the ongoing development of the Public Service. It is an important debate, but the fact that a department should exist to exercise the overall

responsibility of the Public Service, should be kept in mind. The DPSA (Public Service Review Report 1999-2000:8) also declared that there is nothing wrong with exploring different ways in which such a department should be structured. The debate can only help to improve the quality of policy and decision-making in the Public Service (Public Service Review Report 1999-2000:8).

From the above it could be argued that the restructuring of the DPSA was part of government's plans to restructure the Public Service, making it more representative and responsive. Although the Department's role was more restricted towards facilitating transformation in the Public Service, the debate was opened by requiring the Department to contribute more to the Public Service, in the sense of policy formulation and implementation regarding human resources, service delivery and information management.

3.3 Increased need for human resource development

During 1997, the DPSA published the *White Paper on Human Resource Management in the Public Service*, detailing the shift away from personnel administration to human resource management. The vision of *the White Paper on Human Resource Management in the Public Service, 1997* is that human resource management will result in diversely competent and well-managed employees, capable of, and committed to delivering high quality services to the people of South Africa. The human resource management mission entailed that (*White Paper on Human Resource Management in the Public Service, 1997*):

Human resource management in the Public Service should become a model of excellence, in which service to society stems from individual commitment instead of compulsion. The management of people should be regarded as a significant task for those who have been charged with the responsibility and should be conducted in a professional manner.

The *White Paper on Human Resource Management in the Public Service, 1997* stated in paragraph 8 that human resource management will have to undergo a crucial change in order to realise the following management principles, including:

- a) increased delegation of managerial responsibility and authority to national departments and provincial administrations and within departments, the delegation of day-to-day management decisions to the line managers;
- b) the development of employees towards becoming service delivery-oriented, multi-skilled and multi-cultural;
- c) the continuing pressure for efficiency and effectiveness; and
- d) creating a flexible environment that considers both the individual as well as departmental needs.

The paradigm shift away from personnel administration to human resource management is important in the study of the relevance of human resource development and training to departmental effectiveness and efficiency. From the above, it could be concluded that since 1997, the emphasis in the Public Service has been on creating a Public Service that would, not only be responsive, but also well equipped to handle the added pressures of an ever-increasing population. Thus, human resource development and training become instrumental to departmental effectiveness and efficiency. Identifying the strategic link between appropriate individual placement and realising departmental priorities becomes an important task of all managers. The problem statement of this thesis states that human resource development and training is essential in the implementation of a learning organisation. The assumption can, thus, be made that without the identification of the strategic link, human resource development and training might not necessarily address departmental priorities. Implementing a learning organisation becomes more challenging when the learning taking place in the department does not benefit anyone besides the individual employee.

The responsibility for the day-to-day managing of human resources is delegated to the line managers. Thus, line managers will receive greater freedom, within the limits of their budgets, to determine the number of employees and the levels of skills they need to achieve the required results. To assist the line managers with the responsibility, human resource practitioners will have to develop a more professional role. Practitioners will have to assist management on issues regarding human resource legislation, labour trends and other human resource management and development issues (Paragraph 3.1 *White Paper on Human Resource Management in the Public Service, 1997*).

The DPSA published its policy on human resource development through the *White Paper on Public Service Training and Education* in 1997. The policy stressed the importance of human resource development while focusing on measures to improve the current training and development system. The principal aim of the policy was to establish a clear vision and policy framework to guide the introduction and implementation of new policies, procedures and legislation aimed at transforming Public Service training and education into a dynamic, needs-based and pro-active instrument ensuring a 'new' Public Service. The anticipated outcomes are, *inter alia*, strategically linking the new system of training and education to the broader processes of transformation, institution building and human resource development as well as ensuring the development of effective career paths for all public employees.

This change indicates that the DPSA realises the importance of strategically linking human resource development to departmental development. Through this policy, the DPSA intends to develop Public Service capacity to fulfil the demands of its ever-changing environment. Developing employee capacity to enable a department to develop its productivity in terms of efficient and effective service delivery becomes apparent in reviewing the *White Paper on Public Service Training and Education, 1997*.

Human resource development and training were placed high on the agenda for ensuring the successful implementation of the transformation process. The PRC (1998) identified two reasons for the importance of human resource development. The first reason was a growing awareness that investing in the employees of a department would result in a more productive department and second, the realisation that South Africa ranked last out of 46 countries in 1996 in terms of its human resource development performance. This provided the PRC with an incentive for focusing on the development of employees as a major investment.

The *White Paper on the Transformation of the Public Service, 1995* emphasises that the effective mobilisation, development and utilisation of human resource is not only an important individual and departmental transformation goal in itself, but also a critical factor for the success of the transformation process of the Public Service in general. A coherent and realistic policy for human resource development was needed at both the national and provincial spheres. Such a policy should, according to the *PRC Report, 1998* entail the elevation of the role and status of human resource development within the overall framework of government policy; the development of effective and lifelong career paths for all categories of employees; the introduction of effective performance management and appraisal systems and the use of incentives to reward individual and team performance; and the introduction of effective systems of staff development and training.

The decentralisation of authority to line managers was implemented during 1998, in accordance with the requirements of the *Public Service Act, 1994* (Act 108 of 1994). Line managers are given greater control of the utilisation of their resources and personnel, subject to the signing of a performance agreement and the delegation of the relevant powers. The cumbersome Personnel Administration Standards (PAS) were replaced with the Codes of Remuneration allowing for greater managerial flexibility within the framework of norms and

standards (Department of Public Service and Administration 2002(b): 6). The relevance of the stipulations to the problem statement of the thesis is evident in the human resource training and development responsibilities and roles of public managers. The argument could thus be forwarded that the extent to which a department is competent relies on the extent to which training and development are departmental priorities. Line managers are responsible for the implementation of performance frameworks that would fulfil their main objective (organisational efficiency and effectiveness). But, in order for the line managers to ensure that their department remains efficient and effective, they also have to ensure that the employees are competent and trained to such an extent that it would fulfil employee developmental needs. Herein lies the main challenge for human resource management - strategic alignment of individual employee development needs with the objectives and goals of the department.

The DPSA stated in its Annual Report (1998:13) that specific key initiatives were highlighted in order to ensure the successful implementation of new human resource policies, which included the establishment of a *human resource management and affirmative action forum* in February 1997. The purpose of the *forum* was to facilitate consultation between the DPSA and its clients with regard to providing guidance in human resource management and affirmative action matters during the transformation period. Human resource provisioning workshops were also provided , during September 1998, with the objectives of identifying problem areas in the staffing function and developing strategies to address these, obtaining inputs so as to develop good practice guidelines and collectively developing key performance indicators that are both realistic and achievable.

The 1997-1998 *Training Review* published by the DPSA indicates that progress has been made in the implementation of the *White Paper on Public Service Training and Education* through the adoption of five projects as part of the *Implementation Strategy*. The five projects, according to the 1997-1998 *Training*

Review are management support and capacity building; finance and budgets for training; accreditation, standard setting, co-ordination and alignment; communication; and monitoring and evaluation.

The *Public Service Review Report*, 1999-2000 (2000:64) affirms that the key challenge facing the Public Service is the need to attract, develop and sustain capable managers. Movement towards a system where managerial responsibility is devolved and decentralised is focused upon, provided that the principle of accountability is also enforced. As part of a better human resource management effort the DPSA indicates that more importance should be placed on increasing morale and motivation within the Public Service. The following measures are outlined to ensure that the human resource practices support the development objectives of the Department (Public Service Review Report 1999-2000:68-69):

- a) automatic promotions should be replaced with an appropriate career-pathing and pay progression system linked to performance;
- b) greater flexibility in employment practices should be introduced such as extended use of the fixed-term contracts for senior management;
- c) appropriate measures to reward performance should be developed and departments should be given flexibility to determine the relevant levels for rewarding performance;
- d) ethical conduct should be promoted through advocating adherence to the code of conduct;
- e) development of a labour relations framework for the public sector is vital; and
- f) skills development and empowering public employees should be intensified in order to fulfil the development nature of Public Service delivery.

Based on the above, human resource management within the DPSA will thus be focused on human resource development and training through an appropriate performance management system highlighting career pathing, performance

rewards, skills development and empowerment. It is believed that efforts to ensure that the DPSA's employees are capable of maintaining high performance standards, will result in enhanced service delivery.

Following the 1999 national elections, the Cabinet cluster system was restructured and the DPSA became part of the Governance and Administration Cabinet Committee. For the purpose of this thesis, the term "governance" will be defined as the government processes implemented to promote transparency, accountability, leadership, information sharing and stakeholder analysis (Hendricks 2002). The Governance and Administration Cabinet Cluster's efforts are aimed at facilitating greater integration of the DPSA with other support departments. The purpose of these efforts is to create an enabling environment for better service delivery. The Cluster is also able to identify key governance and administrative challenges that impact and shape the DPSA's future priorities. One of the key challenges is the shortage of skilled employees in specific professional areas (Department of Public Service and Administration 2002(b): 6-9). Close attention should, thus, be paid to the type of human resource development and training currently taking place within departments. A shortage of skilled employees will hamper the implementation of a learning organisation, in the sense that, without the appropriate skills the emphasis of the department will always stay on skills development and not on creating a learning environment characterised by skills sharing to enhance departmental effectiveness and efficiency. If development and training only aims to enhance the capacity of individual employees, departmental learning will not be facilitated and the emphasis stays on individual development and not on departmental development.

In line with the governmental budget priorities for 2000, the DPSA aims to align and consolidate human resource development in the Public Service. The DPSA assumes responsibility for the Public Sector Training and Education Authority (PSETA). Measures are also taken to strengthen and stabilise management

capacity through the introduction of parameters to the Senior Management Service (SMS).

3.4 Tswelopele - we serve the people who serve the people

The German Agency for Technical Cooperation Ltd. or *Deutsche Gesellschaft für Technische Zusammenarbeit* (GTZ) in collaboration with Andersen Consulting, launched a research project in the DPSA during 1999-2000. The project titled '*Tswelopele*' involved a comprehensive assessment of the DPSA which focused on the following (Department of Public Service and Administration 2000:3):

- a) an analysis of the *status quo* of the role, strategy, structure, systems, resources, processes and culture of the DPSA; and
- b) a determination of employee opinions through surveys.

A skills assessment report was one of the deliverables of the project, and this determined the current skills within the DPSA. The skills assessment was performed as part of the status quo assessment. The final report, presented in 2000, made specific conclusions and recommendations that closely link with the problem statement of this thesis. All different components within the DPSA developed their own work plan following the strategic planning process. Unfortunately, the different work plans were not aligned or integrated into an overall strategic plan (Department of Public Service and Administration 2000:9). Thus, establishing the link between individual positions and departmental efficiency and effectiveness was identified and recommendations were made to implement a comprehensive, coherent macro strategy that would cascade down to the lower levels. The *Tswelopele Report*, 2000 highlighted that a common departmental vision was not shared by all employees (Department of Public Service and Administration 2000:9). When trying to implement and manage a learning organisation, creating a shared vision would be one of the building blocks for the implementation of a learning organisation.

Further findings reported in the final *Tswelopele Report*, 2000 focus on the importance of an information technology framework that would do more than just facilitate communication, the transfer and formatting of documents through, for instance, e-mailing but, would also support the core activities of the DPSA. The *Report* also found that within the organisation (structure) of the DPSA, projects are formed that comprise cross-component team members which disrupt the formal line function, which could also hinder reporting and accountability. The departmental culture is characterised by an emphasis on rank that prohibits the free flow of information and ease with which integration of people in different ranks take place (Department of Public Service and Administration 2000:9-14).

Probably the most telling finding regarding human resources in the DPSA regards the lack of guidelines concerning the attributes, skills and competencies for the different job profiles (Department of Public Service and Administration 2000:14). Thus, it could be said that human resource management practices, such as training, will be inconsistent in its application and the establishment of a human resource management environment, where every employee realises his or her individual and departmental roles and responsibilities will be lacking. The DPSA needs to identify an integrated framework of competencies, which highlights all appropriate skills, knowledge and attributes of each job profile.

Regarding the organisational culture, the *Tswelopele Report*, 2000 recommends that the culture should be based on principles such as information sharing, creativity and innovation, professionalism, collaboration, job titles based on roles, transparency, open workspaces, ownership and leadership (Department of Public Service and Administration 2000:14). The skills assessment conducted indicate that on average the DPSA employees have only a basic understanding in proficiency across all skills areas and that financial management skills lack. Furthermore, the DPSA employees do have above average computer skills as well as above average skills in generic areas including interpersonal skills and communication skills. Levels 14 and 15 are highly skilled compared to the other

levels within the DPSA while levels 11-13 have adequate skills but lack practical experience in which the skills can be tested (Department of Public Service and Administration 2000:14).

The *Tswelopele Project*, 2000 recommends that all human resource practices should be aligned to a basic competency model that will identify all the competencies that are required within the DPSA. In the alignment of practices, the DPSA will be able to recruit, retain, compensate and develop all the relevant skills that will assist them to achieve their strategic objectives. A staff development model is proposed that should comprise a training curriculum, skills tracking mechanism, career planning initiatives and incentives and rewards. The model will institutionalise staff development to ensure that the skills required in future are realised and maintained (Department of Public Service and Administration 2000:16).

The 2000 *Tswelopele Project's* recommendations can be closely aligned to principles needed for the implementation and management of a learning organisation (as will be discussed in Chapter 5). The recommendations are based on issues and risks that will impact on the design and implementation of the DPSA organisational, and thus also human resource management strategy. Part of the recommendations is that the DPSA needs capacity to ensure that the change management effort continues in a sustainable manner. The DPSA needs strong executive leadership and sponsorship in order to facilitate successful change efforts while maintaining continuous buy-in into the change effort through collective ownership on all the different levels of the hierarchy. Senior management must ensure that the change process is consistently communicated throughout the hierarchy.

Based on the recommendations made by the *Tswelopele Project*, 2000 the DPSA revised its departmental structure as from 1 April 2001 which involved 269 posts. The major changes included the integration of the old Human Resource

Management and Development and the Conditions of Service, Negotiations and Labour Relations Unit into one new entity, titled 'Integrated Human Resources'. The Anti-Corruption and High Profile Cases was a newly established unit created to address corruption in the Public Service. The Information Technology and Knowledge Management Unit was created within Corporate Management, to oversee the services provided by the State Information and Technology Agency (SITA), to ensure information resource planning and, to develop and implement a knowledge management strategy for the DPSA. Lastly, the Public Service Information Unit was transferred from the Service Delivery Improvement Branch into the Information and Information Technology Management Unit, with the Office of the Government's Chief Information Officer. Overall, the posts were also reduced from 269 to 258 with a breakdown of the structure per level provided in table 3.1 (Department of Public Service and Administration 2002:35-36).

Table 3.1 Breakdown of the structure per level (31 March 2002)

Post designation / grading level	No of posts	Filled posts			Vacant posts
		Total	M	F	
Director General (Level 16)	1	1	1	0	0
Executive Manager (DDG Level 15)	4	3	2	1	1
Senior Manager (CD Level 14)	12	11	7	4	1
Manager (Director)	35	27	19	8	7
Levels 9-12	90	77	42	35	13
Levels 5-8	82	73	20	53	9
Levels 1-4	34	35	19	16	0
Total	258	227	110	117	31

Source: Department of Public Service and Administration. 2002. **Medium term strategic plan 2002-2005**: 36.

The *Tswelopele Report*, 2000 identifies the culture and need for training and development in the DPSA. The exercise failed in its attempt to determine what the skills gap is between the skills currently found in the DPSA and the skills

needed for the future. It did however, identify the need for the strategic link required between individual development and departmental performance. The problem statement of the thesis stipulates that training and development in the DPSA does not facilitate a learning organisation. Throughout the discussion emphasis will continuously be placed on strategically linking the importance of an individual position to the attainment of departmental effectiveness and efficiency. Further human resource development outcomes and implications will now be discussed.

3.5 Human resource development outcomes and implications

In 2001 the DPSA was instrumental in compiling the national human resource development plan. The stated aim of the Chief Directorate: Human Resource Development is to provide policy, advice and support on human resource development matters (Human Resource Development Strategy 2001-2006 for the Public Service, 2001(c)). The creation of a national human resource development plan aims to encourage the development and training of public employees as an important aspect in the fight against poverty and other unacceptable socio-economic issues. Development and training should, however, not only take place for the sake of developing and training public employees, but should also be intended to raise the quality of public service delivery as well as lead to socio-economic upliftment. The need for human resource development has increased since 1994, even though training initiatives have been undertaken in both national and provincial spheres of government, they have been fragmented and uncoordinated, with inadequate monitoring and evaluation mechanisms to assess the success of such training courses. In order for development and training to be beneficial to the Department and its employees, a comprehensive, coherent training and education strategy for the Public Service was needed (Human Resource Development Strategy 2001-2006 for the Public Service, 2001(c)).

The ministers for Labour and Education, respectively launched the *National Skills Development Strategy* and the *National Human Resource Development Strategy* in 2001. The *Human Resource Development Strategy's* main aim is to provide a holistic approach to human resource training and development in the Public Service. The impact of major resource and capacity constraints on public service delivery are addressed in the *Human Resource Development Strategy (Human Resource Development Strategy 2001-2006 for the Public Service, 2001(c))*.

Annual reporting and reviewing will take place over the next five years and every year an adjusted strategy will be implemented to ensure the successful implementation of the human resource development strategy in all departments. The *Human Resource Development Strategy 2001-2006 for the Public Service* has as its vision the achievement of a dedicated, responsive and productive Public Service. The mission is as follows (*Human Resource Development Strategy 2001-2006 for the Public Service, 2001(c)*):

... to maximise people development, management and empowerment through quality skills development to accelerate transformation and service delivery that will benefit the people of South Africa.

The strategic objective for the *Human Resource Development Strategy 2001-2006 for the Public Service, 2001* is to deliver, by the year 2006, effective and equitable services to its clients and stakeholders. The Strategic Development Indicators are the reduction of the general backlog of services, reduction in the number of complaints and an increase in the number of service departments, institutions or organisations that all have achieved Investors in People Accreditation (as further described in section 2.6 of this chapter). The desired outcomes for the strategy are (*Human Resource Development Strategy 2001-2006 for the Public Service, 2001(c)*):

- a) desired outcome 1 – full commitment to promote and implement the human resource development strategy in all public institutions and organisations;
- b) desired outcome 2 – establish effective strategic and operational human resource development planning frameworks;
- c) desired outcome 3 – establish relevant competencies within the public services; and
- d) desired outcome 4 – implement effective management and co-ordination of the human resource development strategy.

The DPSA will be responsible for ensuring that systems are in place to determine the needs analysis for effective development of training courses as well as creating a system to recognise accreditation of information learning in the past. The development and implementation of continued training courses for human resource development professionals and the promotion of pre- and post-training evaluation for training are the responsibilities of the DPSA (*Human Resource Development Strategy 2001-2006 for the Public Service, 2001(c)*).

Thus, through the *Strategy* the DPSA intends to highlight the importance of human resource development and training that would benefit each employee and consequently lead to the development of the Department. The development of the Department relates to the effective and efficient utilisation of employees, and in so doing positively impact on service delivery. The *Strategy* clearly indicates government's commitment to the development and training of all employees and thus establishes the groundwork for facilitating a learning organisation.

Human resource development and training in the DPSA are addressed through the *Human Resource Development Strategy 2001-2006 for the Public Service, 2001*. The question remains whether the DPSA will be able to implement the Strategy and achieve its objectives of capacity building and empowerment. Currently the DPSA has no departmental human resource development policy or

strategy. Hendricks (2002) states that the strategy is being drafted and should be completed for implementation in March 2003. The current performance management system (will be discussed in more detail in Chapter 4) will inform and integrate human resource development with organisational efficiency and effectiveness. The tendency in the DPSA is to move to a more team based review involving a 360 degrees peer review process. Thus, employees will be reviewed by their supervisors, peers, colleagues and subordinates in order to obtain a clear analysis of skills, competencies and performance. The formulation and implementation of a DPSA human resource development strategy will be integrated with the performance management system currently being implemented in the Department.

The national *Human Resource Development Strategy* sets out desired outcomes covering a period of five years starting in 2001. An evaluation conducted in five years time will, only then, determine the success of the *Strategy*. For the purpose of this thesis, the *Strategy* will be the framework of desired standards against which the human resource development and training opportunities and outcomes for the period 1994-2001 will be measured.

The principle of lifelong learning, defined as the learning that takes place while in the employment of the DPSA, is part of the management framework to implement the human resource development strategy. As such, the DPSA will have specific roles and responsibilities to ensure the successful implementation of the strategy in the Department. All government departments should identify functional areas that are critical for service delivery, taking into the account the Public Service Sector Skills Plan. The DPSA should thus identify both crosscutting and functional skills that will ensure that the Department realises its service delivery targets. The Workplace Skills Plans should be submitted to the Public Service Education and Training Authority (PSETA) for quality assessment against the Public Service priorities. Workplace Skills Plans should be continuously monitored and evaluated. The *Strategy* further details specific role

and responsibilities assigned to the DPSA, including to align departmental training budgets with the Workplace Skills Plan, to develop a clearly articulated human resource development policy and to ensure that training of supervisors and managers as to their respective roles and responsibilities within the Department's human resource development policy. The heads of department will be responsible and accountable for ensuring that subordinates are given opportunities to learn through the development and implementation of the departmental human resource development strategy.

The Skills Development Facilitator (SDF), appointed by the Head of Department, should investigate and identify the patterns of people development in the Department in order to identify specific skills shortages and priorities. The Workplace Skills Plan will be the responsibility of the SDF and as such he or she will have to submit the Plan to the PSETA, advise the Department on the implementation of the Plan as well as facilitate the PSETA on the establishment of quality assurance requirements. Drafting the annual training report and co-ordinating the Learning Committee meetings will also be part of the SDF's job description. A learning committee is compulsory where a department comprises more than 50 employees. The committee should be utilised for consultation and ratification of all skills development issues. A learning committee should comprise members that reflect representativity in terms of position or rank, race and gender (*Human Resource Development Strategy 2001-2006 for the Public Service*, 2001(c)).

The *Human Resource Development Strategy 2001-2006 for the Public Service*, 2001, specifies the responsibilities of both managers and employees in terms of organisational and individual development. Managers should, at all times, ensure that employees are given the opportunity to learn as well as offer formal approval for learning activities such as courses or seminars. Managers will also have the responsibility of ensuring that skills are transferred and that training does not only take place for the sake of training but also serves both the departmental as well

as individual objectives. Together with the employees, the manager will ascertain the training needs of employees and plan and manage that individual's career within the DPSA (*Human Resource Development Strategy 2001-2006 for the Public Service, 2001(c)*).

The employee should apply the knowledge taught him or her and take full advantage of all training opportunities available. An employee should become an active member in his or her own evaluation through implementing personal development plans and always confirm his or her willingness to develop and learn through challenging work experiences (*Human Resource Development Strategy 2001-2006 for the Public Service, 2001(c)*).

The devolution of the human resource development and training responsibility to line managers implies that the line managers of the DPSA will be held accountable for the capacity building and empowerment of their employees. The actual success of line managers with regard to human resource development and training is evaluated through the use of questionnaires. The challenge of providing human resource development and training to employees that will benefit both the Department and the individual is the main focus of the thesis. By using the questionnaires to ascertain the impact of human resource development and training in the DPSA, it aims to prove that line managers in the DPSA understand the importance of building capacity, but that the implementation of the *Human Resource Development Strategy 2001-2006 for the Public Service, 2001*, has not yet met its goals and objectives.

3.6 Investment in people

The current human resource and equity challenges in the DPSA centre around the principle of developing the skills and capacity base required for the existing demands as well as future (anticipated) demands placed on the Department. The DPSA is attempting to address this challenge through a variety of processes including a skills and competency assessment, a skills gap analysis and the

introduction of focused career development training interventions aimed at enhancing and strengthening the overall performance management and assessment system (Department of Public Service and Administration 2002(b): 36).

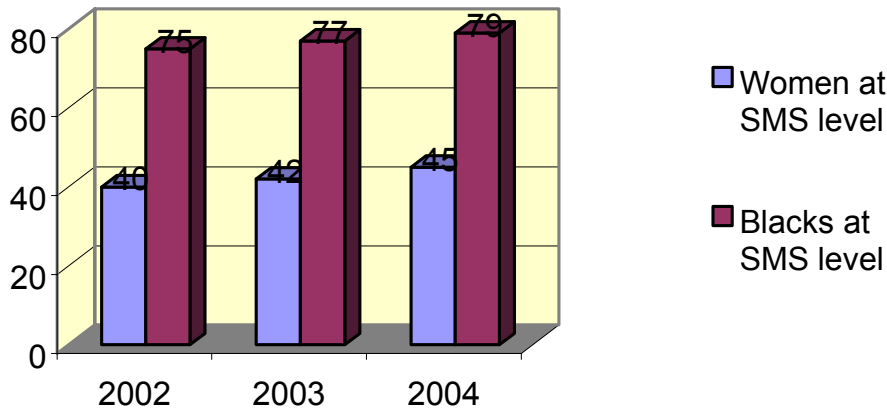
The DPSA has chosen, as a pilot site, to participate in the Investment in People Standards Project sponsored by the Department of Labour, supported by the European Union. Departments taking part in the Project are recognised for their commitment to inform and develop their employees in order to achieve departmental goals and targets and thus to improve departmental performance. The Project is set to run over a two year period during which participating departments are expected to ensure that the objectives of the Investment in People Standards are met and maintained. The Project is based on four main principles, including (Department of Public Service and Administration 2002(b): 36-37):

- a) a commitment to developing employees in order to achieve departmental aims and objectives;
- b) clear planning regarding aims and objectives and what employees need to do to achieve them;
- c) effective development in order to improve departmental performance (real action); and
- d) understanding and evaluating the impact of departmental investment in people on performance improvement.

The DPSA has started to address its equity targets especially with regard to women in management positions. A joint initiative between the Malaysian and South African governments has allowed for several women in middle and senior management positions to take part in extensive leadership development programmes during 2001/2002. The initiative will remain a focal point of the DPSA's human resource development agenda until the ratios of women and blacks in management positions reflect the equity targets. The specific targets

the DPSA have identified are detailed in Table 2.2 (Department of Public Service and Administration 2002(b): 37).

Figure 3.1 Equity targets for the DPSA



Source: Department of Public Service and Administration. 2002(b). **Medium term strategic plan 2002-2005: 37**

Currently the DPSA's race profile is as follows: 26% White, 67% Black, 3% Coloured and 4% Asian/Indian. Women comprise 52% of all employees and men 48%. Lack of appropriate skills; rate of attrition due to promotions, transfers to other departments and resignations; and HIV/Aids and other diseases affecting the health of employees were identified as possible risks to the DPSA achieving its equity targets (Department of Public Service and Administration 2002(b): 37).

The DPSA proposes to introduce interventions that will facilitate the realisation of equity targets through internships or targeted development and by ensuring that a supportive working environment exists. Women in management are not the only targets, but women at all levels of the DPSA are being targeted. The majority of women currently hold positions such as administrative assistants, secretaries and clerks. Given the supportive nature of the DPSA, in terms of providing equitable and fair working conditions, staff attrition is fairly high and the

Department needs to focus on detailed succession planning and retention strategies in order to become a learning organisation.

3.7 Training and development framework

The DPSA has recognised that to send employees for training without clearly defining the need and expected outcomes of the training, is a waste of resources. Currently a draft policy on training and development in the DPSA is being developed. The purpose of the draft policy is to provide guidelines for training and development interventions accompanied with the financial assistance needed to address the skills gap in the DPSA. The objectives will inform as to which type of training and development interventions should be identified that will support skills development. The objectives of the draft policy include (Department of Public Service and Administration 2002(a): 2):

- a) to assist employees to become suitably developed to perform and improve their roles and jobs;
- b) to assist the DPSA in acquiring the necessary competencies to achieve strategic and functional objectives;
- c) to strengthen departmental performance and professionalism;
- d) to provide a mechanism for retention once employees have been developed;
- e) to use the training and development budget effectively and efficiently in order to promote career development and competency proficiency; and
- f) to utilise appropriate accredited service providers.

The *Draft Training and Development Policy* (Department of Public Service and Administration 2002(a): 3-6) sets out the roles and responsibilities regarding training and development for all the relevant stakeholders including top management, line managers, the skills development facilitator, employees and the skills development committee. Top management's role extends to the way in which the training budget is utilised as well as creating a conducive training and development environment for the implementation of the Workplace Skills Plan.

Line managers responsible for ensuring that their subordinates have access to development opportunities, know how the undertaken development will influence individual performance and ensure that the chosen training intervention is the most efficient and effective in terms of permitting the employee to obtain the best possible advantage for personal and professional performance improvement.

Employees have to ensure that they participate in the development of their personal development plan. They should be committed to their own career development and management as well as assist in the development of their career paths. Most importantly, is that employees should ensure that their development needs and plans are linked to their positions and career paths (Department of Public Service and Administration 2002(a):4-5).

The *Draft Training and Development Policy* (Department of Public Service and Administration 2002(a):12) maintains that in order to facilitate the implementation of a learning organisation, employees have to actively participate in identifying and evaluating training and development. After attending a training course, employees are expected to make a presentation to other employees. The draft policy does not elaborate as to the content of the presentation but, in order to ensure that training and development remain meaningful (in terms of individual and departmental effectiveness and efficiency), the regular evaluation of training courses have to be strictly implemented. This would imply that the intentions regarding skills development were specifically stated before the training course was presented and that evaluations take place after completion of the training course and will be based on the predetermined criteria and intentions.

From the above, it could be concluded that training and development have received attention from senior management in the Department of Public Service and Administration. In order to understand the process involved in implementing and managing a learning organisation, senior managers will have to ensure the

appropriate alignment of departmental training priorities with individual employee and group training and development priorities.

3.8 Conclusion

It could be concluded that the DPSA has undergone several changes in the past six years. The focus and emphasis of the Department was transformed and the Department is now responsible for ensuring appropriate human resource development in the Public Service. The DPSA is also responsible for encouraging the use of their own workplace and an active learning environment and to encourage employees to participate in learnerships and training courses.

The DPSA has to ensure the quality of education and training courses in the workplace. All changes and policies that have been implemented by the DPSA were aimed at achieving the goal of shaping their employees for a future filled with more demands, requiring a commitment to lifelong learning (while in the employment of the department). Currently, the DPSA is in the process of formulating a training policy that will guide the Department in determining the implementation and management of training and development initiatives.

In the next chapter, attention will be focused on the external and internal factors that influence training and development in the DPSA.

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.

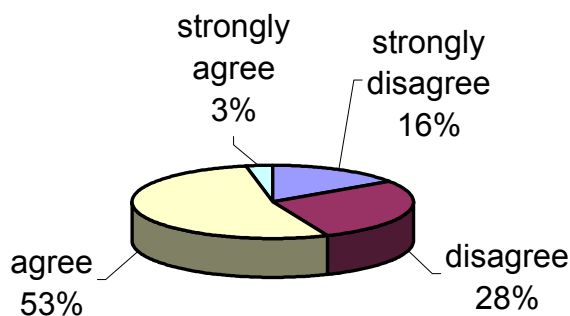
Vroom's expectancy theory is based on the premise that employees are motivated to perform because of the belief that the department will reciprocate by allocating the resources necessary to achieve effective and efficient job performance (Koontz *et al.* 1984:486). In practice, this would mean that an 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.

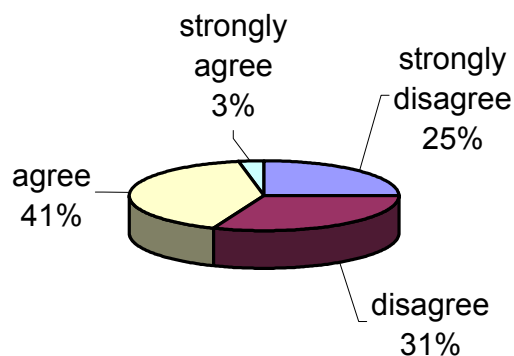
Figure 4.1: I have been given the training opportunities that would realise my career goals



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,

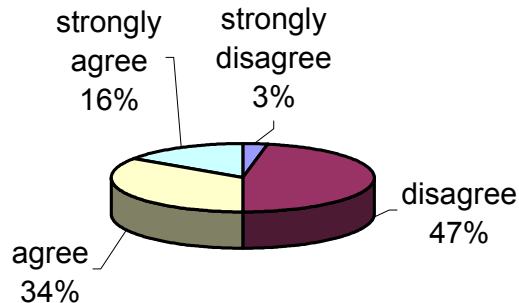
one should keep in mind that the learning organisation is also based on the assumption that individual and group learning priorities produce departmental effectiveness and efficiency. The indication that training provides for personal career development, but is not aligned with departmental training 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



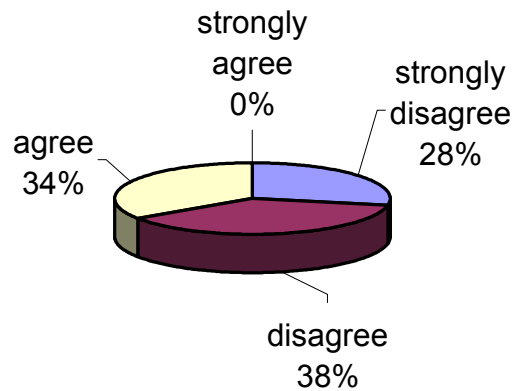
Based on the interpretation of respondents to the questionnaires, the deduction can be made that the majority of respondents (56%) perceive the DPSA as unable to align individual training priorities with departmental training goals and objectives. The lack of alignment is indicative of the lack of strategic 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

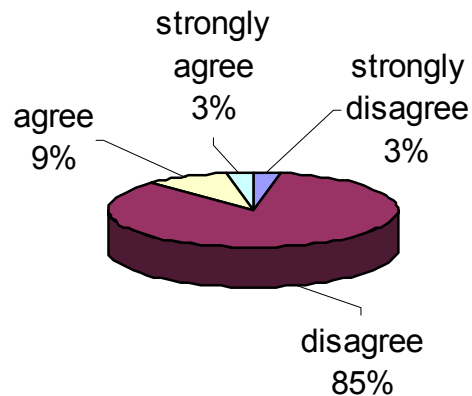
development and training are dependent on the transference of skills. Skills and the ability to function effectively and efficiently play an important role in the internal environment and influence human resource development and training.

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.

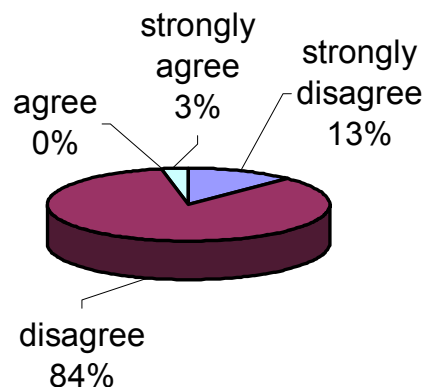
Included in the questions asked of respondents were, if they perceive training and development to have an effect on their own work performance. Figure 4.5 deals with the extent to which training courses are evaluated in terms of increased work performance. The evaluation should reflect departmental training 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

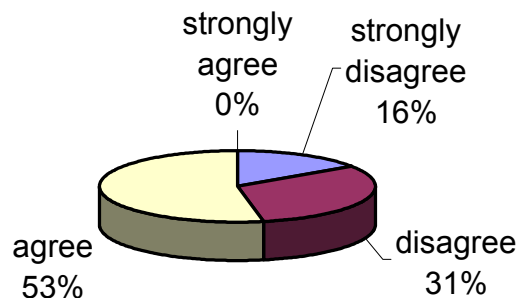
An attitude is defined by Williams (1982:52) as a '*predisposition to evaluate an object in a favourable or unfavourable manner*'. Attitudes involve both feeling and beliefs. Employees' attitudes towards human resource development and training will be influenced by the degree to which the training effort 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.

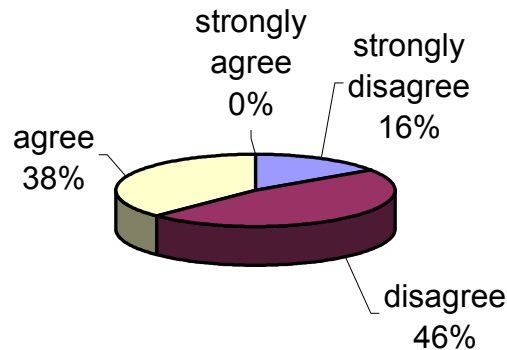
Respondents' perceptions and attitudes regarding alignment of departmental training priorities with individual training priorities were tested. Figure 4.7 provides an indication of whether the alignment is a perceived reality or not.

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.

Chapter 5: A human resource training and development profile of the Department of Public Service and Administration

5.1 Introduction

Chapter 5 deals with the term “learning”. Different learning styles as well as the learning cycle will be discussed. Andragogy, defined as adult learning, is introduced and the concept of learning is linked with training and development. Two main approaches to training and development, namely behavioural and cognitive, are described. Within the broader approaches to training, different types of training - from the more traditional to the more current - are depicted.

The second part of the chapter focuses on the information gathered through the questionnaires from current employees of the DPSA. The planning, guiding, budgeting and interpreting functions to departmental training and development are analysed and assumptions are made, based on the majority opinion of the DPSA employees. Learning will be restricted to adult learning and the styles, norms and processes that guide and facilitate adult learning.

5.2 Adult learning and education

Adult learning is the process through which sequential and organised activities are undertaken with the conscious intention of bringing about changes in information, knowledge, understanding, skills, appreciation and attitudes of adults (Man 2002:1). Adult learning characteristics include (Man 2002:4):

- a) freedom to avoid, engage in or withdraw from the learning experience;
- b) selecting his or her own area of interest;
- c) spacing the learning based on ongoing commitments;
- d) relying on authority is entirely based on competence;
- e) relationships with others offer greater levels of trust and discretion;
- f) seeking information that is relevant to one’s own experience or potential benefit for the immediate future;

- g) displaying a cooperative spirit in integrating the learning of others with own group achievement.

4.2.1 Andragogy

The adult-based approach to learning is called '*andragogy*', which is derived from the Greek word '*aner*' meaning man. The second Greek word '*ago*' means leading. Thus andragogy refers to the leading of man, or in this case, adult learning (Laird 1978:122 *cf.* O'Connor *et al.* 2002:129). While children see themselves as being dependent learners, adults perceive themselves as self-directing. Laird (1978:123) lists a number of features that recognise the maturity of adult learners. The features describe how adult learners are more problem-centered than content-centered. They encourage active participation in the learning process and learners have to take an equal share of the learning responsibility. Laird (1978:123) raises the important aspect that adult education should have learning evaluation as an integral part of the process. Thus, reappraisal and redesign of learning activities should form part and parcel of the adult learning experience.

Man (2002:6) found that adult learners learn best when there are clear learning objectives, when educators support the objectives, when workers are treated as adults and the methods and analyses are relevant to their performance. Learners appreciate the learning experience more when they can use their experience and existing knowledge in the learning process and when the process is interactive and conducive to group discussions.

As defined in Chapter 1, learning can happen deliberately, as a consequence of job demands or through personal commitment to learning (voluntarily)(Truelove 1995:297-298). Knasel *et al.* (2000:15) maintain that learning is based on four assumptions impacting on the understanding of the most effective approach to learning. The four assumptions are that learning is a continuous process,

learning is an active process, all people have an enormous capacity for learning and learning remains important for individual development.

In terms of instilling the principle of lifelong learning as a prerequisite to the implementation of a learning organisation, the process of education should become synonymous with human life. Lifelong learning and education include formal and informal learning extended throughout the life-span of an employee in order to fulfil individual and professional potential to the fullest. Adult education and the concept of lifelong learning can be linked by identifying five norms that ratify the concept. Man (2002:2) states that, firstly, the norm of utility describes adult education as the process that meets the functional requirements of life and work. Second, the norm of structural freedom refers to the types and approaches through which adult education is implemented. Third, the norm of people's interest depicts the understanding of employees regarding new knowledge, methods and techniques. Fourth, the norm of comprehensiveness describes the content and impact of learning or continued education and last, the norm of essentiality or the absolute need for basic education details essential skills such as numeracy and literacy.

Thus, from the above it could be concluded that adult education comprises specific issues that should be addressed in determining human resource development and training efforts. The problem statement of this thesis highlights the importance of strategically linking individual competence to overall departmental effectiveness and efficiency, in terms of realising departmental goals and objectives. The different norms, described above, are important to the implementation of the learning organisation, in the sense that through addressing the functional requirements as well as the structural freedom necessary for adult education, the building blocks of information sharing and systems thinking could be facilitated. In understanding the term "adult education", the way in which it affects and impacts on the learning organisation could also be determined.

Adult learning has an important impact on the choice of training courses. Taking the characteristics of adult training into account means that the type of training that will be provided should be aligned with the way in which adults learn. Developing training courses for adult learners should take into account that adults will not be motivated by good report cards, but that the learning outcomes should be practical and self-benefiting. The most effective way to motivate an adult learner is to show the learner what and how his or her personal work life will be improved. Cognisance should be taken of the fact that the adult learner will already possess experience that could be beneficial to the training process.

Adults should be shown how to integrate the new knowledge with what they already know. This will only be achieved if the learner understands the value of training. Why the learning is useful and why a new skill should be mastered, have to be made known before the training commences. Adult training is self-pacing and as such, adults should be given every opportunity to participate in training initiatives (O'Connor *et al.* 2002:131-132).

The characteristics that describe adult education should be borne in mind when training courses are selected and training priorities are determined. The different stages in the adult learning cycle will now be discussed.

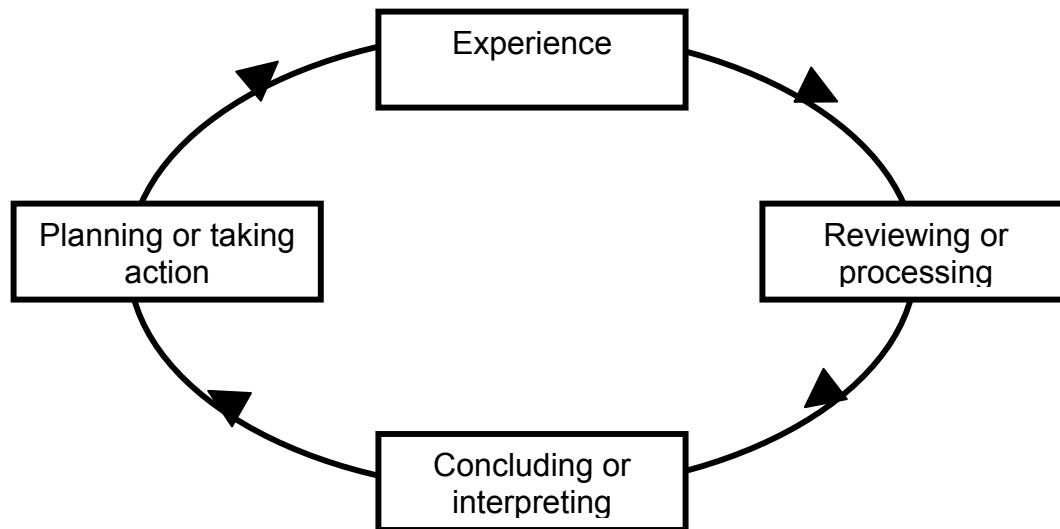
5.2.2 The learning cycle

According to O'Connor *et al.* (2002:132), the learning process includes four stages, namely (1) the learner has a concrete experience, (2) the experience is observed and reflected upon, (3) the experience is abstracted, conceptualised and generalised and (4) the generalisation is tested in new situations that lead to new experiences. Beeby & Booth (2000:7-8) *cf.* Tobin (1993:156-158) divide the cycle into the following four stages, including (Figure 4.1):

- a) experiencing or data gathering;
- b) processing or transforming data into information;
- c) interpreting or transforming information into knowledge; and

- d) taking action leading to conceptualisation when engaging with change issues or from knowledge to wisdom.

Figure 5.1 The learning cycle



Source: Mumford A. 1995. Putting learning styles to work: an integrated approach. *Industrial and Commercial Training*, Volume 27, Number 8:7.

The gathering of data has three primary sources, namely other employees, written materials and observation. Data is, however, rather useless if the learner does not place the data into some kind of context. Data is without value unless somebody uses it and even though employees are overloaded with data on a regular basis, information is what is needed.

Transforming data into information means that data receives a purpose and relevance. By creating opportunities through, for instance, training and development, data is made relevant and will attain a practical purpose, if applied. Information becomes knowledge through its implementation. Knowledge implies understanding and an important aspect to remember in the conversion of information into knowledge, is timing. Employees are constantly exposed to information, but if they do not apply the information directly, knowledge and

understanding will be lost and the training course would have been a waste of valuable resources. When intuition is added to knowledge, wisdom is created. As an employee becomes proficient in his or her chosen job, intuition about what will work and what will not, is developed (Tobin 1993:156-161).

The creation of new knowledge is an attribute given to humans. Wisdom cannot be given to anyone, but what the DPSA can do to ensure that their training courses culminate in wisdom being created, is to ensure that a learning environment that will nurture the development of wisdom is created. The environment will encourage individual learning, the application of learning to the employee's job and the sharing of ideas among group members (Tobin 1993:161-162).

The stages in the learning cycle influence the different levels of learning, namely individual, group, interdepartmental group and department-wide learning. Individual learning means that the learner has to become involved in reflecting and being open to experiences, while also paying close attention to inner thoughts and feelings, however discomfoting due to change or new experiences. Group learning involves taking into account both the content issues relating to the task as well as the process issues relating to group dynamics. Interdepartmental group learning requires that conscious attention be paid to the effects of different cultural perspectives on the process and content of learning. Negative group dynamics could have a detrimental effect and cause distortion in the learning experience. Department-wide learning requires that levels one through three are integrated in order to fulfil learning at a departmental level (Beeby & Booth 2000:7-8).

From the above, it could be argued that in order to facilitate the implementation of a learning organisation, department-wide learning should be evident. However, the lack of a strategic link between individual learning and departmental-wide learning is part of the problem statement of this thesis. The perception can thus

arise that a greater need for clarity on the content of the different stages of learning is evident in the DPSA. The DPSA, if it is to succeed as a learning organisation, needs to implement the different stages of learning in all its human resource development and training efforts. The learning cycle will be influenced by the different learning styles that can be identified in adult training and education. The learning styles also relate to the content and complexity of training course material as well as the capabilities of the adult learner. Learning styles need to be kept in mind when training human resources in the DPSA.

5.2.3 Learning styles

The style of learning is often ascribed to the learner's preferred approach to the learning activity. O'Connor *et al.* (2002:132) suggest that the approach to learning will depend on the style that the learner is most comfortable with and may even be a combination of several styles that facilitate the learning process.

Four prominent learning styles are identified by O'Connor *et al.* (2002:132-133), including:

- a) diverging style combining preferences for concrete experiences and reflective observation;
- b) assimilating style combining the learning steps of abstract conceptualisation and reflective observation;
- c) converging style combining the learning steps of abstract conceptualisation and active experimentation; and
- d) accommodating style combining the learning steps of concrete experience and active experimentation.

The converging style is used to find the practical use for ideas and theories. Dealing with technical tasks and problems are preferred over social or interpersonal issues. Converging learning is more appropriate for specialist and technology careers. The diverging style is more aimed at observing situations before taking any action. Generating ideas, through for instance brainstorming,

possessing a broad cultural interest and gathering information characterises this learning style. The arts, entertainment industry and service careers benefit from this type of learning style (O'Connor *et al.* 2002:133).

The assimilating style is used to understand a wide range of information and putting it into a succinct logical form. Abstract ideas and concepts as well as less focus on people are more appropriate to this style of learning and the information and science careers benefit from this style of learning. The accommodating style aims to learn primarily through hands-on experiences. New and challenging experiences draw the attention of the learner and they tend to focus more on their instincts than on logic. This learning style is important for effectiveness in action-oriented careers such as sales or marketing.

Although, different learning styles can be identified, it is important to take into cognisance the functional nature of a department when deciding on the most appropriate learning style. In the DPSA, and for the purpose of implementing a learning organisation, aspects of all the different styles could be relevant, depending on the type of training and the employees to be trained.

Mumford (1995:2) matches four different learning styles with the learning cycle as illustrated in Figure 4.1. First, the activists that learn best from short-term activities such as competitive team tasks - thus they relate better to having an experience (stage one of the learning cycle). Second, the reflectors that learn best from activities where they are able to stand back, listen and observe - thus reviewing the experience (stage two of the learning cycle). Third, theorists that learn best from activities where, what is being offered, is part of a system, concept or theory and the relevance has to be proven - thus concluding from the experience (stage three of the learning cycle) and last, the pragmatists that learn better from activities where there is an obvious link between the subject-matter and the problem or opportunity and they can try to emulate the model in their

own work situation - thus planning the next steps (stage four of the learning cycle).

The above describes the ability of the learning style to adapt to the content and objective of the development and training effort. Thus, when an employee is sent for financial management training and the content of the course requires the employee to be able to, independently, draw up a budget, deciding which items to account for and where they should be placed, it reflects a pragmatic style of learning. In instances where employees are just required to represent information presented to them, without critically analysing the relevance, they would be depicted as activists – able to relate, because of the shared training experience.

Dymock & Gerber (2002:2) maintain that learning begins with the experiences that employees have in everyday functioning. The extent to which employees are able to put into practice what they have experienced in life, will depend largely on how accommodating the training culture of the Department is and how well the individual employee is able to relate to departmental training priorities, goals and objectives. Descriptive data, later discussed in this chapter, will indicate that employees of the DPSA find it difficult to identify with departmental training priorities due to a lack of feedback and information regarding governmental training priorities.

The four main outcomes of learning, according to Shukla (1997:64-73) are adaptation to change, innovation, continuous improvement and transformation. Learning helps a department such as the DPSA to adapt to environmental changes, Learning involves the creation of knowledge that would help the Department to be innovative in terms of responding to demands and opportunities existing inside and outside the Department. The competitive advantage created through innovation lies in the fact that the Department is able to define the standards for quality of products and services. The Department will also be able to sustain a competitive advantage when they learn to make

continuous improvements in their already existing products, processes and services. Internally, continuous improvement will result in increased productivity and decreased costs. The Department will be able to derive even more benefits from learning if the learning is encouraged throughout the whole Department. Departmental transformation involves more than just structural changes, and will, thus, focus more on mind-set changes in employees. It is not sufficient to change the way in which a Department is structured. It is also necessary to change the way in which employees perceive, interpret, think and feel training and development.

5.3 Approaches to and types of training

Two approaches to training are identified by O'Connor *et al.* (2002:134), namely the behavioural and cognitive approaches. The behavioural approach is based on three basic assumptions. Firstly, observable behaviour rather than ideas or mental activity must occur to confirm that learning has taken place. Secondly, the environment shapes the learners and, not the other way around. Thirdly, how closely in time the teaching and learning bond together and become reinforced is crucial to how successful the training and learning experiences are perceived to be (O'Connor *et al.* 2002:134).

The cognitive approach to training views learning as changes in mental structures - how one thinks. Training has to be preceded by definite learning objectives, which break down the big picture into smaller mental, problem-solving modes. Learning involves more than just reacting to stimuli. It also involves the reorganisation of experiences in order to make sense of the environmental stimuli. Problems are either solved or unsolved and there is no state of almost being solved. The major difference between behavioural and cognitive theorists lies in where the control over the learning activity resides. For a behavioural theorist control resides in the environment or the instructor whereas for the cognitive theorist control lies within the individual learner himself or herself (O'Connor *et al.* 2002:138).

Traditionally, training occurred either on-the-job or off-the-job. On-the-job training can be defined as the type of training that would happen while the employee is present in his or her current work situation. On-the-job training should start with some sort of induction or orientation training for new employees. Van der Waldt & Du Toit (1997:395) maintain that orientation training will introduce the new employee to an unknown work environment. High turnover and costs will be reduced through an effective orientation training course because negative influences and feelings of ineffectiveness could be reduced. The positive outcome of orientation training is that productivity will increase and interpersonal relationships between employees will improve.

On-the-job training focuses on reviewing and learning from experience and is centered on learning from action and problem solving. Knowledge is created and shared with all working in that specific group within a department and thus team dynamics will be enhanced because functions are implemented collectively (Dymock & Gerber 2002:1). Robbins (1995:271) defines on-the-job training as the training that places employees in actual work situations. Koontz *et al.* (1984:440-442) and Robbins (1995:271-273) categorise on-the-job training into planned progression, job rotation, coaching and mentoring, multiple management and apprenticeships.

Planned progression is a career pathing technique used by managers to indicate the path that subordinates need to follow in order to move vertically in the hierarchy. The requirements for advancement are known and it is thus a step-by-step approach that requires that functions be implemented effectively and efficiently at each level. Job rotation is used to broaden the knowledge base of employees. Job rotation can, however, only be identified as a type of training if it will not hinder departmental productivity. Rotation can also not be used as a device to get rid of a difficult subordinate, but rotation should also benefit the trainees and not just the Department (Koontz *et al.* 1984:440-441).

Coaching is based on establishing a trust relationship between the manager and subordinate. Managers will need patience and wisdom in order to be successful coaches and subordinates have to continuously be recognised for their good performance. Mentoring is when senior managers tutor, coach, counsel and guide less experienced employees (Koontz *et al.* 1984:440-441 *cf.* Robbins 1995:272). The concept of multiple management is regarded as important to the DPSA (Hendricks 2002). Multiple management implies that junior, middle and senior managers are placed on *ad hoc* committees or work teams in order to stimulate development. Trainees are given the opportunity to interact with more experienced employees and trainees may even be expected to take a management role in a committee, thus exposing trainees to management development (Koontz *et al.* 1984:441-442).

Off-the-job training can be classified as classroom learning and is more based on the acquisition of a set of technical skills through formal teaching activities. Learners are provided with knowledge, skills, concepts, and the emphasis is placed on developing cognitive skills (Dymock & Gerber 2002:2). Thacker (2002:2) maintains that the main aim of classroom learning is valuing replicability and control. Off-the-job training can also be labeled as proficiency training. Proficiency refers to technical, communication, human, analytical and conceptual skills. Training becomes necessary in order to ensure that the different skills are applied correctly (Van der Waldt & Du Toit 1997:395). Robbins (1995:273-275) identifies specific methods to implement off-the-job training including vestibule training (employees learn their jobs on the equipment they will be using, but away from the actual work situation), seminars and conferences, programmed instruction (individuals learn a small block of information and are tested immediately to determine if material was understood) and outside reading, encouraging employees to read literature that would, for instance, keep them abreast of new developments in their respective fields.

Koo (1999:1) proposes action learning as the most extensive type of training currently. Action learning is the approach to training that is based on the distinction between doing things oneself and talking about getting things done by others. Action learning is implemented to make managers learn how to manage better by tackling the problems that they experience on a daily basis. Action learning is not the same as academic simulation and should be holistic in the way it views the learner, the management process and the learning experience.

Action learning values collaboration, personal autonomy, active engagement and personal relevance in the learning experience. The test for action learning is whether or not learning can be linked to understanding and action and thus reinforcing application (Thacker 2002:2). Action learning is highly situational, flexible and combines social processes with individual learning needs. Learners are being motivated to learn for themselves, to make more rational decisions because they understand the values, assumptions, actions, rights and prerogatives that affect any given situation (Koo 1999:1-2).

Action learning benefits the learner because he or she learns to learn. Since the learner manages the learning experience himself or herself, self-awareness of own and group performance is enhanced. The social aspects of the learning experience will be reinforced due to the fact that the learner learns through himself or herself as well as through the others in the group. Specific process objectives need to be followed in order to make action learning successful, including to (Koo 1999:3-4):

- a) help each other define the purpose, time scale and desired end results;
- b) help each other test and clarify training ideas;
- c) help motivate each other to take action;
- d) share ideas on how to resolve difficulties encountered by others;
- e) share information from own experiences;
- f) monitor learning progress;
- g) manage themselves and review the effectiveness of management;

- h) take charge of individual and group learning; and
- i) review and improve individual and group learning.

Action learning can also be categorised as competency based training and education. According to Drejer (2000:1), competence is a way of explaining a department's competitiveness – why some departments perform better than others with similar functional characteristics. Competence comprises specific generic elements, namely that technology is often the most visible part of competence, since it represents the tools that human beings use to implement their functions. Human beings are the most obvious part of competence because if a human being does not use the technology, nothing will happen. Organisation refers to the formal managerial systems under which human beings operate and the culture refers to the informal organisation (structure) of the Department. The departmental culture influences human beings with regards to the norms and values that guide daily functioning (Drejer 2000:3).

The competency based type of training should comprise the following six steps in its design. Spencer & Spencer (1993:290-291) state that the first step involves recognition, through which learners are able to convince themselves that the competencies being taught do exist and are important to being able to do their jobs effectively and efficiently. The second step is understanding - explaining the new competency concept in order to facilitate correct application of new competencies in current job positions. The third step entails self-assessment, which would provide learners with feedback on their own levels of competence measured against the levels that predict ideal performance, thus, indicating the skills gap between what is available and what is needed. The fourth step contains the practice of the taught skill in realistic job simulations in order to obtain coaching feedback on what is needed to raise the current performance standard. The fifth step encompasses the actual job application through which learners should set goals and develop action plans for how the new competency will be applied in their current positions. The last step describes the follow-up

support that encompasses activities such as sharing competency goals and plans with managers, rewarding initial experimentation with the use of new competency behaviours and holding regular goal progress review meetings in which trainees support and encourage one another in the application of new competencies.

Training and learning will not automatically result in competence being built or increased. Drejer (2000:5) maintains that learning takes place as a result of a critical reflection of one's own experiences rather than as a result of formal training and remembering theories. Competence identification and training are closely aligned with performance management and will be discussed in more detail in Chapter 6. Competency based learning reflects the principles important in the implementation of the learning organisation, including self-assessment, feedback, support and reflection.

The latest type of training deals with the effective utilisation of technology to enhance the learning experience. On-line learning is based on the principle of reproducing the student-tutor relationship more effectively and efficiently. Bork (2001:1) maintains that on-line learning has the potential of bringing learning to far more people at a lower cost to the learner. The goals of on-line learning are thus twofold, namely much better learning for all and affordable learning. On-line learning is fully active, focusing on the learner and not on the authority figure providing the information. Aspects that characterise on-line learning include that any person anywhere, any time, can be reached and can participate in training. Learners are much more active, knowledge is created and learners are kept interested in the learning experience.

On-line learning requires a level of proficiency and commitment to the learning experience. Before on-line learning can be proposed as an effective type of training, trainers need to be sure that the trainees will be committed to learning, will share their learning experiences with others and will be appropriately skilled

to utilise the technology. On-line learning can be very effective in a learning organisation but then, the building blocks or principles of the learning organisation need to be in place.

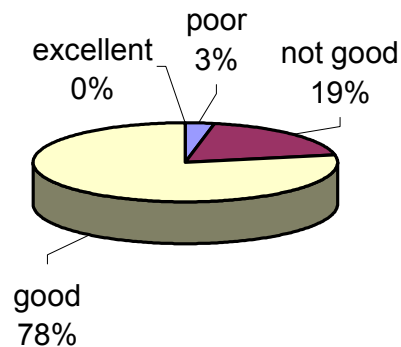
5.4 The training and development profile of the Department of Public Service and Administration

Training and development in the DPSA was assessed by using a questionnaire distributed to the targeted employees (as discussed in Chapter 1). In focusing on creating a training and development profile for the DPSA, attention was placed on four distinct managerial functions, including planning, guidance, budgeting and interpretation. Training and development will not take place without proper and appropriate planning and thus the extent to which the DPSA is able to plan for its training priorities will now be discussed.

5.4.1 Planning

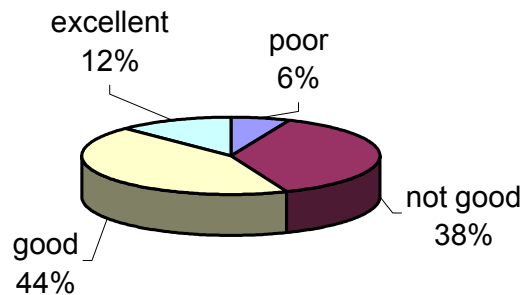
For the purpose of this thesis, planning will relate to the ability of senior management to determine, identify and implement the training courses that would satisfy the DPSA's training priorities. Planning the DPSA's response to long term training demands were tested, through the use of a questionnaire, as well as its ability to effectively and efficiently determine the technical and financial feasibility of identified training courses. Employee perceptions regarding their own individual involvement in determining training priorities were also tested through the use of questionnaires. First the long term planning for training priorities will be discussed in Figure 5.2.

Figure 5.2: Developing and adjusting long term training goals as necessary



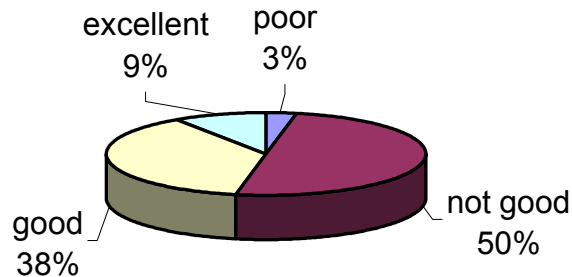
The DPSA is able to develop and adjust their long term training goals as necessary. 78% of respondents stated that the DPSA could forecast appropriate training needs for the future and adapt their training opportunities accordingly. A total of 22% of respondents suggested that the DPSA should re-evaluate the way in which they determine, develop and adjust their training opportunities to long term goals of the Department. The DPSA has the ability to decide what the long term training priorities for the Department should comprise. The challenge for human resource development and training and ultimately, for the implementation of the learning organisation, lies in the DPSA's ability to effectively communicate important training priorities to employees and ensure that the training priorities coincide with employee training and development needs. Figure 5.3 provides an indication of the degree to which the DPSA is able to develop alternative strategies for accomplishing training goals.

Figure 5.3: Developing alternative strategies for accomplishing training goals



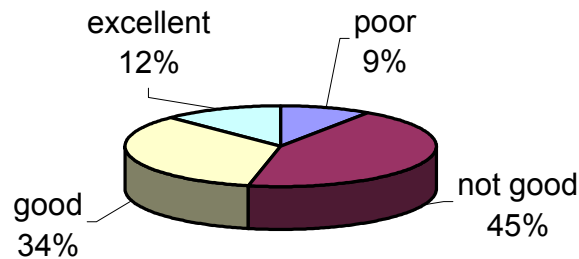
The majority of respondents (44%+12%) stated that the DPISA offers a variety of ways and means to accomplish training goals. What this indicates, is that the DPISA is able to identify a variety of different training courses that would attain the same outcomes. More than one training provider is available to offer the same training content in various ways. What it would also indicate, is that the DPISA, through a process of in-house learning, is able to transfer the appropriate knowledge to employees and need not rely on either departmental training courses or private institutions to provide training to employees. With regard to the implementation of a learning organisation, this would be an important contribution. The learning organisation is one offering continuous learning and thus able to transfer knowledge as an important aspect of creating a lifelong learning environment. Figure 5.4 and 5.5 determine the financial and technical feasibility of training courses provided by the DPISA.

Figure 5.4: Assessing the financial feasibility of alternative courses of action



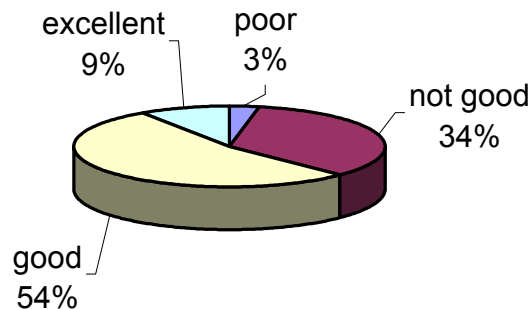
The majority of respondents (53%) indicated that determining the financial feasibility or viability of different training courses is not done in an effective and efficient manner. Especially when donor funding is used, the financial management of training courses should be strictly applied. Financial management is also a means of controlling or measuring the positive outcome of a specific training course. Close financial management, control and auditing will ensure that appropriate targets or objectives are set for a training course and proper review will ensure that the specified objectives have been appropriately met.

Figure 5.5: Assessing the technical feasibility of alternative courses of

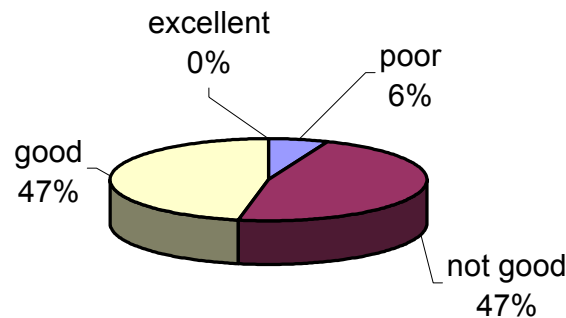
action

The technical feasibility of a training course relates to the way in which the DPSA determines whether or not training is appropriate and useful in terms of departmental goals and objectives. A total of 53% of the respondents indicate that the DPSA needs to re-evaluate the manner in which it determines the technical feasibility of training courses. Training will only be appropriate if the learning process is implemented appropriately. Thus, data needs to become information, information turns into knowledge and knowledge leads to the creation of wisdom, as discussed earlier in this chapter. For instance, examples have been used of employees attending computer literacy courses, a valid training need. However, only 10 computers were available for training 40 employees, thus four employees had to share one computer. Furthermore, some of the participants had no access to computers in their current positions, thus all new information or even knowledge could not be reinforced in order to change it into wisdom. The resources utilised for the training course should thus be determined in terms of its technical feasibility before a training course commences.

Figure 5.6: Developing plans for the department that include costs, employee or material needs



The majority of respondents (53%+9%) state that the DPSSA makes enough provisioning for costs, personnel and/or material needs in planning for its training courses. From the responses received in the questionnaire, it could be argued that the DPSSA, once the training course has been identified, is able to correctly determine what the costs, material needs and personnel utilisation will need to be in order to effectively and efficiently implement the selected training course. Only 38% of the respondents indicated that the DPSSA does not effectively and efficiently utilise its resources when implementing selected training courses. Thus, training efforts could suffer if not all employees understand the resource implication of providing training courses. This manifests itself in employees being targeted for training and then not showing up for the training course. The costs of just duplicating material for 50 learners when only 25 show up, is a waste of resources if employees are not held accountable for their lack of interest in selected training courses. Hypothetically, if a training course is offered at the rate of R2 000 per learner and if only 50% of the learners show up for a training course, R50 000 will be misspent. If this trend continues throughout the year, a large sum of money will be wasted and the department will not be able to justify its human resource development expenditure. Figure 5.7 provides an indication of the extent to which personal career paths are planned for and promoted in the DPSSA.

Figure 5.7: Developing personal career paths

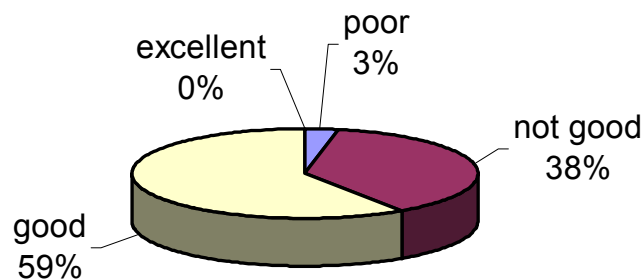
A total of 53% of all respondents suggested that training courses that are provided do not fulfil their career paths or that the concept of planning for a career path through appropriate training courses, does not exist. Career pathing is an integral part of performance management (as is discussed in Chapter 6). However, even if career pathing is indicated and employees do not accept the path being identified for them, the exercise becomes fruitless and the concept of career pathing becomes an exercise in semantics. Career pathing needs to inform training so that appropriate training courses can be identified that would not only satisfy individual employee career needs, but also strategically fit into the departmental human resource management plan. Identifying the strategic link between individual and departmental development will increase the possibility for the DPSA to transform itself into a learning organisation.

Planning can not be discussed in isolation, especially when training and development initiatives are determined. Only when managers are able to plan effectively and efficiently for training, will they be able to guide training courses, realise training goals and identify development priorities.

5.4.2 Guidance

Guidance, in terms of the research conducted, relates to the extent to which the DPSA is able to anticipate and solve possible obstacles to the implementation of training courses. Guidance also refers to the ability of management to identify training courses that would satisfy departmental training needs as well as establishing priorities among competing training courses. Guiding employees through training and setting realistic deadlines for the completion of training courses are important tasks of the DPSA manager. Guidance will closely link up with the ability of the individual manager to manage the performance of all his or her subordinates. Guidance offered during the performance management reviews will advise the training initiatives to be undertaken and if managers are not equipped to manage individual performance, training and development will be hampered. The ability of management to determine obstacles to training and development within the DPSA will now be discussed (Figure 5.8).

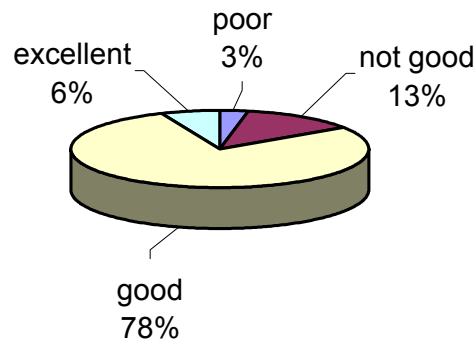
Figure 5.8: Anticipating obstacles to achieving departmental training goals and identifying means to overcome them



It can be argued that the DPSA is able to identify appropriate training courses that would enhance departmental effectiveness and efficiency, then it could also be argued that the majority of respondents (59%) indicated that the DPSA is also able to identify possible challenges to the implementation of departmental training courses as well as strategies to overcome them. Thus, the research has shown that the DPSA is capable of planning for their long term training goals and

objectives and guiding the Department to implement those training courses that would benefit departmental goals and objectives.

Figure 5.9: Identifying specific training courses needed to accomplish departmental training goals

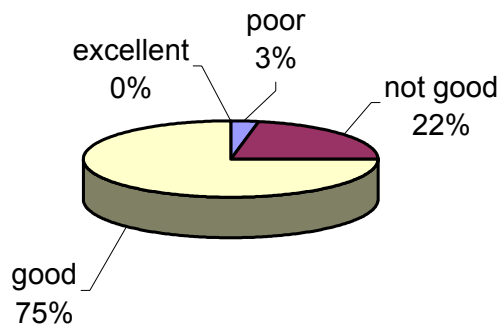


Taken with the results of the previous question, the majority of respondents (78%+6%) indicate that the DPSA is well equipped to identify specific training courses that have to be implemented in order to satisfy departmental training goals and objectives. A minority of respondents (16%) implied that the DPSA is not able to identify specific training courses needed to accomplish departmental goals. In their cases, the research shows that the DPSA's training goals are not as clearly communicated to everybody as would have been anticipated. The uncertainty of identifying training courses appropriate to departmental training needs indicates that some employees might not be aware of what the important training and development focus areas are and because of this ignorance, the training that takes place does not satisfy departmental needs. It could, furthermore, be argued that employees might feel that the training courses they attend add no value to either themselves or their positions in the DPSA.

Adding value to individual and departmental performance are important aspects in the implementation and management of the learning organisation. Through evaluation, the content and applicability of training courses can be assessed and the resources spent on the implementation of training courses, can be justified.

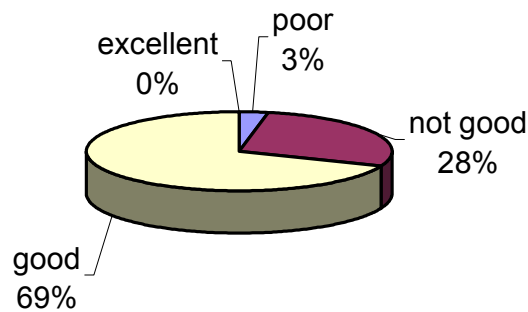
Learning needs to be meaningful in order to facilitate the creation of a learning environment. For this purpose, training courses need to be evaluated and individual training priorities need to be aligned with departmental training goals and objectives. Figure 5.10 displays the outcome of the DPSA's perceptions on its ability to establish training priorities among competing training courses.

Figure 5.10: Establishing priorities among competing training courses



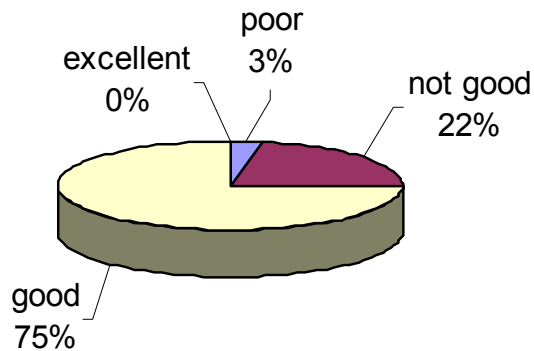
The majority (75%) of respondents attested to the fact that the DPSA is able to establish priorities among competing training courses. Thus the Department can clearly link their departmental training objectives to the training courses that are available. The fact that the DPSA is able to establish the link between departmental training needs and appropriate training courses show that the strategic link between departmental objectives and training offered, exists. The only challenge is then to make sure that departmental training needs coincide with the training needs expressed by individual employees. The strategic link between the individual and the Department needs to be clearly identified if training is to be significant in terms of individual commitment to departmental training goals and objectives.

Figure 5.11: Setting realistic deadlines for completing departmental

training courses

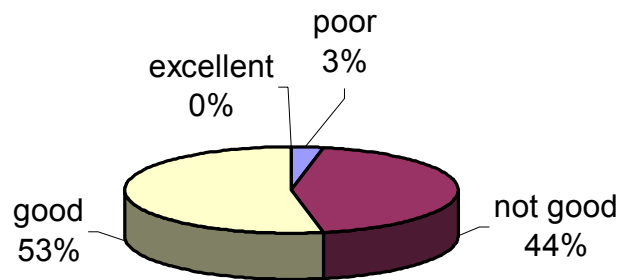
A total of 69% of respondents declared that the time frames set by the DPSA to complete departmental training courses are sufficient. The results thus indicate that once training courses have been identified, sufficient time is appropriated for employees to respond positively to the training courses, thus, indicating that the training course would be appropriate to them. The important aspect here is that participating in training courses does not necessarily ensure successful training. The training, once again, should satisfy both individual needs and departmental training goals in order for it to be justifiable. Once training has taken place, evaluating the appropriateness of the training course needs to be conducted to ensure that the Department invests its resources in training courses that would enhance departmental effectiveness and efficiency, as will be discussed in the following chapter.

Figure 5.12: Identifying specific training courses needed to accomplish

personal training goals

The question asked in this portion of the research links individual needs with departmental goals. A total of 75% of respondents recorded that employee participation in selecting appropriate training courses is necessary to ensure employee understanding of, and commitment to departmental training goals and objectives. Only when employees understand the importance of their individual positions in the efficiency and effectiveness of the department, will they be able to successfully participate in determining what training courses would satisfy departmental training goals. Guidance, once again, becomes a crucial part in the implementation of training courses within the DPSA. Managers need to be able to communicate the importance of individual positions in order to fully identify skills gaps as well as where and what type of training course would satisfy that particular need.

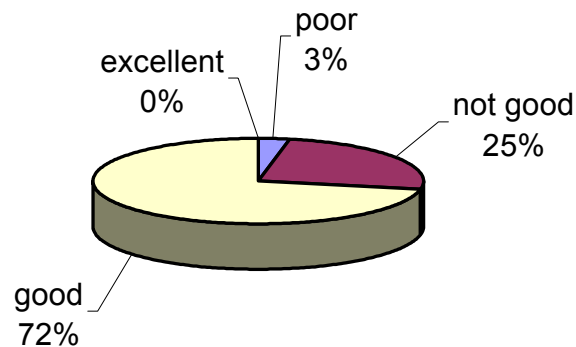
Figure 5.13: Providing or being provided with specific guidance on how

accomplishment is to be measured

In determining the outcome of this question, the majority of respondents (53%) indicated that they are provided with feedback of how guidance is to be measured in the DPSA. This question closely links up with how successful performance management is being implemented in the Department (an aspect that forms part of the evaluation of training and development and thus will be discussed in Chapter 6). The extent to which employees are personally involved in the decisions that affect them is based on frequencies obtained from administering the questionnaires to respondents (Figure 5.14).

Figure 5.14: Involving staff or being involved personally in making work

decisions that affect employees



A total of 72% of respondents confirmed that they are involved in making decisions, regarding their individual performance. Performance management is based on the principle of consultative decision-making and as such, an employee would have to be personally involved in determining where his or her strengths and weaknesses lie. Training would directly be influenced through this process and the result of this question indicates that the DPSA's decision-making processes are based on participation of all those affected by the decisions.

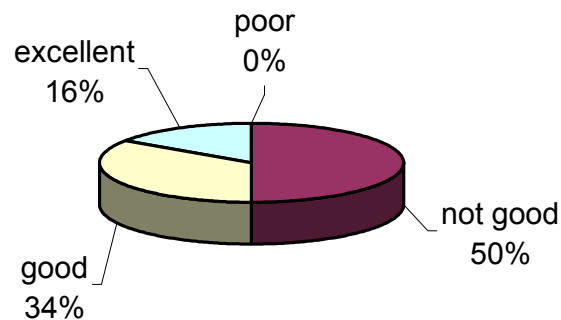
Participation is a characteristic of a learning organisation and the DPSA is able to create the impression of trying to implement a departmental structure that facilitates participative decision making. The extent to which employees are involved in decisions regarding the financial implications of training and development are discussed below.

5.4.3 Budgeting

Budgeting is an important aspect of any training course. Strategic human resource management is also defined as a process that has to take place within the budgetary constraints of a department. For the discussion regarding budgeting, employee perceptions were tested on areas including their participation in compiling the training budget and management's ability to report

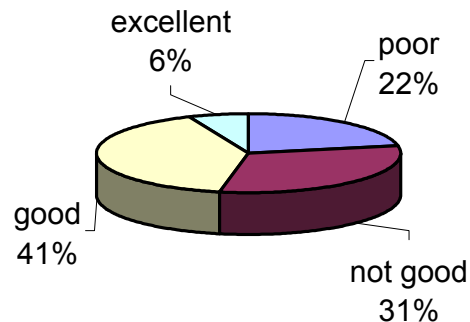
back on the content of the training budget. Figure 5.15 provides an indication of the perceptions regarding the input into the training budget.

Figure 5.15: Preparing or providing input into the department's annual training budget



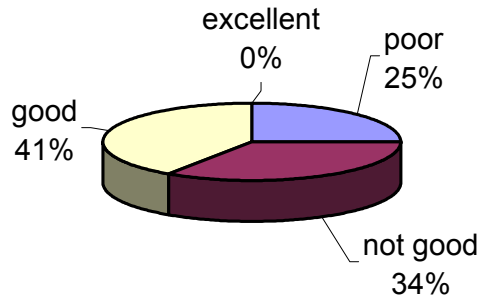
The outcome of this question indicated that employees are divided regarding the provision of input or receiving of input into the annual departmental training budget. As managers, input into the annual human resource management budget is crucial and what the response indicates is that 50% state that input is given or received and 50% indicate it is not. Managers need to know the extent to which they have access to available financial resources to identify, implement and evaluate training courses. Thus, the feedback is an important prerequisite and situations may arise where training courses are identified without allocating the appropriate resources for it. The result – even though the training would satisfy both departmental and individual training needs, it is not implemented, because of a lack of information regarding the availability of money for training courses. As discussed earlier in the chapter, information and knowledge can only become wisdom if what is learned is reinforced. Linking allocation of resources to identifying and implementing training courses is an important requirement that should always be considered.

Figure 5.16: Providing or being provided with the necessary information regarding the annual training budget



The majority of respondents (53%) stated that information regarding the content of the training budget is not communicated to all affected employees. Previously, mention was made of linking the provision of input into the training budget and content (implementation) of the budget. The outcome of the response to this question indicates that even though employees state that they provide input into the annual training budget, they do not always receive feedback on their input. This could discourage employees from becoming involved in the decision-making process from the start. If an employee is asked what type of training would enhance his or her individual capacity and thus strengthen departmental capacity, but he or she is not involved in the final decision on budgetary allocation for training courses, employees might deduce that the participation is just to placate them, and does not really reflect the true nature of participative decision-making.

Figure 5.17: Explaining and justifying the departmental training budget requests orally or in writing



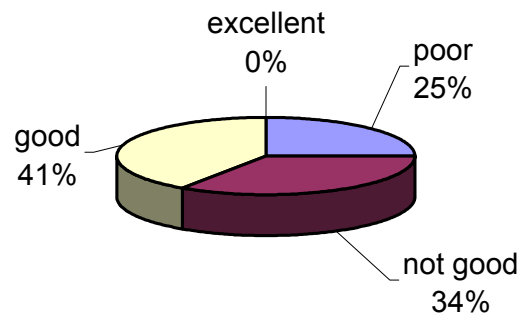
The majority of respondents (59%) declared that it is not expected of them to explain and justify the departmental training budget. Thus, once again reinforcing that employees perceive participation in decision-making as lip service and not a true reflection of the principle. The results suggest that employees are asked to provide input, but they are not asked to defend their individual training needs. Departmental training needs influence the selection of training courses and whether or not the individual concurs with the decision, is incidental.

From the above, it could be argued that employees do not perceive their participation in the formulation of the training budget as being positive. In order to implement a learning organisation, communication should be a two-way process and employee participation should comprise real input into the formulation of budgets that would affect them and their training capacity. The learning organisation will not be implementable if management makes decisions and requires employees to comply with it. The decision making process should be based on a reciprocal process and the importance of communication will be further discussed in Chapter 6. Interpreting training information will not be discussed.

5.4.4 Interpretation

The training and development profile of the DPSA comprises not only how training priorities are planned and budgeted for, but also how they are interpreted by employees. Thus, the extent to which the DPSA is able to explain and clarify training priorities to employees relates, directly to the degree to which a learning organisation can be implemented. The strategic alignment of government priorities with departmental priorities and thus also with individual priorities is an important principle for the implementation and management of the learning organisation. Figure 5.18 provides insight into the ability of the DPSA to explain and clarify governmental training priorities to employees.

Figure 5.18: Explaining/clarifying broad training priorities of government to employees

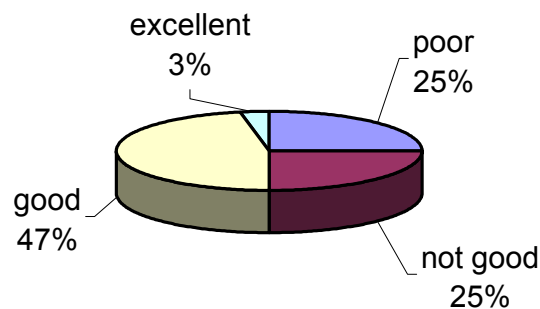


A total of 59% of respondents attested to the fact that, according to their perceptions, the DPSA is not able to explain and/or clarify government's broad training priorities to employees. It could be argued that this is indicative of a lack of capacity on the part of the Public Service Education and Training Authority (PSETA) to effectively and efficiently communicate with all public service departments regarding the priorities, goals and objectives in terms of training and development. The interpretation of national training priorities should affect the training and developmental goals and objectives of the DPSA that, in turn should influence individual employee training priorities. Figure 5.2 through to 5.6 indicated that the DPSA is able to determine and implement departmental

training priorities, but the majority of respondents also confirm that they are not involved in decisions affecting the nature of the training courses to be implemented by the Department.

Thus, based on the perceptions expressed in the administering of questionnaires to employees in the DPSA, the department is unable to strategically link government priorities with departmental and individual priorities and training being provided satisfies departmental priorities, but, not necessarily broad government priorities or individual training needs. Figure 5.19 explains the extent to which employees are kept abreast of external issues that will impact on training and development in the DPSA.

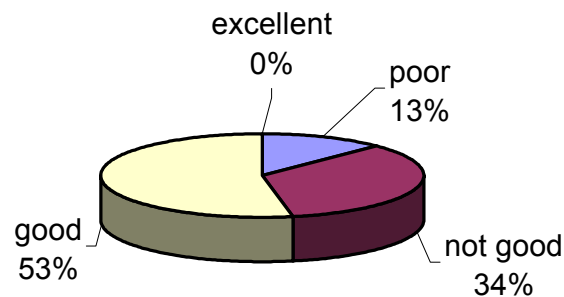
Figure 5.19: Keeping subordinates informed about external issues that impact on their training



The outcome of this question proves that employees are divided about the extent to which the DPSA keeps them informed of external issues impacting on their training. External issues would include aspects such as the supply of specific training courses, facilitators' availability and donor funding for training courses. Figures 5.16 and 5.17 also attest to the fact that the majority of employees confirm the fact that communication in the DPSA is not effectively or efficiently implemented. The importance of communication to the learning organisation will be discussed in more detail in Chapter 7. For the purpose of interpretation,

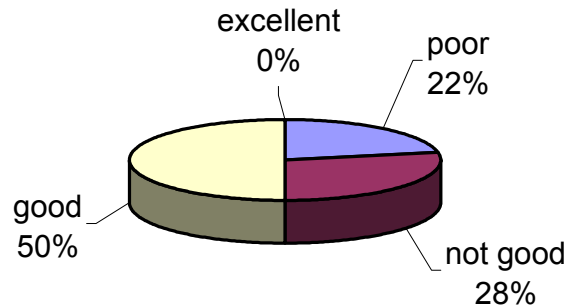
communication is a cornerstone to ensure that the correct information regarding training courses is disseminated.

Figure 5.20: Extracting and applying information pertinent to training from higher management directives



The challenge for effective communication does not seem to be communicating from the top to the bottom, but rather from the bottom to the top. The majority of respondents (53%) indicate that they are able to extract and apply training information supplied by senior management directives. This would also concur with the research discussed in Figures 5.2 to 5.6. The employees are capable of determining senior management training priorities and thus are able to plan and implement training courses that would satisfy senior management goals and objectives. The challenge lies in the fact that senior management should inform subordinate employees of departmental training goals and objectives and in turn should also consider the training needs, as identified by lower ranked employees, to ensure that the two are aligned with one another in order to fulfill both individual and departmental needs.

Figure 5.21: Ensuring that departmental training courses reflect higher management directives/policies



A total of 50% of respondents suggest that they are able to make sure that training courses reflect senior management directives. The other 50% of respondents argue that they are not able to implement senior management training directives. The dilemma places employees in a precarious position because once again the indication is that the strategic link between departmental training priorities and individual employee training needs do not always exist. The process of performance management, if implemented correctly, should address this challenge in a strategic manner. Performance management, as a way to determine the success of training courses will be discussed in Chapter 6.

From the above, it could be argued that the DPSA has not been able to provide for the foundation of a learning organisation. Before the five disciplines of the learning organisation (as will be discussed in Chapter 7) are to become a reality, specific principles have to characterise the learning environment, including sharing information, open communication channels, reciprocal trust and respect and strategic alignment of training priorities between the DPSA and its employees. The extent to which evaluation could facilitate the creation of a favourable learning environment will be discussed in the next chapter.

5.5 Conclusion

In this chapter, attention was focused on the adult learning style and cycle. The requirements for adult training and education were highlighted. The two approaches to training and development, namely behavioural and cognitive, were described and within the broad approaches to training and development the different types of training were addressed. Emphasis was first place on the more traditional types of training including on-the-job training and off-the-job training, but current types of training such as competence based training and on-line learning were also discussed.

The second part of the chapter dealt with the research gathered from the DPSA employees through the use of a questionnaire. The results from the questionnaire were divided into the planning, guiding, budgeting and interpreting of training priorities, goals and objectives. The main argument that can be derived from the research is that the DPSA is able to determine and implement training courses that satisfy departmental training needs but that the strategic link between the departmental and the individual sometimes lacks. Employees do not always feel that their inputs into the training priorities are taken seriously because they do not receive any feedback on their inputs. Also employees themselves are not able to judge when and how departmental training priorities will meet individual training needs.

In the next chapter the evaluation of training will be discussed in context of implementing a sound performance management system. The DPSA has developed a performance management system for both senior management and the rest of employees and how training and development will be facilitated through performance management, will be discussed.

Chapter 6: Evaluating training and development through the implementation of performance management in the Department of Public Service and Administration

6.1 Introduction

Chapter 6 deals with the missing link in training - evaluation. In order to ensure that training priorities are met, it is imperative that training courses be evaluated in terms of their effectiveness and efficiency. The concept of evaluation will be defined and performance management, as a process to ensure the implementation and applicability of evaluation, will be discussed. Performance management in the DPSA has, since 2005 been transformed and the process is currently more developmental in nature and based on collaborative decision-making between the employee and his or her supervisor.

Different models and schools of thought on evaluation will be discussed. The more traditional schools of thought are highlighted but attention is focused on implementing a model of evaluation that will benefit both departmental goals and objectives as well as individual employee development needs. The chapter concludes with a discussion on the strengths and weaknesses of the current training system in the DPSA, set within the time parameters as discussed in Chapter one. Defining evaluation will now be given attention.

6.2 Fundamentals of evaluation

Critten (1995:157-158) states that defining evaluation can be equated with trying to define quality - you can recognise the outcome, but defining it is not an easy task. Evaluation deals with determining the total value of a training course. It does not validate the implementation of a training course in terms of its deliverables. Evaluation draws attention to the judgement about the effect of putting the training objectives into practice. Validation becomes part of evaluation in terms of determining the appropriateness and practical applicability of a chosen training course.

The purpose of evaluation is three-fold. Firstly, to gather information that would provide a framework for the improvement of future training courses regarding the same training needs (formative role). Secondly, judgements will be made based on the training course's value in terms of its total effects (summative role) and thirdly, a learning role, in order to ensure that challenges identified during the implementation of a training course are not duplicated (Critten 1995:158).

Critten (1995:158) stipulates that a central principle of evaluation is to '*extract the value*'. However, determining the value of training courses has not been a central concern with either trainers or trainees. Evaluation is described as the fourth step in the training cycle, illustrated in Figure 1.1 (Chapter 1). Without evaluation, determining appropriate performance standards will not be possible and the reciprocal relationship between performance management and appropriate training and development initiatives will not be applied.

Evaluation has become synonymous with collecting information about training courses that have been implemented. The gathering of information will however, not provide the Department with an evaluation of the training course. The information has to be articulated in order to add value to decisions regarding future training and development initiatives.

The problem statement discussed in Chapter 1 highlighted that training in the DPSA might not address departmental and individual needs simultaneously. Due to a lack of evaluation of training courses, employees might be sent on training that does not satisfy their training needs and the outcomes of research discussed in Chapter 4 highlighted that the majority of the DPSA employees felt that their training needs were not aligned with Department training needs (Figure 4.7). A clear link has been identified by the DPSA through its *Performance Management and Development System* between training, evaluation and performance management. The process of strategically implementing performance

management within the context of training and development will now be discussed.

6.3 Implementing performance management to enhance evaluation

Since 2001 the DPSA has been extensively involved in formulating policies for the implementation of a performance management system within the Public Service and within the Department itself. The Senior Management Service (SMS) directorate in the DPSA was responsible for formulating the performance management framework pertaining to the SMS (level 13 and up). The DPSA also formulated the performance management framework for the rest of the Department in 2001 titled '*Performance Management and Development System (PMDS)*.'

According to Chapter 5, Section 10 of the SMS Handbook (Department of Public Service and Administration 2001(d)), performance management and development systems need to be integrated with all other departmental processes to be effective. Performance management is thus an approach to how work is done and organised. The approach should focus on continuous improvement of performance, be driven by senior management and should be strategically aligned with all departmental training goals and priorities.

The purpose of the PMDS is to provide policy measures and guidelines for effective and efficient implementation of performance management within the Department. Performance management is aimed at optimising the potential and current employee output in terms of quality and quantity, increasing the DPSA's total departmental performance (Department of Public Service and Administration 2001(b):6). Thus, the policy not only links the importance of human resource training and development with individual development, but also with departmental performance increase.

The objectives of the PMDS are to establish a performance culture that would reward and recognise good performance, be used as a vehicle for implementing the DPSA's goals and priorities, facilitate continuous performance improvement and organisational development. The PMDS aims to continuously enhance individual employee competence through identifying outputs relating to training and development needs. The main principle of performance management that relates directly to the problem statement of this thesis is that performance management should be developmental in that it will identify key competencies required from employees as well as identify the content of the training and development initiatives to which they should be exposed (Department of Public Service and Administration 2001(b):6-7).

The PMDS makes provisioning for equal access of all employees to training and development opportunities. However, Du Toit *et al.* (2001) conducted research, commissioned by the DPSA, into the number of employees who received training during 1998/1999. Table 6.1 indicates the total number of employees per level, then the total number of employees sent for training and the last column of each level portrays the percentage of employee trained for the specific level.

Table 6.1 Number of people who received training during 1998/1999

Dept	Senior Managers			Middle Managers			Junior Managers			Lower Ranks		Total (%)	
DPSA	51	6	11.8%	154	9	5.8%	124	4	3.2%	109	32	29.4%	50.2%

Source: Du Toit R, Erasmus J & Van Zyl E. 2001. **Baseline Information on Public Service Training and Education.** Department of Public Service and Administration. p.25.

Only 11.8% of senior managers went for training during 1998/1999. 5.8% of middle managers, 3.2% of junior managers and 29.4% of the lower ranks had access and opportunity for career development. The study indicates that training

and development did not receive much attention before the formulation of the human resource development strategy. Managers realised the importance of developing employees in order to adapt to changes in terms of service delivery and customers, but employees were either not presented with training opportunities or their workloads did not permit absences from work for training purposes.

It should however also be mentioned that the new performance management system had not been implemented during 2001. It was only implemented during 2002 and thus outside the time framework for this thesis. The impact of the new PMDS in the DPSA, being its first year of implementation, cannot be determined in absolute terms. However, it could be argued that the principles of the performance management systems (on paper, at least) will assist with the implementation of a learning organisation in the DPSA.

The link between performance management and training and development is crucial. It can almost be seen as parts of an unbroken cycle. If performance management is not implemented correctly, it will not influence management of skills or competence gaps. Training priorities will not be determined according to departmental needs, but will be based on individual perceptions of what is lacking and what is appropriate. Without the strategic link between performance management and training, neither individual nor departmental training goals and objectives will be achieved.

6.3.1 Performance management cycle

The performance management cycle begins with establishing standards of performance. Because of the interrelationship between planning and control, control should start as early as the planning stage. A performance standard is a projection of an expected or planned performance outcome, taking into account a specific time frame. During the setting of performance standards the objectives

and goals should be specified in order to facilitate the assessment of actual performance (Smit & Cronje 1997:401).

The DPSA has decided that the performance agreements of individual employees will be based on the Department's strategic plan, in order to ensure strategic alignment between departmental training priorities and individual training goals and objectives and, the functional plans of the individual components. The *Performance Management and Development System* came into effect on 1 April 2001 and performance assessment will take place on a quarterly basis. The formal annual assessment will coincide with the fourth quarterly assessment (Department of Public Service and Administration 2001(b):10-11). Botes (1994:206-207) states that a process involving performance management will ensure that employees are properly supervised, are correctly placed, promotions and transfers will be one to the best advantage of both the Department and the individual employee and, most importantly, careers will be systematically and purposefully developed.

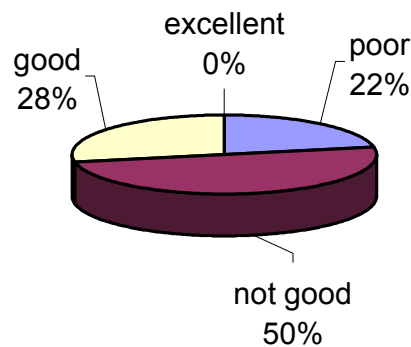
The performance assessment report is the main source of training information for the DPSA. Employees are able to identify shortcomings in knowledge and experience. The performance contract should stipulate the individual development plan. Section 35, Chapter 5 of the SMS Handbook (Department of Public Service and Administration 2001(d)), stipulates that in order to address the gap that might exist between the required competency profile and the actual competencies, a training and development plan should be designed through a collaborative process between the manager and subordinate(s). The principle of including a personal development plan as part of the performance contract of all employees, is in the process of being implemented in the DPSA (Hendricks 2002).

The DPSA has stipulated that all performance agreements should contribute to the achievement of departmental objectives highlighted in the strategic plan of

the Department. In order to address the gap between current capacity and required competencies, a personal development plan should be part of the performance management system. The personal development plan will comprise of a training and development plan specifically designed for the individual employee. The training and development needs will not only be identified through performance assessments but also upon appointment when a work plan is developed (Department of Public Service and Administration 2001 (b): 12,17).

The following figure indicates the extent to which the DPSA is able to link performance targets with training received. The arguments made reflect the perceptions of individual employees who participated in the questionnaires.

Figure 6.1: Establishing performance targets based on training received

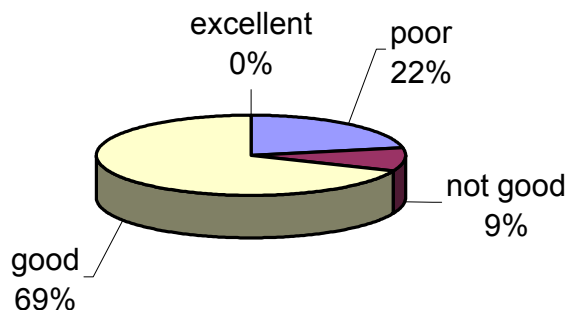


The question was designed to ascertain the extent to which the DPSA is able to establish performance targets based on training received. The majority of respondents (72%) indicated that the Department is perceived to be unable to transform itself or its individual performance targets according to the training received. The outcome of this question thus, suggests that currently the performance management system does not inform training and that when training has been received, the course is not evaluated against predetermined training objectives. Thus, training takes place for the sake of being able to show that employees have had access to training opportunities, but it could be argued

that the provisioning and implementation of training courses are not evaluated or strategically linked to enhancing either individual or departmental capacity.

The reasoning behind training and development initiatives is to enhance the capacity, not only of the individual, but more importantly of the Department. Performance indicators such as have been identified in the SMS Handbook as Core Management Criteria comprising 11 competencies, should influence the identification of training priorities. Three competencies, namely people management and empowerment, financial management and client service and customer care, have been identified as compulsory competencies for all senior managers. In most cases, the identified competencies for senior managers have also trickled down to the lower management levels, where aspects such as people management is crucial. Training courses can be used as ways in which performance can be improved. Figure 6.2 investigates the extent to which the DPSA is capable of rectifying performance through training.

Figure 6.2: Identifying ways for improving performance through proposed training courses

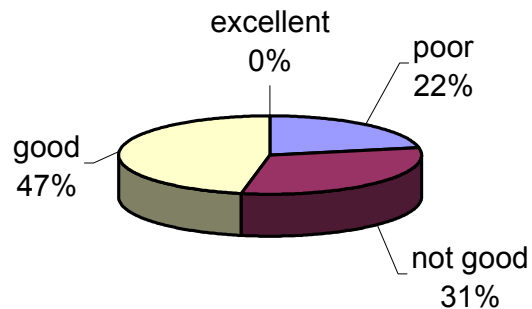


69% of respondents stated that they are able to identify ways of improving individual performance after training has taken place. The question was asked to determine the involvement of individual employees in assessing the importance of training opportunities. Once a training opportunity has been identified,

employees are placed in a position to determine how their performance will improve if they received the training. However, if some sort of control mechanism (in this case a performance agreement) is not attached to the implementation of newly acquired skills, chances are that due to the fact that reinforcement does not occur, new knowledge will not be transformed into wisdom (Chapter 5).

Performance assessment implies that progress should be determined in terms of attaining goals and objectives that was set during the last assessment period. Figure 6.4 looks at the extent to which the DPSA is perceived to be capable of assessing progress relating to performance due to training. The figure explains whether or not assessment is measured against the fulfillment of departmental training goals.

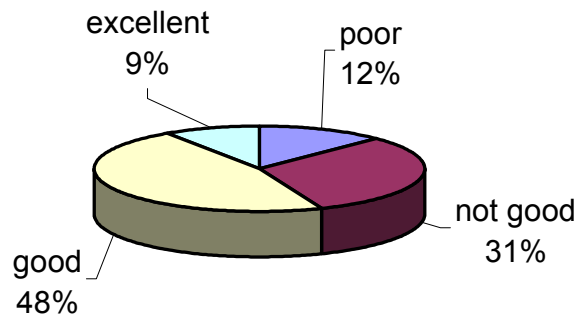
Figure 6.3: Assessing progress toward achieving departmental training goals



Taking into account the research already analysed in Chapter 5 and the results thereof, the outcome of this question concurs with previous information. The majority of employees (53%) stated that they are not able to determine the extent to which they are fulfilling departmental training goals and objectives. As discussed in the previous chapter, this lack of information filtering down from management, indicates that employees do not realise the strategic importance of training and development in terms of realising departmental effectiveness and efficiency.

Because of the lack of information provided by senior management, employees decide which training would satisfy their own perceptions regarding personal career development. The following figure provides an indication of the perceptions of employees pertaining to personal career development.

Figure 6.4: Assessing progress toward achieving personal training goals



The majority (47%+9%) implies that they are able to determine the extent to which individual employee training goals and objectives are being met. The outcome of the table thus indicates that in most cases training takes place for the sake of individual fulfillment that does not necessarily coincide with departmental training priorities. For instance, senior managers could decide that they need to further their educational qualifications, something that might take three to five years. However, according to their performance contracts, they have only been appointed for a period of three years. Thus, the training does satisfy individual development needs and if they finish their qualifications, it would also benefit the Department, but finishing their qualification might not happen during the period of their employment. The Department can, thus, not justify spending resources on individual development if the development is not aligned with departmental goals and objectives.

Part of the performance management system is offering incentives to employees to better their performance. Both the SMS Handbook and the *Performance*

Management and Development System of the DPSA emphasise the important effect of offering rewards and recognition to performance, not only performance in terms of departmental goals and objectives but also, individual performance. Rewards and recognition will now be discussed.

6.3.2 Recognition and reward

Part of the *Performance Management and Development System* is the use of rewards and recognition as incentives for improved individual or group performance. The departmental policy regarding rewards is prescribed in terms of the *Public Service Regulations*, 2001, and dictates decision regarding promotion, pay progression, performance bonus allocation, non-financial rewards or the initiation of incapacity processes.

The SMS Handbook (Chapter 5, Section 26) prescribes examples of non-financial rewards that may be allocated to senior managers, including increased autonomy to organise their own work, explicit acknowledgement and recognition in publications or public awards in recognition of a specific achievement or innovation. The executing authority, in this case, the Minister of Public Service and Administration has it in her discretionary powers to allocate performance rewards (cash bonuses) to senior managers. There is a provision that only employees who have signed the performance agreement are eligible for performance rewards.

Botes (1994:216-217) describes specific factors that could influence performance decisions made by a supervisor. The attitude of employees regarding the implementation of a new system, as would be the case in the DPSA, the supervisor's own subjective norms and the tone of the appraisal meeting are some of the factors contributing to decisions made during performance assessments.

Performance management is the process that measures individual employee performance against set performance standards. Evaluation becomes part of the process, especially where training and development initiatives have been identified that would address poor performance. The different models and schools of thought on evaluation will now be discussed and a recommendation will be made on the most appropriate model for evaluation in the DPISA. The model not only addresses individual performance, but strategically aligns individual performance with departmental performance.

6.4 Models for evaluation

Critten (1995:159) identified various models and schools of thought on evaluation as illustrated in Figure 6.5.

Figure 6.5 Models and schools of evaluation

Research	
1. Experimental research 2. Cost-effective/benefit	1. Goal free 2. Illuminative
Scientific	Naturalistic
3. Goal directed 4. System 5. Level	3. Interventionist
Pragmatic	

Source: Critten P. 1995. **Investing in People: Towards corporate capability.** Third Edition. London: Butterworth Heinemann p.159.

Dividing up the various schools of thought on evaluation, two dimensions, were identified including methodology and style. Methodology ranged from scientific comprising quantitative methods to naturalistic describing qualitative methods. The style of the schools of thought ranged from research based on a guiding

theory containing rigorous procedures to a pragmatic style based on practical interest and operational decisions.

The **experimental research school of thought** draws a direct correlation between training and performance changes. Using this school of thought suggests that a direct link can be drawn between training activities and an increase in departmental effectiveness and efficiency. However, the evaluator needs to be very clear as to what will be measured, who wanted the results and who will conduct the evaluation. The utilisation of this school thus rests on the assumption that the methods of data collection, the nature of data collection and the cross-checking of relevance will be predetermined (Critten 1995:160).

Costing, cost-effectiveness and cost-benefit analysis deals with evaluating training courses in terms of its financial value. The issue of putting a financial value on the output of training has always been a contentious issue. However, training cost data and budgets are set up more as an internal administrative control than for the purpose of estimating real economic costs. The costing of training courses can be allocated in three stages during design, delivery and evaluation. The reason for deciding on a financial evaluation of training is to ensure consistency between training and non-training strategies. Cost-effectiveness is not merely a means of getting feedback from the improvement of the training function but also to contribute to the task of assessing and improving the overall efficiency of the Department (Critten 1995:161-165).

The **goal-directed school** of evaluation can be closely linked to the cost-effectiveness school due to the fact that without clearly stipulating the training objectives, financial value cannot be determined. The goal-directed school is based on three components, namely, the statement of performance, the specific conditions under which action should occur and the criteria describing acceptable performance (Critten 1995:171-172). Thus, training evaluation will be based on the predetermined goals and objectives stated at the beginning of the training

course. Employees should continuously refer back to the goals in order to ascertain whether the training course is still on track and whether the goals and objectives stated are realistic in their application.

The **systems school** of evaluation is based on identifying the training needs between the present level of skills and expected standard, producing a training course that identifies who will be trained, when, how and by whom, implementing and recording the training carried out and evaluating the results of the training against the original identified need. The role of the learner in evaluation is a passive one and the evaluator can only really be used to evaluate the transfer of knowledge (Critten 1995:174-176).

Levels of evaluation is a goals based school of thought on evaluation in as far as it argues that objectives should be stipulated for each level of training course and it is also part of the systems school because it provides for the systematic collection of feedback at each level. The levels of evaluation model proposes a cause and effect chain to linking training with performance and is aimed at providing an evaluation tool for trainers, comprising four steps in order to determine the four critical levels of evaluation. According to Critten (1995:178-179) the first step is providing reaction to context evaluation. Second, learning providing input evaluation, third, behaviour providing reaction evaluation and, the last step, providing results for outcome evaluation based on ultimate outcome, intermediate outcome and immediate outcome.

Goal free evaluation is based on the unanticipated consequences of training because emphasis on measurable objectives can prevent describing the actual outcome of a particular training course. Describing measurable objectives cannot justify the complexity of the process that constitutes a training course. The school of thought evaluates the actual effects of training courses against the defined needs. Specifying objectives indicate the intention of the trainer while evaluation should be based on evaluating the achievements and not the intentions. Thus,

reflection is placed on what has actually been produced that reveals the uniqueness and significance of a specific training course (Critten 1995:183-184).

Illuminative evaluation requires that trainees be given pre-tests and be submitted to different experiences. After a period of time, their attainments are measured to indicate the efficiency of the method of training. The evaluator may make no assumptions about the evaluation process and his or her role is restricted to providing a comprehensive understanding of the complex reality encompassing the training course. The complex reality refers to the social-psychological and material environment in which trainees and trainers have to co-exist. This school of thought is aimed at sharpening the debate of creating a learning environment in a department. The learning environment represents the network of cultural, social, departmental and psychological variables that determine performance and training. The variables interact with each other in order to establish a new set of circumstances, pressures, opinions and work styles associated with each different training course.

The **interventionist school** proposes a practical outcome of evaluation. Evaluation studies should be a service rather than a research function, in order to ensure that the department is provided with useful information regarding the training course. Proponents of the interventionist school argue that the stakeholders in the training course should have a vested interest in the outcome of the training and thus evaluation becomes a process of negotiation between the evaluator and the stakeholders. The goal of evaluation is not predetermined but will focus on the central issues of relevance to the identified decision makers and information users (Critten 1995:186-187).

The most comprehensive model of evaluation, according to Critten (1995:188) will be based on the following six primary principles, including that:

- a) evaluation is a dynamic process which generates value;

- b) the schools of thought on evaluation can only provide perspectives from which to examine and describe the training data;
- c) training data are complex and diverse and should be comprehensively described in order to have any meaning to the evaluator;
- d) the evaluation in itself will have no meaning or value if it is not given value by the stakeholder;
- e) value given to the evaluation will be based on the personal judgement of the stakeholder; and
- f) the ultimate value of the evaluation is when more than one stakeholder is able to reach consensus on the value of the training course.

For the purpose of this thesis, the model most appropriate for evaluation within the DPISA, was developed by Critten (1995:193-199). Evaluation is divided into six stages and the process of evaluation intends to meet the evaluation needs of both the individual and the Department. The principles for the successful implementation of this model are that everyone is a learner, that every one should act as a resource to each other, that everyone details his or her competencies to be achieved and resources to achieve them with and that every manager sees his or her role as increasing the value of their employees in terms of increasing the range of skills and competencies (Critten 1995:194).

The six stages of the evaluation model are contracting, describing, focusing, confronting, consolidating and disseminating. Through this model it can be proven that evaluation is a dynamic process that everyone is capable of implementing. However, the evaluation should be done in the Department in order to have the desired result and should, thus, be driven by senior management to achieve maximum value. The first stage, contracting, should comprise a meeting convened by the senior management to brief the trainees on the goals to be achieved. The evaluator should ensure that the group, to undergo training, is clear on their vision so that the benefits and process can be visualised to portray the desired results. Description aims to help trainees become fully

aware of the aims that have to be achieved and the range of resources available to them. Thus, a full description of what the illuminative school of thought called the learning environment. Focusing involves the evaluator helping the trainee to draw together the common themes from the description stage and focus on the meaning for the trainee. Individual development planning characterises this stage (Critten 1995:195-196).

Stage four deals with confronting. There is a very fine line to be drawn between focusing and confronting and the evaluator needs to facilitate this stage to ensure that the trainee draws as much knowledge as possible from the learning experience. The trainee should be able to make the personal breakthrough of achieving a new competence and mastering a new skill. Thus, during this stage the trainee obtains the ultimate value for himself or herself personally. Stage five is the consolidation and the evaluator takes charge of the process. All the different individual values now have to be put together so that the total picture of change can be visualised (Critten 1995: 196-197).

Stage six is the dissemination of information back to everyone in the Department that was involved in putting the training course together. Reflection will be given of the extent to which predetermined objectives were reached, the amount of resources used and the individual, group and departmental value derived from the training course (Critten 1995:198).

Probably the most significant aspect of this model is that it will inform future training courses as to the applicability and the framework for evaluation. The use of this model, for the purpose of this thesis, lies in the link created between individual and departmental performance. Training is not only strategically linked to departmental goals and objectives but the evaluation of the training courses will also focus on benefiting and realising not only departmental training needs but individual training needs as well.

Wexley & Latham (2002:161-162) identify reasons why the evaluation of training courses could be contested. Most often, senior management does not require training evaluation. If employees stay abreast of new developments and are able to adapt to changes in the environment, then the training must have served its purpose and a formal evaluation is perceived as being not necessary. Senior managers might also not want to indicate that they have no idea as to how to conduct the evaluation of training courses and they, thus, ignore the issues and hope that the training serves a departmental purpose. When evaluation does take place, determining exactly what needs to be evaluated could also be perceived as challenging. Thus, senior management might not know if a cost analysis is sufficient, or if the achievement of training objectives should also have been considered. Finally, evaluation is perceived as being a costly and risky exercise and as such, should not be implemented if it will take additional resources in an already overextended budget. It could be argued that the perception exists that money would rather be spent on identifying new training courses than on realising that money already spent was wasted on a training course that did not add value to the effective and efficient functioning of the department.

The solution to the barriers to obtaining sound evaluation lies in educating senior management on the importance of evaluation and highlighting the departmental benefits that would be gained through the process. Thus, senior managers need to be taught on how to evaluate, what to evaluate and how to determine the degree to which the training goals and objectives of the department have been realised. Evaluation needs to be included in the budget so that the financial allocation is specified from the beginning. Continuous evaluation throughout the course would also alleviate the burden of trying to find the right information after the training course has already been implemented. The importance and benefits to be gained from evaluation should not be underestimated and commitment on behalf of senior management, would strengthen the process considerably.

With regard to the learning organisation, evaluation is an integral part of the extent to which the DPSA will be able to adapt to changes suggested through the evaluation of training courses. Training should enhance departmental capability, which would lead to departmental learning and the DPSA learning from its own experience – the true characteristics of a learning organisation. This issue will, however, be discussed in more detail in Chapter 7.

6.5 Weaknesses and strengths of the training system

During 1998/1999 the *Training Review Report*, commissioned by the DPSA, investigated and reported on training within the Public Service. The DPSA specified various different training opportunities available to employees. The training opportunities included (Du Toit *et al.* 2001:19) **formal** training through tertiary institutions, **management** training, **computer** training focusing on basic computer literacy and the use of various software packages, **office based** training related to any type of training in respect of office and administrative practices, **policy specific** training in respect of specific or general policies applicable to the department, and **departmental training** referring to courses specifically aimed at specific line function activities of the department.

34 employees received formal training, 24 management training, 30 employees received computer training, 19 employees received office-based training and 6 policy-specific training (Du Toit *et al.* 2001:21). Thus, during 1998/1999, from the 438 employees only 113 employees were offered training opportunities. Once again, the fact that the DPSA had not yet formulated the *Human Resource Development Strategy for the Public Service, 2001-2006*, should be taken into consideration and, as such the emphasis of the Department during this stage was on restructuring and not so much on training and development. More recent statistics have not been made available but with the focus of government on skills development and the implementation of the new performance management systems for senior managers and the rest of the employees, it could be argued

that more training opportunities have since been made available to the DPSA employees.

Different training providers included tertiary institutions for 47.3% of all training, private institutions responsible for 15.3% of all training, the South African Management and Development Institute providing 6% of training, in-house training courses obligated to provide 19.9% of training courses, other departments supplying 11.1% and international institutions offering training courses for 0.4% of employees (Du Toit *et al.* 2001:23). Based on the training provided during this period, an assessment was done to ascertain the extent to which the DPSA employees were satisfied with the training received (Table 6.2).

Table 6.2: Training assessment for period 1998/1999

	Senior Managers			Middle Managers		
	Satisfied (%)	Not satisfied (%)	No training (%)	Satisfied (%)	Not satisfied (%)	No training (%)
Job Performance	78.3	13	8.7	91.3	8.7	8.7
	Junior Managers			Lower Ranks		
Job Performance	100	0	0	91.35	8.7	0

Source: Du Toit R, Erasmus J & Van Zyl E. 2001. **Baseline Information on Public Service Training and Education.** Department of Public Service and Administration. p.

Of the relatively small group of employees who received training, the vast majority of employees on all levels indicated their satisfaction with the training received. The table confirms that training provided during that period before the implementation of the new performance management system, satisfied employees in terms of their individual training and development needs. Unfortunately, the study did not provide a link between individual performance and departmental performance. The next part of the chapter will focus on the weaknesses and strengths of the training system as well as highlight the possible

challenges that managers face when making training opportunities available to employees.

6.5.1 Weaknesses in the training system

Tobin (1993:162) identifies possible reasons why training may not take place. Lack of knowledge of available resources, is the first challenge highlighted in the discussion. Training providers and the DPSA meet on a regular basis to discuss current training trends. However, it does happen that the management then fails to inform employees of existing training courses as well as the departmental resources available for the implementation of those training courses. It could also happen that new technologies are applied in the department without proper training of employees. This could lead to a situation where the infrastructure exists but it cannot be implemented due to a lack of skills and knowledge (Tobin 1993:162-163).

A second challenge is the lack of access to resources such as using the internal mail facilities to disseminate information regarding training opportunities. Sometimes the managers who do receive the information, omit to distribute it among employees due to fear for development. The manager hoards the information in order to keep control over employees and reinforce the *status quo*. Risk aversion could also keep employees from gaining access to development (Tobin 1993:163-164). For instance, implementing new technologies might lead to departmental transformation and employees are not ready for change.

Tobin (1993:164-165) highlights a third challenge, namely the lack of permission to learn. Too often managers are accused of not allowing their employees to attend training courses. The excuse being offered usually deals with the workload of employees. Managers indicate that they do not need to send their employees for training because they are too busy doing their jobs (Du Toit *et al.* 2001:41). This excuse could imply a lack of understanding of the importance of

training or it could indicate a fear on the part of the managers that developing their employees might jeopardise their own positions and status.

The fourth challenge is the lack of permission to apply what has been learned (Tobin 1993:165). Especially, in situations where training might not be linked to performance targets, implementing a new skill would not benefit the day-to-day functions of an employee and thus permission will not be granted by managers to apply a new skill. The situation could deteriorate and then cause a serious lack of morale and motivation among employees. They might, themselves, then decide that training is not worth the effort and thus the whole department could become stagnant.

In order to address the challenges, managers need to focus on the optimal ways of introducing training to employees' regular work routines – one of the core principles of the learning organisation. Du Toit *et al.* (2001:41) identified several additional reasons for some constraints being experienced by the current training system. The first constraint has to do with budgets. Limited funds are available for training and development especially when measured against the high costs of training providers and private institutions. Secondly, most human resource directorates or units prove inadequate in terms of providing training courses. Employees who are suppose to train others have no real qualification themselves or human resource development practitioners are used ineffectively. It was also mentioned that training courses were not always well planned and the most important challenge was that individual training needs were not aligned with departmental training needs and thus the training provided by the department was not really significant to the individual.

A third major constraint with the current training system is time. Employees struggle to attend training courses due to work demands. Thus, the concern has been raised that not enough training courses are being offered to cope with the need to ensure better performance. The application of technology was identified

and a fourth problem where the department specified a lack of technology to conduct proper training courses and, lastly, a lack of formal policy and guidelines for training hinders the Department in terms of trying to align their strategic departmental goals and objectives with training goals and objectives. Hendricks (2002) also stated that the DPSA, currently, has a draft training policy in place but that the policy has not been finalised. The implementation of the new performance management system that should inform training objectives has also not been tested in terms of its applicability to both departmental training goals and objectives and individual training needs.

6.5.2 Strengths of the training system

Using a competency based approach to training makes provision for the possible establishment of a link between individual performance and departmental effectiveness and efficiency. Du Toit *et al.* (2001:42) maintain that competency based training also promotes employees' interest in training in order to develop individually and enforce a learning environment within a department. The focus on career development through training should be enhanced with appropriate career counselling services so that the product of training and development could be further improved upon.

Partnerships with tertiary institutions in the training of employees, is another strength of the training system. Quality training, according to Du Toit *et al.* (2001:42), could be positively encouraged through the strengthening of partnerships. Ensuring that the evaluation of training courses, in order to determine the effectiveness and efficiency of the training content, is built into the partnership, will further strengthen and increase the use of tertiary institutions as training providers to the Department.

Training bursaries offered by the Department is an incentive to promote individual performance and the strength of the training system. The benefits offered by the Department to facilitate a learning environment, should be

protected and promoted. Modern technology, although not always enough, is a major strength in the training system. Technology enhances training, making it more appropriate and allows employees to adapt to changes in the technological environment that would impact on their daily functions (Du Toit *et al.* 2001:42).

The biggest strength reported by employees during the *Training Review* conducted in 1998/1999 (Du Toit *et al.* 2001:42), is the support of senior management with respect to the importance of training and development for the DPSA. Although it may seem to be a conflicting statement, the emphasis that government places on human resource development and training within the Public Service is communicated by senior management. However, individual managers may, because of reasons discussed in previous paragraphs, restrict employee access to training. Herein lies the challenge – to effectively and efficiently communicate senior management intentions to all managers on all levels within the department, thereby ensuring the fulfillment of departmental training priorities.

Robbins (1995:265-266) suggests that specific signals identify a need for training in departments. Such signals include any time when new processes or equipment will be introduced affecting employee performance, an increase in the number of errors, an increase in the number of complaints received from customers and a drop in individual or group productivity. In order to strengthen a training system the trainers always need to keep in mind that learning will be enhanced when the learner is motivated and that learning requires feedback. The learning process will further be improved if the training content is enforced through practice and transference (Robbins 1995:268-269).

From the above it could be concluded that evaluation is an important and integral part of successful training and development. Evaluation could be facilitated through the use of appropriate models, as has been suggested earlier in the chapter. Also, the fundamentals of evaluation need to be understood in order to

communicate the importance of evaluation to senior management. Performance management is a process that could ensure that evaluation adds value to continued training and development. Performance management is based on a participative decision making process where individual employees are able to explain their training and development needs whilst allowing managers to incorporate individual needs into departmental training priorities and thus aligning individual development with departmental effectiveness and efficiency. The whole principle of the evaluation of training and development initiatives is important to the implementation and management of the learning organisation, as will be discussed in the next chapter.

6.6 Conclusion

The importance of evaluating training courses has been illustrated through the discussions in this chapter. Evaluation is the process through which the value of the training course is identified. Value should be determined in terms of effectiveness and efficiency. Using the performance management system can enhance the evaluation of training courses. In the DPSA, new performance management systems have been developed for both SMS and all other levels.

The performance management system informs the training and development priorities of both the Department and the individual. The performance contracts include a personal development plan highlighting the training and development initiatives to be undertaken by the employees. The research indicated that training courses are not always linked to both individual and departmental training priorities, but rather to only one of the two. In most instances, due to a lack of communication from senior management regarding departmental training priorities, training courses only satisfy individual training and development needs.

The different models and schools of thought on evaluation was also discussed and the model developed by Peter Critten that evaluated training courses to benefit both individual and departmental priorities, was, for the purpose of this

thesis, identified as the most appropriate model of evaluation. The process involved in implementing this model, was discussed and the current strengths and weaknesses of the training system was described.

In the following chapter the implementation and management of a learning organisation will be discussed.

Chapter 7: The implementation and management of a learning organisation

7.1 Introduction

The challenge of implementing and managing a learning organisation lies in facilitating the learning of all employees, thereby ensuring the continued transformation of the department itself. Thus, the learning organisation does not fit itself within bureaucratic forms of management with fixed chains of command or lines of communication. The purpose of the learning organisation is to enhance individual capabilities in order to strengthen departmental capacity, in order to secure responsive service delivery. The management of a learning organisation cannot be achieved through human resource development and training but rather through the implementation of a holistic human resource management system that would address all aspects regarding the management and development of human resources.

In this chapter, attention will be focused on the characteristics and culture of a learning organisation, addressing the challenges hindering the implementation of a learning organisation, the steps involved in the implementation of a learning organisation and the management processes involved in facilitating the implementation of a learning organisation.

7.2 The building blocks of a learning organisation

The building blocks of a learning organisation can further be explained by focusing on the different types of learning. The different types of learning, according to Farago & Skyrme (1995:2), include:

- a) level one learning, which involves learning facts, knowledge, processes and procedures as they apply to known situations;
- b) level two learning consists of the learning of new job skills that are transferable to other situations;

- c) level three learning describes the learning or the adaptation to more dynamic situations where the solution need to be developed; and
- d) level four learning implying the learning to learn level, which includes characteristics such as innovation and creativity in problem solving.

Establishing a learning organisation depends on creating a learning culture. A learning culture does not mean sending employees on as many training courses as possible without evaluating the outcomes of these courses but rather identifying, on a continuous basis, those training courses that would satisfy both individual and organisational development needs. A learning culture should support learning and be based on ensuring the free exchange and flow of information to put expertise where it is most needed and encouraging individuals to network extensively across organisational boundaries in order to develop their own knowledge and expertise as well as supporting the commitment to learning and personal development where learning is rewarded and encouraged. The learning culture will be characterised by creativity, diversity and a climate of openness and trust. The learning culture supposes that learning from mistakes can often be more rewarding and instructional, than learning from success (Farago & Skyrme 1995:2).

The DPSA learns through employee learning but employees who learn will, by no means, guarantee that departmental learning will take place. Without employee learning, the DPSA will not evolve into a learning organisation. The most basic building block for a learning organisation is its commitment to individual employee learning. Senge (1990:140) maintains that a manager's fundamental task no longer lies in planning, organising and controlling but in providing the enabling condition for an employee to lead the most enriching life he or she can. Senge (1990:6-11) proposes five disciplines that underwrite the building blocks for a learning organisation. The five disciplines are personal mastery, mental models, shared vision, team learning and systems thinking.

The phrase 'personal mastery' is used to describe the discipline for personal growth and learning. Employees with high levels of personal mastery continuously expand their ability to create the results in life that they truly seek. Their quest for continuous learning is the basic spirit for the learning organisation. Personal mastery goes beyond mere competence and skill although it is grounded in achieving competence and obtaining appropriate skills. Being a personal master in your current position means that you approach your position from a creative point of view and not from a reactive viewpoint. Personal mastery embodies two underlying movements including to continually clarify what is important and to continually learn how to see the current reality more clearly. The gap between the vision of what the employee wants to achieve and the realities of the current position should generate a creative tension – the force to bring them together. The essence of personal mastery is learning how to generate and sustain the creative tension in the day-to-day functions of employees (Senge 1990:140-142).

Mental models, according to Senge (1990:8-9) are the deeply ingrained assumptions and generalisations that influence the way in which employees will understand and take action. The mental models focus on turning the attention inward, to the development of the self and realising what can be learned from others, without making assumptions on whom these persons are. Senge (1990:174) maintains that new insights are not implemented because they conflict with deeply held internal images of how the Department works. These images limit the way employees think and act and the managing of mental models would then imply surfacing, testing and improving internal images of how a department functions. Developing employee capacity to work with mental models involves learning new skills and implementing departmental innovations that will help bring the new skills into regular practice. The purpose of the mental models is to ensure that managers focus on them in order to ensure that the prevailing assumptions are brought out into the open, challenged and changed through a process of systems thinking (to be discussed shortly). Hodgkinson

(2000:5) stipulated that establishing new mental models in an ever changing environment will not be an easy task to accomplish, but that the first step towards it should be for all employees to acknowledge their mental preconceptions and learn to deal with them.

A shared vision creates a sense of commonality that penetrates the whole Department and provides a sense of cohesiveness to all diverse activities and employees. When employees truly share a vision, they are bound by it, deriving a common care and aspiration for it. The shared vision is crucial to departmental learning because it provides focus and energy for learning. It could be argued that through shared vision employees will strive to learn because learning a new skill becomes part of their vision and is, thus, important to them. A shared vision is a vision to which employees are committed, because it also reflects their own personal vision (Senge 1990: 205-206). A shared vision would be hard to identify because employees might have their own personal agendas. It could manifest itself as a power struggle or a clash of egos, but hierarchical pressures for the effective and efficient delivery of services might not allow much time for identifying values that would guarantee a shared vision (Hodgkinson 2000:6).

Team learning invests in the potential wisdom of teams. An unaligned team is wasted energy and even though individual employees may work very hard, their collective effort does not translate into an efficient and effective group effort. The more a team becomes aligned in their performance, the more they will complement one another's efforts. Senge (1990:233-236) maintains that aligning the team becomes a prerequisite for empowering the individual that will empower the team. Team learning is the process of aligning and developing the capacity of the team in order to ensure departmental effectiveness and efficiency. Teams build on the shared vision principle. Focusing on team learning proposes that individual learning is not enough to ensure departmental learning. Individual learning has proven not to be responsive to departmental training priorities and

thus focusing on the team accomplishments set the tone for and established the standards of learning for the whole department.

Hendricks (2002) stated that the DPSA is moving away from a strictly hierarchical structure to a more matrix orientated structure, promoting team effectiveness and efficiency above individual performance. Only when team functioning characterise a department, can team learning be propagated, but in a hierarchical structure, placing emphasis on the importance of the individual position in the realisation of departmental effectiveness and efficiency will provide the basis for instilling a learning culture. Hodgkinson (2000:6) stated that team learning could be achieved through an attitude of give and take and that sharing visions for the team would coordinate the team effort efficiently. Team learning is also significant for individuals who could show personal mastery and talented team members should be used to develop others. However, a lack of departmental support in terms of counselling and mentoring could hinder team learning. Personal or individual challenges to team learning deals with managers not being able to deal with staff from different levels in the hierarchy, managers losing power and control positions and managers having to take the responsibility for allowing employees to develop themselves.

The fifth discipline is titled systems thinking, which is based on utilising the way of thinking about a language for describing and understanding the relationships that shape the behaviour of systems (Frydman *et al.* 2000:4-5). '*Systems thinking is a discipline for seeing wholes*' (Senge 1990:68). Systems thinking analyse the interrelationships and patterns that bind systems together. Systems become more complex and complexity can undermine confidence and responsibility. Systems thinking are labeled the fifth discipline because it is the cornerstone for all the other four disciplines. Systems thinking see the interrelationships rather than just cause-effect situations and identify the processes of change rather than providing snapshots. The practice of systems thinking begins with creating an understanding of what is meant by feedback. Trying to simplify the work situation

by identifying the deeper patterns that shape events and details (Senge 1990:71-73). Individual challenges, identified by Hodgkinson (2000:6), pertain to the laziness and apathy of employees highlighting, once again, the importance of identifying the role of the individual within a department. The problem statement of this thesis describes the fact that training and development could not, at this stage, be categorised as integral parts of a learning organisation. Training and development in a learning organisation should be part of the daily activities of employees and not be seen, as it is at the moment, as a measure to try and address the gap between actual performance and desired performance.

Critten (1995:204-205) states that the learning organisation has a climate that fosters individual learning and development. The learning culture will also be extended to include customers, suppliers and all other stakeholders. Furthermore, human resource development strategies will become an integral part of the Departmental strategic policies enforcing a culture where learning and working become synonymous with one another. The learning organisation has to be realised from within building on the principle of continuous transformation.

Throughout the thesis the importance of aligning the individual employee's position with the departmental strategic goals has been discussed and repeated. Through the implementation of the five disciplines proposed by Peter Senge, the foundation for the learning organisation can be created. Without alignment, however, individual employees will not share a departmental vision, focus on departmental team thinking or learning and the complexity of the system will never be understood. Facilitating the creation of a learning organisation is dependent on the reciprocal meaningful relationship between the individual employees and the departmental effectiveness and efficiency.

7.3 Challenges facing the creation of a learning organisation

Garratt (1990:78-80) identified specific conditions that would facilitate departmental learning, including creating the perception that learning is a cyclical

process (as discussed in Chapter 1). The free flow of information is a necessary prerequisite for the creation of a learning organisation as well as the ability of managers to value employees as the key assets for departmental learning. Managers need to understand that a new approach to training and development (the creation of a learning organisation) will not be implemented without challenges. Specific challenges deal, for instance, with the lack of strategic awareness on the part of managers as well as a lack of personal development processes.

7.3.1 Operational preoccupation

Farago & Skyrme (1995: 3) maintain that not creating time to sit back and think strategically will only hinder the successful management of a learning organisation. Strategic thinking can be a powerful tool in ensuring human resource development and training because strategic thinking will ensure the creation of the important link between human resource development (individual employee effectiveness and efficiency) and organisational development (departmental effectiveness and efficiency).

Garratt (1990:XV) maintains that managers lack awareness in terms of their own strategic leadership roles in the creation of a learning organisation. Day-to-day functioning prevents managers from being able to sit back and strategically think about the department's positioning and how to improve and adapt to the ever changing external environment. No learning system is able to keep up with the changes taking place in the external environment and thus no department can ever, in the true sense of the concept, become a learning organisation.

7.3.2 Hierarchical thinking

The tendency to focus too much on systems and processes to the exclusion of other factors, inhibits the management of a learning organisation (Farago & Skyrme 1995:3-4). The challenge is evident when a departmental structure is too hierarchical and the free flow of information is not promoted. Employees hold on

to their positions and status, because they do not understand the larger role that they play within the overall department. Their territory has to be protected, and innovation or development might just harm their *status quo*.

7.3.3 Reluctance to train

The reluctance to train or invest in training is a great challenge for public managers to overcome (Farago & Skyrme 1995:4). The reason for not investing in training could be due to personal fears or prejudice but it does hamper the successful implementation and management of a learning organisation. Garratt (1990:XV) identifies the lack of a personal development plan as a stumbling block to the successful implementation of a learning organisation. Lack of training could be as a result of a lack of resources. Budget constraints could prevent training from occurring or the employee workload could discourage the release of employees for training. Whatever the reasons, the fact remains that a department that does not train, will not be able to respond to changing demands, will not be able to transform itself and cannot be defined as a department valuing human resource development.

7.3.4 Lack of real empowerment

Farago and Skyrme (1995:4) state that the lack of real empowerment is due to a management approach that is too top-driven and based on tight supervision. The management of a learning organisation is based on enhancing individual capacity and relying on creativity and innovation but too much supervision or control would only impede these goals.

Lawrence (1998:4) identified specific individual and organisational barriers to the implementation and management of the learning organisation. Individual employees may tend to think that they know everything that they need to know to function effectively and efficiently, they might feel a degree of discomfort with the idea of giving up what they believe or have implemented for a long time, they fear

that they might be incompetent for the period it would take them to learn a new skill or they might just experience a degree of mental laziness.

Organisational barriers deal with the assumption that senior management's decisions should not be questioned. A blaming rather than trusting departmental culture would inhibit learning together with an environment where questioning and challenging are not encouraged, it would block the sharing of learning. A learning organisation characterised by a cross-functional structure and a strictly hierarchical or too bureaucratic structure could impede the implementation of a learning organisation. Other organisational barriers could include a lack of training time, resources and materials, a lack of recognition for improving capabilities and contributions and a lack of knowledge transfer (Lawrence 1998:5).

Managers need to be able and capable of identifying possible challenges in the implementation of a learning organisation. The challenges themselves offer good learning opportunities for managers. The implementation of a learning organisation is, as has been stated before, an approach to employee training and development. It can be equated with the highest level of self-actualisation in a motivational theory. It is nirvana and managers should always strive to provide the best learning environment for their employees. The process and steps involved in the creation of a learning organisation will now be discussed.

7.4 Steps to a learning organisation

Kline & Saunders (1993:5) identified ten steps in the creation of a learning organisation, including assessing the learning culture, promoting the positive, making the workplace safe for thinking, rewarding the risk-takers, helping employees become resources for each other, putting learning power to work, mapping out the vision, bringing the vision to life, connecting the systems and the implementation thereof titled 'getting the show on the road'.

Redding & Catalanello (1994:135) reduced the ten steps to five stages. Stage one is working with no intentional learning programme but becoming aware of a training need would lead to the second stage, namely treating learning as a consumable. Stage three is bringing learning inside the department and through strategic linking, identifying a department with a learning agenda (stage four). Stage five is integrating work and learning through systemic skills and work integrity. During the first stage, learning occurs unintentionally usually because a department is newly created and everybody is still trying to figure out their own positions and strengths. The second stage is the institutionalisation of training and development initiatives. However, training occurs outside a department and is used as a reward for good performance. Stage three tries to evaluate the link between training and job performance. More training is provided within a department but the training is aimed at arbitrarily chosen perceived training priorities.

Stage four introduces an important shift – learning needs are established based upon the strategic training needs of a department. A department is able to determine the skills gap between what it has available and what it needs, and, can thus target the development of specific skills and knowledge. During stage four, most learning still occurs outside a department but during stage five the transformation occurs. The department (its senior management) realises that they have to move learning out of the external classroom and into the day-to-day work for learning in order to achieve maximum benefit for the department. Stage five is the alignment of all departmental systems towards the achievement of performance through learning. This fifth stage coincides with the fifth discipline as promoted by Peter Senge and described earlier in this chapter.

Lawrence (1998:7-10) places an emphasis on the importance of senior management to be the role models for the implementation of the learning organisation. The management styles should thus be based on open and honest communication with managers being capable of influencing the processes and

structures of a department. Senior managers need to first realise the extent to which they can still contribute and what they need to learn from others. Empowerment and innovation, according to Lawrence (1998:9) lies at the heart of the learning organisation. The threat of empowerment and innovation is located in the fact that managers will have to give up the control that they perceive to have over subordinates and replace that with participation, accountability and transparency.

The learning organisation could be characterised as possessing a learning approach to strategy basing decisions on participative processes, distributing information freely and without prejudice and not perceiving budgets and financial controls as barriers to becoming a learning organisation. The learning organisation perceives their managers as asserting the primary task of experimentation and learning from experience. The learning organisation is built on feedback (evaluation as discussed in the previous chapter), in order to obtain information that would create an understanding of the importance of self-development opportunities for all employees (Critten 1995:219-223).

Lawrence (1998:5) suggests that a learning organisation could be implemented if senior managers learn faster and become involved in teaching subordinates. Organisational teams are more effective than individuals in problem solving while managers should encourage innovation, drive for continuous improvement and promote an openness to new ideas.

In the learning organisation, learning takes place on three levels, namely individual, group and organisational learning. The importance of identifying the link between individual and organisational learning becomes apparent. In the problem statement of this thesis the assumption was made that training within the DPSA does not address both individual and departmental training priorities and thus does not promote the creation of a learning organisation. Research in both chapters 4 and 5 had proven that even though employees are able to

identify the departmental training priorities, they are not able to clearly determine how the link is drawn between departmental training priorities and individual training courses offered. Neither is specific regarding the extent to which the DPSA is successfully able to identify the strategic importance of the individual employee within a learning environment. The different management functions facilitating the creation of a learning organisation will now be discussed.

7.5 Key management functions in a learning organisation

The key management processes in the establishment and management of the learning organisation will focus on strategic planning, organising, guiding and control through effective and efficient performance management. However, it is also important to note some of the leadership characteristics that can be identified with a manager able to be an organisational learning leader.

Frydman *et al.* (2000:181-206) list and describe the various characteristics of the organisational learning manager. The characteristics include that:

- a) managers are pragmatic visionaries seeing their work in the larger context of the system as a whole;
- b) centrality of values reinforcing the core set of Departmental values;
- c) organisational learning managers are master strategists and tacticians being able to ascertain how external forces will shape the organisation and as a consequence also being able to articulate a realistic path for the future;
- d) the essence of organisational learning management is the skillful devolution of power developing the leadership capability of subordinates;
- e) organisational learning managers are stewards of learning and continuously will encourage other to learn;
- f) organisational learning managers are learners themselves despite their capacity to direct and strategise; and

- g) organisational learning managers realise that there is no single path to organisational learning and would depend on the culture and processes in an organisation.

From the above, it may be concluded that the manager who is able to lead subordinates into a learning environment, should be aware of his or her own training and learning priorities. The organisational learning manager is able to guide, direct, influence, plan and implement training and development priorities that would address departmental needs but also be able to attract and retain individual commitment to departmental learning.

7.5.1 Strategic planning

Planning is the process of determining the future course of action. In terms of the learning organisation, strategic planning would imply determining the extent to which the organisation and its senior management is able to formulate training goals and priorities as well the ability to describe the way in which the goals and priorities are to be achieved. According to Fox *et al.* (1991:50) the planning process can be divided into seven phases, which include assessing the situation, establishing objectives, forecasting, determining alternative courses of action, evaluating and selecting alternatives, implementing selected plans and evaluating the progress of the plan in terms of assessed needs, the stated objectives and set control standards.

Strategic planning should be based on encouraging assumptions and thinking that test management to consider innovative and creative solutions to problems (Farago & Skyrme 1995:3). Shukla (1997:249) titles it creating the strategic intent to learn. The manager of the learning organisation is able to visibly and formally communicate his or her commitment to learning to their subordinates. The ability to promote visionary skills should stimulate strategic planning. Two ways can be identified to promote the creation of new knowledge in the organisation including articulating high, seemingly impossible goals to stimulate employees to review

their assumptions about work and redesign their tasks and functions. The discrepancy between the present and desired levels of performance should be magnified in order to provide direction to the problem-solving efforts of the organisation. Vision building exercises stimulate a department-wide process of reflection, discussion and questioning resulting in the organisation being able to redefine its operating processes (Shukla 1997:250-253).

Fox *et al.* (1991:49) identify specific reasons for planning being an important management function. Planning contributes to the effective handling of change and if one is to consider the degree to which the DPSA will have to change in order to strive for a learning organisation, planning becomes crucial. Planning provides direction and contributes to a sense of purpose for a department. Planning creates a higher level of predictability because employees gain a better perspective of what is going to be expected from them but most importantly, planning provides an increased opportunity for participation in a department. The creation and implementation of a learning organisation should be a goal not only important to senior management, but also to all levels of the hierarchy in a department. Involvement, commitment and participation are key concepts to the successful implementation of the learning organisation and can be facilitated through appropriate planning. Planning and organising affect one another and the organising function of the manager in the learning organisation is important in terms of creating an enabling learning environment.

7.5.2 Organising

Organising can be defined as the arranging and grouping of jobs, the allocation of resources and the assignment of work in a department in order to ensure that functions are implemented according to plan (Robbins 1995:164). Cloete (1998:165-167) states that when two or more people work together, an organisational structure should be put in place in order to facilitate the activities of employees. The organisational structure is the mechanism through which functions are effectively and efficiently implemented. The leadership roles and

patterns of workflow should be established through the organising function of the manager.

With regard to the learning organisation, the organising function of establishing lines of communication will be discussed later in this chapter. The information and knowledge that should be distributed through the communication lines, are however, important and influential to the creation of a learning organisation. Information management should be used to develop and exploit information as a resource and knowledge management is the process of categorising and sharing expertise to enhance organisational capacity. Capability planning entails profiling both qualitatively and quantitatively the competencies of the organisation (Farago & Skyrme 1995:3). Thus, the creation of the learning organisation depends on the ability of the manager to organise employees through effective and efficient communication.

7.5.3 Influencing

A leader practices influencing and leadership refers to the leading, directing, actuating and motivating of subordinates (Sisk & Williams 1981:7). Nigro & Nigro (1989:211) state that the basis of leadership is that it is an action aimed at influencing the actions of others. Thus, leadership cannot be taught, but it is inherent in the characteristics of a person. Effective leadership skills can, however, be taught to managers. Leadership also influences the way in which employees perceive the work situation. Employees would like to be challenged because employment is the tool to empower the employee in order to pursue more desirable activities during his or her time at a department.

Chung (1987:359) best describes the difference between a leader and a manager. A leader has followers, a leader has emotional appeal and a leader meets the needs of his or her followers. Managers have to supervise and subordinates have to follow the directive of the manager, whether it appeals to them or not. Leaders are expected to be charismatic, while managers are

expected to make rational decisions. Most importantly, a leader is chosen and a manager is appointed. Thus, leaders carry the interest of their followers first while, managers are expected to place a department's attainment of goals and objectives first. Managers are concerned with the wellbeing of their employees but the strategic link does not begin with the employee and end with management, but rather, it is usually the other way around.

Coad & Berry (1998:2) have identified seven leadership styles that are applicable to the implementation and management of a learning organisation, including *laissez-faire*, management-by-exception, contingent reward, individualised consideration, intellectual stimulation, inspirational motivation and idealised influence. The *laissez-faire* leader allows employees to do as they please and abdicates any responsibility towards them. Management-by-exception and contingent reward management are categorised as transactional leadership styles. Transactional leadership involves role clarification, creating structures, attempts to meet the social needs of employees and the distribution of punishment and reward based on performance. Management-by-exception means that managers will only take action when they realise that functions are implemented contrary to the strategic plan of a department. Contingent reward is an exchange process based on manager and employee following agreed upon roles and responsibilities for each predetermined goal and the manager offers rewards when employees have performed adequately. This style of leadership is effective to a department and satisfies the employee, because they receive continuous feedback on individual performance (Coad & Berry 1998:2-3).

Individualised consideration, intellectual stimulation, inspirational motivation and idealised influence are types of transformational leadership styles. Transformation leadership is defined as creating a heightened awareness of the key issues impacting on employee development and influencing achievement, growth and development. Transformational leadership stimulates interest among employees to view their work from a new perspective, to generate and

awareness of the vision and mission of a department, to develop employees to achieve their potential and to motivate employees to transcend their self-interest so as to benefit a department as a whole (Coad & Berry 1998:3).

Managers provide employees with personal attention through individualised consideration. A trust relationship is built focusing on employee needs. The manager provides challenging work assignments to boost the confidence and skills of employees. Intellectual stimulation supposes that managers will encourage their employees to use their imagination and to re-think the ways of doing things. The manager generates the flow of ideas, questions assumptions and encourages employees to come up with their own structures and solutions to problems (Coad & Berry 1998:3).

Creating a clear picture that the future is both optimistic and attainable, is the responsibility of the inspirational motivator. Managers will set high expectations and communicate a vision to employees in simple language. Employees react willingly and increase their effort to achieve the vision. Managers who are role models for employees are idealised as influence leaders. Managers will show great persistence and determination in achieving departmental objectives and goals, they will reinforce high standards of ethical conduct and share their success with their employees. Managers are thus admired, respected and trusted. Employees wish to emulate them and follow them without any prejudice (Coad & Berry 1998:3).

Armstrong (1990:170-171) identified the primary and accessory leadership roles of the manager. The primary leadership roles of the manager are as a visionary, an executive, a planner, a policy-maker, a controller and a provider of rewards and punishments. The accessory functions are functions assigned to the manager because of the leadership position vested in a management position. The manager acting as role model, symbol of group unity, object for identification and, sometimes, target for aggression when employees are frustrated

disappointed and disillusioned, are all examples of the accessory leadership roles ascribed to managers. The leadership roles assumed by managers will vary according to the task at hand. For the management of the learning organisation the manager will, for instance, need to be a visionary, an expert, a role model and a symbol uniting his or her employees and guiding them through the changing learning environment.

Team and organisational development are integral parts of establishing a learning organisation and include the use of facilitators to help groups with work, job and organisation design and team development by reinforcing values, developing a vision and creating an organisational culture based on a climate of cohesiveness, sharing, support and stretching goals (Farago & Skyrme 1995:3).

7.5.4 Control

Control is implemented to ensure that departmental activities are implemented according to a predetermined standard. Plunkett & Attner (1989:359) emphasise that control is the systematic effort of identifying performance standards and comparing the actual performance with the planned performance goals and objectives. Control intends to ensure optimal utilisation of resources. The main aim of control is to ensure that departmental effectiveness and efficiency are promoted.

The factors that will have an impact on the behaviour of employees are experiences, environmental influences, such as the value of the Department, and the perception regarding the availability of rewards for good performance. In addition to these factors, specific aspects such as the skills of employees and the incentives offered by the Department to enforce compliance, will encourage employees to perform (Plunkett & Attner 1989: 297-298).

Stahl (1983:246-249) states that motivation should be used to promote the establishment and implementation of specific new processes, such as the

concept of a learning organisation. The motivation should be based on participative management, sharing decisions, keeping communication channels open and fluid, and encouraging suggestions on how performance could be enhanced.

With regard to the learning organisation, control will manifest itself in the ability of the manager to manage individual employee performance through a system of performance management and development (as was discussed in the previous chapter). The ability to offer rewards and incentives for learning will also enable the attainment of the learning organisation. The performance measurement tool should encourage the investment in learning by identifying appropriate measures and indicators of performance. Processes and systems that recognise the acquisition of new skills should be in place in order to facilitate individual effort, team accomplishments and continued personal development (Farago & Skyrme 1995:3). The implementation of the management functions could be enhanced by using specific management tools and techniques available to ensure compliance with a new process or in this case, a new approach to human resource training and development.

7.6 Tools and techniques to enhance the learning organisation

Popper & Lipshitz (2000:12) maintain that effective learning is enhanced through an investment of time and money in the training process and creating an environment that would protect transparency of performance. The manager should devote his or her time in terms of participating and therefore, reinforcing the learning experience. Ensuring that the learning experience is evaluated is another way of ensuring that the learning environment is created. Specific tools and techniques that could be utilised by managers to ensure compliance with the concept of a learning organisation include fostering learning and creativity skills, enforcing effective and efficient communication and providing a mentoring programme to reinforce the learning experience.

7.6.1 Listening and creativity skills

Listening skills are not natural skills and different styles of listening can be identified. Puth (2002:50-51) categorises listeners as interpretative, supportive, probing, understanding and emphatic. Interpretative listening is defined as being judgmental in the sense that the receiver of the communication tells the sender what the problem with the communication is, but not what he or she should do about it. A supportive listener wants to merely reassure the sender that the message was understood in order to avoid any conflict or problems. The probing listener will require further information until his or her needs are satisfied in terms of the original message. Understanding listening implies that the receiver will paraphrase the message to ensure that the message was communicated effectively and the emphatic listener will encourage an atmosphere for the sender to express him- or herself in order to solve any problems with the original communication.

Puth (2002:51) identified specific barriers to listening including that listeners have preconceived ideas, they think they might know more than the speaker, they might worry about something else, they might be tired or uncomfortable or they might be afraid of the speaker and, thus, refrain from commenting on the communication and misunderstandings can be created. The use of empathy in communication, the ability to resist distractions and learn to concentrate as well as the ability to be a critical listener and making sure that you understand the message, are all guidelines for improving listening skills (Puth 2002:52-55)

The rewards of effective listening is that employees will be able to add to their knowledge, they will encourage others to be more open in their communication thereby improving interpersonal relationship, misunderstandings will be eliminated and possible problems could be detected early (Puth 2002:55). Thus, creating a conducive environment for the implementation of a learning organisation, can be facilitated through open and honest communication. Learning and creativity skills can be clarified through seeking information,

brainstorming, associating ideas, deciding on courses of action, observing outcomes and reframing new knowledge into mental models (Farago & Skyrme 1995:3).

Innovation is a cornerstone for continuous improvement. Unfortunately, managers are not always equipped to deal with innovation especially where the organisational structure is bureaucratic. Regarding any new idea with suspicion, just because it is new and a subordinate suggested it and insisting that people need managerial approval before acting on new ideas could stifle innovation. Critten (1995:218) states that employees should not be asked to challenge or criticise each other's suggestions and management should not just offer criticism freely, without counteracting it with praise. Treating problems as failures, controlling everything carefully and assuming that just because a manager is placed in a senior management position, he or she would automatically know everything, will hinder innovation and creativity in a department.

From the above, it could be concluded that effective listening and creativity skills should be taught to managers who would assume leadership positions in the creation and management of a learning organisation. Listening is the ability to understand the feedback on original communication and without effective listening skills, managers will not be able to implement performance management systems or be able to determine whether departmental training priorities are aligned with individual training needs. The ability to promote innovation is an important principle in the implementation of a learning organisation. Managers should be aware of behaviour and perceptions that could hinder the creative learning environment and should always strive towards creating an enabling training and development framework for departmental effectiveness and efficiency.

7.6.2 Communication

Effective communication should never be taken for granted and managers should never assume that they are good communicators. Messages can very easily become obscured in the implementation of new processes, or in this case, a new approach to departmental training and development. The ability to communicate the intentions of senior management becomes imperative to the successful implementation of the approach. Bendix (1996:328) identifies specific physical barriers such as temperature, noise, distance and method of communication as hindering the successful transfer of understanding. Additional barriers to effective communication, such as language, poor listening habits, differences in perceptions, lack of honesty and trust, were stipulated by Robbins (1995:358-363).

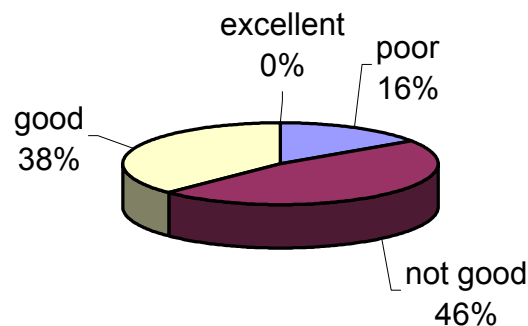
Communication is the process of creating understanding and should be based on the principles of observing and listening. Communication, according to Farago & Skyrme (1995:3), should be encouraged especially across departmental boundaries ensuring that all employees have equal access to pertinent information regarding, for instance, human resource development and training initiatives.

Rainey & Watson (1996:768) identified specific strategies to enforce effective communication. Firstly, managers should develop a vision for the desired future by examining past experiences, the present situation and the future goals. All information should be disseminated and the vision communicated to all employees. Secondly, communicating the vision should lead to the creation of meaning and trust among all employees. Thirdly, management should choose the best course of action so as to instill trust, identity and integrity, by being consistent in the application of the communication. Fourthly, the manager should always keep his or her own skills and weaknesses in mind and strive to overcome his or her limitations by using employees that will compensate for managerial weaknesses. This successful communicator is one who is not afraid

to listen to advice and rely on experience from employees. Successful communication relies on feedback because the content of the feedback would determine whether or not the communication was successful.

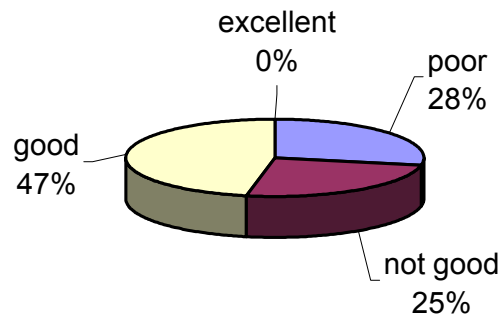
Through the questionnaire, the perceptions of employees regarding communication, were determined. From previous chapters it could be deduced that the communication from senior management to lower levels in the hierarchy, is not always successful, especially when taking into account the fact that the majority of employees were not able to align their own personal development and training goals with the DPSA's training priorities. Figure 7.1 illustrates the extent to which the DPSA requires employees to give formal feedback after training courses were attended.

Figure 7.1: Receiving formal feedback after training courses

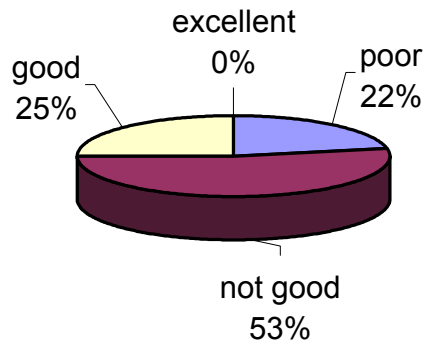


The majority of respondents (62%) indicated that formal feedback sessions after attending training courses are not required by the DPSA. The question was posed as to whether employees receive any formal feedback sessions from their colleagues who have attended training courses. Information sharing is an important building block for effective communication but without information, decisions regarding the DPSA's training priorities cannot be appropriately made. Information sharing does, however, begin with the individual employees and Figure 7.2 tested whether employees themselves are involved in distributing information regarding attended training courses.

Figure 7.2: Conducting or participating in formal feedback sessions after training courses



In most instances, employees are expected to write a report after a training course was attended, but the figure suggests that this mechanism is not enough to influence decisions regarding training goals and objectives for the future. A total of 53% of respondents agreed that it is not expected from them to be involved in formal training feedback sessions. Formal feedback sessions could lay the groundwork for a meaningful evaluation of a training course, but when no feedback sessions are provided, the evaluation is incomplete and will have no real effect on the communication process of choosing appropriate training courses for the DPSA training priorities. Figure 7.3 ascertains whether employees have participated in presenting periodic reports on training conducted by the DPSA.

Figure 7.3: Presenting periodic reports on departmental training courses

The vast majority of respondents (75%) indicated that they do not have to present any reports on training provided by the DPSA. Thus, the figure suggests that training provided by the DPSA is not regarded as a high priority and, it could be argued that employees prefer training to be conducted by trainers from outside the DPSA. As mentioned previously, partnerships with tertiary institutions strengthen the training system. Training provided by tertiary institutions could culminate in formal qualifications and when evaluation is built into the training course, it could be argued that the effectiveness and efficiency of the training efforts will be guaranteed. Reporting is an important mechanism to ensure effective and efficient communication. Reporting can also be used to facilitate team and departmental learning through the sharing of information that could influence decisions regarding departmental training priorities. Communication through, for instance, reporting will enhance individual and group dynamics and thus ensure that through the alignment of individual goals and objectives with group training priorities, the manager (leading the group) will be able to align the group training priorities with Departmental training priorities.

Improving group and organisational dynamic is most often only a matter of opening up the correct communication channels and ensuring that all parties affected have access to all the relevant information. Improving communication depends on establishing trust, mutual respect, a supportive departmental climate and sharing power through participatory decision making (Sadri & Tran 2002:2).

Improving relational communication increases job satisfaction and worker involvement and could also contribute to higher productivity even though the link between communication and productivity has not been conclusively proven. The fact does remain that the perceived openness in communication develops good interpersonal working conditions and improves overall job performance. A learning organisation is built on the premise that employees are able to work in teams, effectively and efficiently, to further departmental goals. Thus, effective group communication and group cohesion would have an impact on the ability of a department to transform itself into a learning organisation.

Effective alignment of training and development priorities between individual employees, the group and the Department require departmental change on three levels. First, cultural change involves the changing of the organisation's basic assumptions, values, beliefs and ideologies that define its view of itself and the environment within which it operates. Second, structural change entails changing the grouping of positions and departments within the organisation and third, behavioural change involves changing the behaviour, attitude and perceptions among individuals and work groups (Sadri & Tran 2002:3-4).

From the above, it could be concluded that communication is an important ingredient for effective and efficient training and development. Communication should, however, reflect the alignment of individual training priorities with that of the group and this with the department as well. Communication is a process that, when implemented effectively and efficiently, should provide employees with the opportunity to participate in training evaluation and, thus, influence decisions regarding departmental training priorities.

7.6.3 Mentoring

Mentoring is known as the most effective way of assisting newcomers into the organisational culture. Mentoring entails establishing a relationship between a senior (position) employee and a more junior (position) employee with the aim of increasing and promoting communication. All three levels of change (cultural, structural and behavioural) have to be in place before mentoring can be successful as a strategy to facilitate diversity management (Sadri & Tran 2002:2-3). For example, management must publicly announce and support the mentoring programme (cultural level) proceeding by ensuring that enough experienced employees are on board to serve as mentors, especially during times of organisational restructuring (structural level). The mentor must be willing to share his/her experiences and wisdom with younger employees and in turn, the younger employees must not be too scared to ask questions (behavioural level).

Mentors play a developmental as well as psychosocial role. The developmental role entails being a coach, sponsoring advancement, providing challenging assignments and fostering a positive visibility in the work environment. The psychosocial role comprises offering personal support, friendship, acceptance, counselling and being a role model (Sadri & Tran 2002:4).

All activities characterising mentoring are interpersonal in nature and it are built on and extend to a reciprocal and open communication channel between mentor and employee. The advantages of mentoring are that employees will be better able to make the transition from being outsiders to being part of the group. They will be able to establish interpersonal relationships more effortlessly and perhaps most importantly to the department, they will be able to discover their role in the Department clearly. Conflicts will be solved more easily and the assessment of the relationship between self-evaluation, as it relates to own performance, and departmental performance evaluation could be more easily established (Sadri & Tran 2002:4).

However, the departmental culture, structure or behaviour, judgements made between mentor and employee who became too involved in each other's personal lives, mentors being tyrannical or selfish and, employees only becoming a clone of the mentor and not realising their own potential and role to be played are examples of barriers to mentoring (Sadri & Tran 2002:4). The key to overcoming the problems or barriers to mentoring lies in successfully placing the mentor with the correct employee. This goes beyond personality and should be based more on trust and respect if the relationship is to be enhanced. The mentoring programme should, however, follow a structured approach beginning with a training session informing both mentor and employee what could be expected from each other. The most important positive result from mentoring is that group dynamics will be enhanced and employees see an improvement in their work performance and their ability to interact with each other (Sadri & Tran 2002:4-5).

From the above, it could be concluded that mentoring is a technique that could be utilised by managers to ensure that individual employees understand the importance of their positions within the group structure and thus within the overall departmental structure. Through mentoring the process of determining appropriate training and development priorities could be facilitated. Thus, mentorship should form part of the creation of a learning environment.

7.7 The knowledge intensive organisation: A new challenge

The knowledge intensive organisation is based on the assumption that information, knowledge and learning are central to any organisation operating in a technologically advanced environment. While Grieves (2000:8) maintains that the nature of knowledge work can mostly be observed in high technology environments, the importance of applying the knowledge intensive/learning phenomenon to all organisations should not be underestimated, since all organisations, and especially the public service, operates in an increasingly

complex environment. Knowledge management reflects on the primary role of the organisation and thus the essence of the organisational capability that manifests itself in the creation, integration and dissemination of knowledge (Beeby & Booth 2000:3). This process is called knowledge conversion and can be divided into four types, including (Beeby & Booth 2000:3-4):

- a) socialisation referring to the sharing of implicit knowledge between individuals either through formal or informal communication channels;
- b) externalisation referring to the conversion of implicit knowledge into explicit knowledge through a process of codification to ensure formal conversion and widespread dissemination;
- c) combination referring to the spread of explicit knowledge to all individuals and teams mainly through the use of information systems ; and
- d) internalisation depicting the reinforcement of explicit knowledge.

The attention focused on the knowledge-intensive organisation stems from the fact that the important factor of production in any department, is no longer capital, but intellectual labour (skilled employees). Knowledge is seen as the primary source of competitive advantage while employees are no longer satisfied with the traditional command and control management styles. Knowledge is incorporated into an organisation's knowledge assets comprising its core competencies, technology, value-adding activities, processes, systems, procedures and structures. The embodied knowledge constitutes the assets through which an organisation can maintain its competitive advantage. The role of departmental learning is to continuously create new knowledge that would lead to the more effective and efficient handling of the departmental assets. The matrix structure (organisational structure) is the only structure that would accommodate a knowledge-intensive organisation. Previously mentioned, Hendricks (2002) stated that the DPSA is moving towards a more matrix organised structure, but if the learning processes to facilitate a learning organisation have not yet been implemented, the creation of a knowledge-intensive organisation would not be possible.

Departments, responding to the demands of a knowledge intensive/learning environment should adhere to ensuring an adequate supply of knowledge workers. The knowledge workers should, continuously, be identified, developed and evaluated. Knowledge workers should be motivated and rewarded in order to guarantee maximum productivity and quality service delivery. Attention also has to be paid to the fact that knowledge workers operate in a less bureaucratic departmental structure and, thus, the department should be able to adapt itself (Grieves 2000:8).

Knowledge and the management thereof have been equated, by Heaton & Harung (1999:2), with a stream. *'A stream has an impressive ability to adapt, to shift the configurations, to let the power balance move, to create new structures. But driving this adaptability, making it all happen, is the water's need to flow. Water answers to gravity, to downhill, to the call of the ocean. The forms change, but the mission remain clear. Structured emerge, but only as temporary solutions that facilitate rather than interfere. There is none of the rigid reliance on single forms'*. This indicates that, in order to establish a knowledge-intensive organisation, all sense of power, control, command and internal prejudice should be replaced by a structure, ever changing as the environment demands.

7.8 Conclusion

This chapter focused on the implementation and management of the learning organisation. The learning organisation is an approach to departmental training and priorities for the DPSA. The concept of the learning organisation can be equated with the self-actualisation level in motivational theories. It could be argued that the learning organisation is something that could be aimed at, but the actual attainment of it, will remain outside the reality scope for the DPSA. The five disciplines for the learning organisation, namely personal mastery, mental models, a shared vision, team learning and systems thinking were highlighted and discussed.

The implementation of the learning organisation will not happen in isolation and managers should expect specific challenges to arise including operational preoccupation, bureaucratic structure and the reluctance to train. However, specific steps have been identified by various authors, on how to implement the learning organisation. Different approaches to the implementation of the learning organisation were discussed, but since the concept of the learning organisation is only used, in this thesis, as an approach to improve training and development for the DPSA, no one approach to implementation was proposed.

The key management functions as well as the tools and techniques available to managers to facilitate the learning organisation, were discussed and the chapter concluded with a new challenge presented to the DPSA - the knowledge-intensive organisation and what that would mean for the DPSA. In the next chapter an overview will be given of the previous chapter, but more importantly, specific recommendations and conclusions will be drawn from the discussions pertaining to this thesis.

Chapter 8: Conclusion, observations and recommendations

8.1 Outline, need and purpose of human resource development in the Department of Public Service and Administration

Chapter 1 detailed a discussion on the outline, need and purpose of conducting an investigation into the reality of establishing a learning organisation in the Department of Public Service and Administration. The Public Service comprises employees - each with its own potential and personal agenda regarding development and training. The need for this study is highlighted in the fact that the DPSA needs to align individual training priorities with departmental training priorities in order to lay the foundation for a learning organisation. The DPSA can also not afford not to train and develop their employees because only through continuous training and development can the Department justify their human resource expenditure.

The normative research consisted of a literature review of current developments in the field of Public Administration regarding human resource development and training. The literature review thus formed the theoretical basis from which the research was developed and evaluated. The research, also, comprised a questionnaire distributed to the employees in the Branch: Integrated Human Resources in the DPSA. The questionnaire utilised a summative scale ranging from one to four, with one indicating the minimum knowledge or total disagreement with the statement and four suggesting an excellent understanding or total agreement with the statement. Questionnaires were used because it is a relatively uncomplicated way to determine and assess attitudes, perceptions and behaviour towards the human resource development and training initiatives of the DPSA.

As priorly identified, several limitations exist with respect to this study. The DPSA comprises five objective areas including Public Service Policy Management and Leadership, Integrated Human Resources, Anti-Corruption and High Profile

Cases, Information and Information Technology Management and Service Delivery Improvement. Currently 227 employees are situated in the DPSA and Integrated Human Resources is responsible for the human resource management and development practices that would enhance effective and efficient utilisation of human resources in the entire Public Service.

The time frame for the thesis extended to 2001 from 1995 - six years. The purpose of the thesis was to determine and assess the status of training and development within the DPSA. The assessment related to the quality of training and development courses in terms of their content, applicability and evaluation.

The problem statement of the thesis centred on ascertaining whether training and development initiatives satisfy both individual employee and departmental training priorities. The reasoning behind the problem statement deals with the fact that without the strategic alignment of individual goals and objectives with departmental goals and objectives, a learning organisation could never be implemented. Thus the problem statement focused on the extent to which human resource development and training can facilitate the implementation of a learning organisation in the DPSA.

The different concepts associated with human resource development and training in the Public Service were discussed and for the purpose of this thesis specific concepts were defined within the scope of this thesis alone.

8.2 Theoretical constructs in public administration

The purpose of this chapter was to highlight the different administrative theories contributing to the integrated approach to human resource management. Public administration, as a field of study, has its origins in Political Science. The political ideologies of Aristotle and Machiavelli proposed the original framework for the role of government in the lives of its citizens. From their original theories, the

administrative theories of government developed. The chapter discussed several administrative theories as they pertain to the activity of public administration.

The human resource management function evolved from public personnel management, as a generic function. The administrative theory used in this thesis, is the generic administrative theory. The various functions of administration were discussed and the correlation with human resource management, was described. The main aim of this chapter is to propose the integrated approach to human resource management as the only approach through which the DPSA will be able to ensure that the correct employee is placed in the correct position. The integrated human resource management approach emphasises the principle that employees are not isolated from the services they deliver and, thus, normal employee interaction will have a great effect on the effectiveness and efficiency of the DPSA. The main observation that could be made, from the discussions in this chapter, is that the DPSA will have to approach its human resources as limited. Because human resources are not limitless, appropriate mechanisms should be put in place to ensure that employees are developed in such a way that would ensure maximum productivity (in terms of organisational effectiveness and efficiency). The integrated human resource management approach maintain that all human resource management functions impact on each other and should be linked in order to secure effective and efficient service delivery.

8.3 Historical perspective of the development of the Department of Public Service and Administration: 1995-2001

In 1996 the Commission of Inquiry regarding the Transformation and Reform of the Public Service was instituted in order to investigate the structures and functions of the public service, conducting an internal audit review and proposing amendments to the systems, procedures and functions of all state departments. The Commission was titled '*Presidential Review Commission (PRC)*'. The PRC restructured the DPSA and added all matters relating to human resource practices, condition of service, labour relations, organisational development and

information technology to the scope of the DPSA. Serious challenges would however hinder the transformation process including the lack of racial, gender and occupational representativeness, lack of clarity and communication, centralised control, poor productivity, disempowering work ethics and the absence of clearly defined role and responsibilities. The DPSA realised that by adhering to and implementing the key themes of the White Paper on Transformation of the Public Service they would be able to address the challenges. Specific key themes that are of importance in terms of this thesis are:

- a) improving the strategic planning and prioritisation process; and
- b) prioritising individual and departmental capacity building through the development and introduction of human resource planning, training and development.

The debate regarding the role and existence of the DPSA was highlighted through the PRC and the fact remains that any department (but especially a staff department) can only justify their resource consumption if the role that it plays in supporting the rest of the government departments is indispensable. Thus in 1997 the DPSA initiated the change from personnel administration to human resource management through the *White Paper on Human Resource Management in the Public Service, 1997*. The principles for human resource management included the development of employees focusing on effective and efficient service delivery, being multi-skilled and multi-cultural. The DPSA realised the importance of strategically linking human resource development to the pressures of effective and efficient departmental performance. Through the PRC the importance of human resource development was highlighted.

In 1999/2000 the DPSA commissioned an investigation into the skills and competency levels of employees in the DPSA. The *Tswelopele Report, 2000* intended to conduct a comprehensive assessment of the DPSA focusing on the role, strategy, structure, systems, resources, processes and culture of the DPSA. The *Tswelopele Report, 2000* was able to identify the weaknesses in the DPSA,

but was not able to identify or implement the steps to address the weaknesses in the current training and development system. The *Report* highlighted the lack of guidelines regarding the skills and competencies as well as job content of the different job profiles and the recommendation was made that the DPSA should identify an integrated framework of competencies highlighting all the appropriate skills, knowledge and attributes of each position. The *Report* further indicated that the learning cultures of the DPSA should be characterised by information sharing, creativity, innovation, professionalism, collaboration, transparency, ownership and leadership. All the values mentioned are also basic characteristics of the learning organisation and if the values do not become a reality, the learning organisation will not be realised.

During 2001 the DPSA formulated *the Human Resource Development Strategy for the Public Service*. Ironically the DPSA never devolved the policy down to departmental level and the DPSA still does not have a training or development policy. The *draft training policy* was formulated in 2002 and it is hoped that it will be finalised by March 2003. However, the creation of a national human resource development plan aimed to encourage the development and training of public employees since the training initiatives that have taken place to date have been fragmented, uncoordinated, lacking monitoring and evaluation.

The focus on human resource development introduced the concept of lifelong learning as part of the management framework to implement human resource development in the DPSA. The *Human Resource Development Strategy* specified the responsibilities for both managers and employees in terms of identifying training priorities for individual and departmental performance. The devolution of human resource development and training priorities to line managers imply that they will now be held accountable for the capacity building and empowerment initiatives within the Department.

Investment in People is a project sponsored by the Department of Labour in collaboration with the European Union and aims to address current human resource and equity challenges in the DPSA. Another joint initiative between the South African and Malaysian governments assist women in middle and senior management positions to develop skills and undertake leadership development programmes. The lack of appropriate skills and rate of attrition due to promotions and transfers, resignations, HIV/Aids affect the human resource composition of the DPSA. Equity and development plans have to be coordinated in order to fulfil the required equity targets for the Department.

The Draft Training and Development Policy is in the process of being formulated and finalised and will set out the roles and responsibilities regarding training and development in the Department of Public Service and Administration. The draft policy does not specify the extent to which effective and efficient training and development initiatives could be identified thus indicating how important the evaluation of training courses are, in order to ensure quality in training and development initiatives.

8.4 Environmental framework for human resource development

The environmental framework within which the DPSA operates has been divided into the external and internal environment. The external environment comprises the political, technological and socio-economic environment and the internal environment deals with motivation, attitude, skills, knowledge and perception. The clients of the DPSA are mainly its own employees and employees from other government departments. The DPSA is responsible for formulating policies regarding human resources, service delivery innovations and information management systems.

The questionnaire was used in this chapter to determine the level of understanding and knowledge that employees have regarding the legislative framework for human resource development and management. Understanding of

the *Constitution*, 1996, *Public Service Act*, 1994, *Labour Relations Act*, 1995, *Employment Equity Act*, 1998, *Basic Conditions of Employment Act*, 1997, *White Paper on Human Resource Management in the Public Service*, 1997, *SAQA Act*, 1995, *Skills Development Act*, 1998, *White Paper on Public Service Training and Education*, 1997 and the *Public Service Regulations*, 2001 were tested. The overall deduction was made that employees of the DPSA have an average to good understanding of the legislation pertaining to human resource management and development. The only challenge is the ability that managers have to align departmental training priorities with government policy.

The technological environment offers potential to the enhancement of service delivery in the DPSA. Technology makes service delivery more accessible, but it places a burden on the development of appropriate skills for the implementation and management of information technology. Electronic government was defined as the use of information communication technologies to enhance service delivery by offering citizens and businesses the opportunity to interact and conduct business with government. Currently the human resource development and training priorities are largely determined by the demands of the technological environment. Employees have to be equipped, in terms of their skills and competencies, to deal with and realise the potential created by the technological environment. The only way electronic government can become a reality is through the implementation of a learning organisation - where each employee takes responsibility for continuous training and development that affect departmental performance and enhance individual capacity.

The socio-cultural environment is characterised by serious challenges such as high levels of poverty, a high unemployment rate, slow economic growth and increasing shortages of skilled (expert) employees. The only way to transform the economy is to increase and attract investment and thus stimulate job creation. South Africa need to become competitive (in terms of its human resource development) and as such the DPSA needs to be able to place employees and

resources in the areas and services that will have the most impact to reduce the poverty levels of the country. The four most important areas that have been identified for this purpose include:

- a) human resource development
- b) public-private partnerships for enhancing service delivery;
- c) improved managerial capacity and flexibility; and
- d) improved performance management systems.

The DPSA places the appropriate emphasis on the development and training of its employees but the impact of the training has never been fully evaluated. The DPSA is charged with developing training and development initiatives that would be aligned with departmental training priorities in order to address the challenges presented by the socio-economic environment. The impact of HIV/Aids on human resource development and training is a dilemma between morally justifying training an employee with a limited career span and every employee having the right to access to development initiatives. The management of the DPSA is responsible for the functional and emotional needs of employees and the constraints placed on the Department through HIV/Aids have to realistically be planned for and thus will also be reflected in the departmental human resource development and training plans.

HIV/Aids, gender and age issues should be handled with great sensitivity and will affect training and development priorities. The questions were asked whether the medical status of employee should affect the decisions of who will attend training courses, or should only women be targeted for training and development initiatives. The training and development initiatives undertaken by the DPSA so far have targeted women for development, but not only women. Training and development have been made accessible to all and the challenge no longer lies in training opportunities not being available but rather in choosing which training would be most appropriate to promote departmental effectiveness and efficiency.

The internal environment is defined as those factors that influence an employee's performance in terms of his or her perceptions, attitude, knowledge and understanding of training and development priorities of the DPSA. The motivation of employees refer to their willingness to implement, for instance, a new training course and even to acknowledge the importance of incorporating evaluation into the design of training courses. The willingness of employees depends on their needs and when departmental training needs coincide with an individual employee's needs - effective and efficient human resource development and training can take place.

Questions were posed to employees, through the use of questionnaires, to determine their motivation, attitude and perception of training and development in the DPSA. Figures 4.1 to 4.8 tested the extent to which training in the DPSA realises personal career goals; is aligned with departmental training goals; is provided as incentive for increased work performance and is evaluated against individual training objectives and goals. The majority respondents indicated that training realises personal career goals and that training is evaluated against individual training objectives and goals. Half of the respondents believed that training is provided as an incentive but the majority disagreed that their career goals coincide with departmental training opportunities.

Skills are the abilities demonstrated by employees that affect their behaviour and performance, either negatively or positively. Transferring knowledge is an integral part of learning, but learning will only become wisdom through reinforcement. The knowledge and skills of employees were tested through determining the extent to which training courses contribute to improved work performance and culminates in formal qualifications. In both instances respondents disagreed with the statements. The majority agreed that training courses are not evaluated in terms of improved work performance and that training courses do not culminate in formal qualifications. Thus indicating that there is not meaningful evaluation of training courses and the knowledge that is transferred and the skills that are

taught have not been evaluated in terms of the value that they might add to departmental and individual work performance. The recommendation is made that only if the proposed performance management systems are implemented correctly will training and development initiatives be developed according to the appropriate needs.

The attitude of employee determines whether they regard training as favourable or not. Employee attitude might also be influenced by the degree to which they perceive the training to fulfil a specific individual training need. The questions were asked whether departmental training courses were aligned with departmental training goals and objectives and the majority of respondents indicated a favourable outcome, but when asked if departmental training courses were evaluated against departmental training goals and objectives, the majority indicated a negative outcome. The recommendations are made that the DPSA will have to:

- a) align departmental training goals and priorities with individual goals and priorities if training courses are to be planned appropriately;
- b) provide training as an incentive if the Department is able to identify how departmental training priorities will realise individual career goals and *vice versa*
- c) align departmental training priorities with governmental training priorities;
- d) align departmental training priorities with individual training priorities; and
- e) evaluate training courses in terms of value for the Department and not for the individual employee.

8.5 A human resource training and development profile of the Department of Public Service and Administration

Children perceive themselves as dependent on teachers for a learning experience while adults are self-directing. Adult learners are more problem centered than content centered and want to actively participate in the learning process and share the learning responsibility. Adult learning is based on four

assumptions, namely that learning is a continuous and active process, all employees have the capacity to learn and learning is important for individual self-development. Thus adults will choose what to learn and where to learn it and whom to learn it from. Individual training priorities are important to a department such as the DPSA because individual training priorities will influence departmental training opportunities and if the Department is unable to align departmental training goals and objectives with individual goals and objectives, training and development initiatives will not be successful.

The learning cycle consists of four stages including experiencing, processing, interpreting and taking action. Taking action implies that what has been learned is reinforced through continuous use. Thus another way of describing the learning cycle is that data is experienced, information is processed, knowledge is interpreted and wisdom is reinforced through taking action. Wisdom cannot be conferred to anyone and this is a major flaw in training systems. Trainers assume that knowledge and wisdom are the same – that finishing a training course and having gained knowledge of a particular skill or competence assumes that the employees will now know everything there is to know about that specific skill or competence. Yet the fact remains that, if the employee does not go back to work and through continuous practice reinforces the taught skill, it will have been in vain. Learning does not end with the end of the training course and this is one of the foundations of the learning organisation – continuous learning. After a training course has been completed and the employee reinforces the newly acquired skill, group and departmental performance should be enhanced because individual learning should have a ripple effect on the group and departmental performance.

Learning begins with individual experiences that employees have. The extent to which employees are able to put into practice what they have experienced depend on the comprehensive nature of the training system in a department. Individual cognisance and identification with departmental goals and objectives

will also facilitate the process of learning. The four main outcomes of learning are ability to adapt to change, innovation, continuous improvement and transformation.

The behavioural and cognitive approaches to training were identified and discussed and attention was given to the various types of training including on-the-job training, off-the-job training, competency training or action learning and on-line learning. The most important factor to bear in mind is that training does not automatically result in competence being built or increased but relies on individual and departmental commitment to training and development initiatives.

The training and development profile of the DPSA including questions divided into the planning for, guidance of, budgeting for and interpretation of departmental training goals and priorities. The questions related to the extent to which the DPSA is able to identify, align, develop, implement and communicate training goals and objectives. Based on the perceptions of employees in the Branch: Integrated Human Resources specific observations can be made, including that the:

- a) DPSA is able to develop and adjust training priorities according to departmental needs;
- b) DPSA is able to develop alternative strategies for the implementation of departmental training priorities;
- c) DPSA is able to assess the financial feasibility of training courses;
- d) DPSA is not able to assess the technical feasibility of different training courses;
- e) DPSA is able to develop training plans that would include costs, employees and material needs; and
- f) DPSA is not able to develop personal career paths for individual employees.

Guidance in terms of departmental training and development refers to the extent to which obstacles are detected and the Department is able to implement training courses that satisfy departmental training priorities. Once again, the perceptions of employees were communicated through the distributing of questionnaires. Specific observations include that the:

- a) DPSA is able to anticipate obstacles in achieving training goals and identifying means to overcome them;
- b) DPSA is able to identify specific training courses that will be needed to accomplish departmental training goals;
- c) DPSA is able to establish priorities among competing training courses;
- d) DPSA is able to set realistic deadlines for the completion of departmental training courses;
- e) DPSA is able to identify specific courses needed to accomplish personal training goals;
- f) DPSA is able to provide guidance on how accomplishment is to be measured; and
- g) DPSA is able to involve staff in making work decisions that would affect the employees themselves.

The budgeting part of the training and development profile comprises the input received from employees into the formulation of the Department's annual training budget. The importance of reciprocal communication cannot be emphasised enough. Employees need to know the decisions regarding the training budget in order to establish which training courses are feasible within any given financial year. Input into the budget also establishes a sense of participation, which is an important part of creating a learning organisation. Respondents were tested regarding the extent to which they provide input into the annual training budget, are being provided with the necessary information regarding the training budget and were asked to explain and justify the training budget requests either orally or in writing. In all three questions respondents indicated that the:

- a) DPISA is unable to provide opportunity for employee input into the training budget;
- b) DPISA does not communicate the content to the training budget to the affected employees; and
- c) DPISA does not ask employees to justify their training requests.

The interpretation of the training priorities explains how effectively the DPISA is able to explain and clarify the broad training priorities of government to employees as well as keeping employees informed regarding the external factors that could influence training and development including factors such as access, funding and availability or identity of trainers. Respondents were also tested regarding the extent to which they apply government training priorities to their own individual training priorities and ensuring that departmental training courses reflect senior management directives and policies. The following were observed:

- a) perceptions exist that senior management in the DPISA does not always effectively communicate government's training priorities to employees; but
- b) the DPISA is able to communicate the important training priorities of the Department to its employees.

Based from the above synopsis from respondents, the following recommendations are in order.

Recommendation 1: It is recommended that the DPISA increase their strengths in terms of determining departmental training priorities; ensuring the financial feasibility of training courses; and anticipating the obstacles to implementing successful training courses

Recommendation 2: It is recommended that the DPISA re-evaluate their communication processes because communication seems to follow a top-down approach without much input and participation from employees regarding individual training priorities *versus* departmental training priorities.

Recommendation 3: It is recommended that the DPSA ensures that individuals understand the importance of their positions within the current hierarchical structure as well as understand the importance of developing their individual capacity in order to ensure departmental effectiveness and efficiency.

8.6 Evaluating training and development through the implementation of performance management in the Department of Public Service and Administration

Evaluation seems to be the missing link in training and development of human resources in the DPSA. The only way to ensure that training priorities are met is to make training evaluation part of the design of a training course. Training courses will add no value to departmental effectiveness and efficiency if they are not appropriately evaluated against predetermined training priorities, goals and objectives. Evaluation was defined as determining the total value that a training course could bring the DPSA. Evaluation in itself, does not validate the resources spent, but validation should be an integral part of evaluation. The purpose of evaluation was discussed as dealing with the gathering of information in order to make judgements regarding the value of a specific training course. Evaluation is part of the learning organisation because the learning organisation is continuously evaluating the value of training input in terms of departmental effectiveness and efficiency.

Due to the lack of evaluation, employees are sent on training courses that do not satisfy their own individual needs but might satisfy departmental training priorities. However if employees do not understand the value of their positions, they will also not align their own individual needs with departmental needs and thus the training provided will not be reinforced and wisdom will not be created.

The implementation of a performance management system in the DPSA is aimed at aligning departmental strategies with individual strategies and thus the system will advise the training and development priorities of the DPSA. However, the

system has only been implemented during 2002 and the success of this reasoning cannot be determined, as yet. However, the performance management systems of both senior management and the other levels in the Department have the potential of realising the importance of alignment. The learning organisation necessitates more than just individual and departmental alignment and it is argued that group or team learning and development can mean much more to the Department, if the group objectives are aligned with departmental objectives. Thus the DPSA cannot consider itself to be a learning organisation if it has not aligned individual positions to the Department.

Questions were posed to respondents to ascertain the degree of alignment between performance management and training and development. Respondents were asked to indicate the extent to which performance targets are set on training that has already been received. The majority suggested that performance targets do not match training thus indicating that previous training is not taken into consideration when performance targets are set. Respondents were also asked to identify whether performance is enhanced through training. The majority indicated that the DPSA allows performance to advise future training objectives but if the evaluation lacks, the training will not add value to the performance of individual employees and thus also not to the effectiveness and efficiency of the Department.

The majority of respondents indicated that employees are not able to assess the progress towards achieving departmental training priorities, which link up with the observations made in earlier paragraphs – that communication flows from the top to the bottom, but is not reciprocated. The majority of respondents did, however, state that they are able to determine how training realises personal training goals but if the Department is not able to link individual performance to departmental performance, the resource spent on training and development initiatives cannot be justified.

Recognition and rewards are integral parts of an effective performance management system and is provided as incentives for improved individual and group performance. Specific models for evaluation were described and ranged from research-scientific models to pragmatic-naturalistic models. The model that is most beneficial to the DPSA comprises six primary phases, including:

- a) contracting;
- b) describing;
- c) focusing;
- d) confronting;
- e) consolidating; and
- f) disseminating.

The model proposed for the evaluation of training and development initiatives in the DPSA comprises adding value to both individual and departmental performance. Evaluation of training courses will always experience some degree of contestation, mainly due to the perceptions of senior management that evaluation is not really necessary or that, in the end, the performance of the Department will be enhanced. However, this is not a fact and thus evaluation cannot be taken for granted.

Specific weaknesses and strengths of the current training system were discussed as well as the different training opportunities that have taken place within the period 1995-2001. The weaknesses centered around the lack of knowledge of available resources, the implementation of new technologies offering opportunities for improvement, but can also impede performance if employees are not properly trained, lack of access to resources, lack of permission to learn and lack of permission to apply what has been learned, which coincide with the observation made that employee performance targets are not adapted after training has been provided. Budget and time constraints also weaken the successful implementation of training and development initiatives.

Specific strengths, characterising the current training system, focused on the use of the competency based approach to learning that has proven to be most useful to employees. Partnerships with training institutions (tertiary and private) have also contributed to strengthening the training system and the use of bursaries is a great incentive for employees to learn and develop themselves. Through the identification and formulation of a human resource development strategy, the support of management for employee training and development has become a cornerstone for effective and efficient training systems.

8.7 The implementation and management of a learning organisation

The challenge of implementing and managing a learning organisation lies with management's ability to recognise the importance of continuous learning and making learning part of the day-to-day functioning of the DPSA. The importance of comprehending the holistic nature of the human resource management process is the framework for a successful learning organisation. This reiterates what has already been discussed in Chapter one – that human resource management is a cycle and that if one of the parts is missing, the whole cycle will not function effectively and efficiently.

The five disciplines for a learning organisation are personal mastery, mental models, a shared vision, team learning and systems thinking. Personal mastery deals with the approach that an employee has towards learning and his or her work. Employees need to progress from a creative point of view and not from a reactive point of view. The mental models speak to the deeply ingrained assumptions that influence the way in which employees understand their work and take action. A shared vision is the sense of cohesiveness and commonality that employees need to share, thus creating a vision that all employees buy in to, understand and want to implement or attain. Team learning is probably the most important discipline that prevents the DPSA from becoming a learning organisation. An unaligned team results in wasted energy and will not contribute effectively and efficiently to departmental performance. Each individual employee

might be a master in his or her work, but if they do not share their learning experiences and let information flow freely among the different group members, departmental performance will not be positively affected.

Systems thinking is the amalgamation of the all the previous four disciplines into a system that analyses the interrelationship and patterns which bind departmental functions together. The learning organisation has to be realised from inside the Department and builds on the notion of continuous improvement. However, the learning organisation cannot be managed without overcoming specific challenges, including:

- a) operational preoccupation;
- b) hierarchical thinking
- c) reluctance to train;
- d) lack of real empowerment; and
- e) individual or departmental barriers.

Various steps and approaches to the implementation of a learning organisation were discussed, but a learning organisation is not really possible if the building blocks (five disciplines) for it are not in place. Thus this thesis promotes the learning organisation more as an approach to transforming training and development initiatives, than an actual departmental restructuring. The management of the learning organisation begins by identifying the different levels on which learning has to take place, namely individual learning, group learning and finally organisational learning. Organisational learning cannot be enforced and has to be preceded with an alignment of individual learning priorities with departmental learning goals and objectives.

The key management functions inherent in the learning organisation dealt with the strategic planning for human resource training and development, the organising of human resource development and training, guiding the training and development efforts and controlling the process through effective and efficient

performance management systems. The most important aspect is that the manager in charge of managing a learning organisation has to be aware of his or her own training and learning priorities. The employee who thinks he or she already knows everything there is to know about his or her job, denies the original intent of the learning organisation – continuous learning.

Specific tools and techniques that managers can access to facilitate the implementation and management of the learning organisation were discussed. The most important tools relate to the listening, creativity and communication skills of managers. Creativity could easily be stifled by adopting the wrong management perception to learning and development. Creativity should be fostered and effective listening skills could enhance this because creativity will be stifled if managers do not listen to the suggestions of their employees. Decision regarding training and development should not be taken arbitrarily but participation should be encouraged.

The rewards of effective listening will produce a learning environment in which employees are able to add to their knowledge and understanding, be more encouraging and open in their communication and thus improving interrelationships resulting in a positive outcome for the group and affecting the Department in a positive way. Communication is a tool that will either result in a manager being effective or ineffective. The ability to communicate effectively is a skill that should be taught to all managers because communication implies understanding and through understanding wisdom can be reinforced thus leading to the creation of new knowledge (continuous improvement) and a learning organisation.

Questions were asked to determine employee perceptions regarding communication and how communication is used to assess training priorities. Specific observations included that the:

- a) DPISA employees do not provide formal feedback after training sessions, thus not fostering a culture of shared learning;
- b) DPISA employees are not expected to provide formal feedback sessions after training has taken place, thus not instilling a culture of training evaluation; and
- c) DPISA employees are expected to provide periodic reports on training courses being offered and thus training opportunities are being communicated to employees.

Communication is based on trust, mutual respect, a supportive departmental climate and the sharing of power through participatory decision making. However, if employees perceive the communication channels to be selective and not accessible to all, performance will suffer and departmental effectiveness and efficiency will decline.

Another technique used to facilitate the learning organisation is mentoring. Mentoring was defined as the most effective way to introduce newcomers into the culture of a department. Mentors have to play the role of coach and sponsor (developmental role) as well as offering personal support, friendship and being a role model to new employees. Through mentoring an individual employee will be able to determine his or her position within the group, thus positively affecting the alignment of individual goals and objectives with departmental goals and objectives.

The challenge of creating a knowledge-intensive Department was also highlighted as the next step for the DPISA. Knowledge is the primary source for competitiveness. Knowledge provides the Department with its edge – the skills, competence and resources that no other Department offers. However, before the knowledge-intensive organisation can even be approached, the building blocks for the learning organisation have to be in place.

From the above responses from the DPSA employees, the following recommendations are considered cogent, effective and contextual.

Recommendation 4: It is recommended that the DPSA ensure that the five disciplines for the learning organisation are identified and implemented within the context and complexity of the current structure.

Recommendation 5: It is recommended that the DPSA ensure that the principles guiding the implementation and management of the learning organisation are adhered to, including free flow of information, participative decision making and power sharing among the different levels of the hierarchy.

Recommendation 6: It is recommended that the DPSA re-evaluate the way in which training priorities, goals and objectives are communicated to individual employees.

Recommendation 7: It is recommended that the DPSA foster creativity through constant reinforcement of training, creating an information sharing environment and continuous emphasis on skill sharing between employees.

Recommendation 8: It is recommended that the DPSA implement mentoring programme to facilitate the effective and efficient placement of individual employees within groups.

The learning organisation is a cross-functional organisation, characterised by information flowing freely between individuals on different levels of the hierarchy. In essence the learning organisation denotes a strictly hierarchical structure and favours a more matrix approach to work and employee structuring. The problem statement of the thesis states that the current training and development initiatives of the DPSA do not facilitate the implementation of a learning organisation. Research has proven that the problem statement is a reality for human resource development in the DPSA. Without the proper alignment of individual positions to

departmental effectiveness and efficiency, training and development will continue to satisfy the individual, more than the Department. The DPSA is able to identify the training priorities that are important to the functioning of the Department. What needs to happen now is that senior management needs to initiate a process where individual positions, their importance and contributions, are aligned with the effective and efficient realisation of departmental strategies. The training and development initiatives that have been implemented, up to date, cannot have been in vain or a waste of resources. The DPSA needs to build on the strengths of its training system and turn all training opportunities to competency related strengths with the overall intent of producing a viable mechanism for human resource development in the public service of South Africa.

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Appendix A

TRAINING QUESTIONNAIRE

A SURVEY OF THE TRAINING OPPORTUNITIES AND ATTITUDE TOWARDS TRAINING OF STAFF IN THE DEPARTMENT OF PUBLIC SERVICE AND ADMINISTRATION

TARGET AUDIENCE:

To be completed by employees in the Department of Public Service and Administration

PURPOSE

The information gathered through this questionnaire will be used as part of the empirical research into training in the Department of Public Service and Administration. The research is conducted for completion of a doctoral thesis for DPhil (Public Administration).

CONFIDENTIALITY:

Please note that the responses you provide are completely anonymous and confidential. The research outcomes and report will not include reference to any individuals. The compiler of the questionnaire will have sole ownership of the completed questionnaires and the questionnaires will be destroyed after completion of the research

Respondent Number:	
---------------------------	--

Section A: Personal Information
Personal Particulars

1. What is your age group?

- | | | | | | | | |
|----------------------------|-------|----------------------------|-------|----------------------------|-------|----------------------------|--------------|
| <input type="checkbox"/> 1 | 20-24 | <input type="checkbox"/> 2 | 25-29 | <input type="checkbox"/> 3 | 30-34 | <input type="checkbox"/> 4 | 35-39 |
| <input type="checkbox"/> 5 | 40-44 | <input type="checkbox"/> 6 | 45-49 | <input type="checkbox"/> 7 | 50-54 | <input type="checkbox"/> 8 | 55 and above |

OFFICE USE	
1	

2. Gender

- | | | | |
|----------------------------|------|----------------------------|--------|
| <input type="checkbox"/> 1 | Male | <input type="checkbox"/> 2 | Female |
|----------------------------|------|----------------------------|--------|

OFFICE USE	
2	

3. Race

- | | | | | | | | |
|----------------------------|-----------------------|----------------------------|-------|----------------------------|----------|----------------------------|--------------|
| <input type="checkbox"/> 1 | Black | <input type="checkbox"/> 2 | White | <input type="checkbox"/> 3 | Coloured | <input type="checkbox"/> 4 | Asian/Indian |
| <input type="checkbox"/> 5 | Other: please specify | | | | | | |

OFFICE USE	
3	

4. What is your preferred language of instruction

- | | | | | | | | |
|----------------------------|-------------|-----------------------------|---------|-----------------------------|---------|----------------------------|-------------|
| <input type="checkbox"/> 1 | Afrikaans | <input type="checkbox"/> 2 | English | <input type="checkbox"/> 3 | Ndebele | <input type="checkbox"/> 4 | North Sotho |
| <input type="checkbox"/> 5 | South Sotho | <input type="checkbox"/> 6 | Swazi | <input type="checkbox"/> 7 | Tsonga | <input type="checkbox"/> 8 | Tswana |
| <input type="checkbox"/> 9 | Venda | <input type="checkbox"/> 10 | Xhosa | <input type="checkbox"/> 11 | Zulu | | |

OFFICE USE	
4	

5. What is your highest qualification?

- | | |
|----------------------------|--|
| <input type="checkbox"/> 1 | Grade 12 certificate |
| <input type="checkbox"/> 2 | Diploma |
| <input type="checkbox"/> 3 | Degree |
| <input type="checkbox"/> 4 | Post-graduate qualification |
| <input type="checkbox"/> 5 | Other post-grade 12 qualification, please specify: |

OFFICE USE	
5	

Employment Data

6. What is your grade/level of employment

- | | | | | | |
|----------------------------|-----|----------------------------|--------|----------------------------|--------|
| <input type="checkbox"/> 1 | SMS | <input type="checkbox"/> 2 | Middle | <input type="checkbox"/> 3 | Junior |
|----------------------------|-----|----------------------------|--------|----------------------------|--------|

OFFICE USE	
6	

Section B: Please read the following statements carefully, and rate your awareness of the policy issues on a scale of 1-4 for each of the categories.

Place a tick (✓) in the appropriate box against each statement to indicate your rating, where:

1 = no idea 2 = not clear 3 = clear understanding 4 = excellent understanding

1. **Awareness of the South African Government Agenda:** An awareness of the policy issues the South African Government is currently addressing.

No.	Awareness Item	1	2	3	4	Office Use	
1.	Constitution of the Republic of South Africa	1	2	3	4	1	
2.	Public Service Act	1	2	3	4	2	
3.	Labour Relations Act	1	2	3	4	3	
4.	White Paper on Human Resource Management	1	2	3	4	4	

5.	Employment Equity Act	1	2	3	4	5	
6.	Basic Conditions of Employment Act	1	2	3	4	6	
7.	South African Qualifications Authority Act	1	2	3	4	7	
8.	Skills Development Act	1	2	3	4	8	
9.	White Paper on Public Service Training and Education	1	2	3	4	9	
10.	Public Service Regulations	1	2	3	4	10	

Please read the following statements carefully, and rate your skills on a scale of 1-4 for each of the categories.

Place a tick (✓) in the appropriate box against each statement to indicate your rating, where:

1 = poor 2 = not good 3 = good 4 = excellent

2. **Planning:** Developing and deciding upon longer-term goals, objectives, and priorities pertaining to training and development, and developing and deciding among alternative courses of action.

No.	Skill Items	1	2	3	4	Office Use	
11	Developing and adjusting long term training goals as necessary	1	2	3	4	11	
12	Developing alternative strategies for accomplishing training goals	1	2	3	4	12	
13	Assessing the financial feasibility of alternative courses of action	1	2	3	4	13	
14	Assessing the technical feasibility of alternative courses of action	1	2	3	4	14	
15	Developing plans for the department that include costs, employees or material needs	1	2	3	4	15	
16	Developing personal career paths	1	2	3	4	16	

3. **Guidance:** Converting plans to actions by setting short-term objectives and priorities, scheduling/sequencing activities, and establishing effectiveness and efficiency standards/guidelines

No.	Skill Items	1	2	3	4	Office Use	
17.	Anticipating obstacles to achieving departmental training goals and identifying means to overcome them	1	2	3	4	17	
18.	Identifying specific training courses needed to accomplish departmental training goals	1	2	3	4	18	
19.	Establishing priorities among competing training courses	1	2	3	4	19	
20.	Setting realistic deadlines for completing departmental training courses	1	2	3	4	20	
21.	Identifying specific training courses needed to accomplish personal training goals	1	2	3	4	21	
22.	Providing or being provided with specific guidance on how accomplishment is to be measured	1	2	3	4	22	
23.	Involving staff or being involved personally in making work decisions that affect employees	1	2	3	4	23	

4. **Budgeting:** Preparing, justifying and/or administering the department's budget

No.	Skill Items	1	2	3	4	Office Use	
24.	Preparing or providing input into the Department's annual training budget	1	2	3	4	24	
25.	Providing or being provided with the necessary information regarding the annual training budget	1	2	3	4	25	

1 = poor	2 = not good	3 = good	4 = excellent
----------	--------------	----------	---------------

1 = strongly disagree;		2 = disagree,		3 = agree,		4 = strongly agree	
26.	Explaining and justifying departmental training budget requests orally or in writing	1	2	3	4	26	

5. Interpretation: **Keeping subordinates informed about government policies, priorities, issues and trends and how these are to be incorporated in departmental activities and products**

No.	Skill Items	1	2	3	4	Office Use	
27.	Explaining/clarifying broad training priorities of government to subordinates	1	2	3	4	27	
28.	Keeping subordinates informed about external issues that impact on their training	1	2	3	4	28	
29.	Extracting and applying information pertinent to training from higher management directives	1	2	3	4	29	
30.	Seeing that departmental training courses reflect higher management directives/policies	1	2	3	4	30	

6. **Evaluation:** Critically assessing the degree to which program/project goals are achieved and the overall effectiveness/efficiency of departmental operations, to identify means for improving performance

No.	Skill Items	1	2	3	4	Office Use	
31.	Establishing performance targets based on training received	1	2	3	4	31	
32.	Identifying ways for improving performance through proposed training courses	1	2	3	4	32	
33.	Assessing progress toward achieving departmental training goals	1	2	3	4	33	
34.	Assessing progress toward achieving personal training goals	1	2	3	4	34	

7. **Communication:** Speaking, writing and listening

No.	Skill Items	1	2	3	4	Office Use	
35.	Receiving formal feedback after training courses	1	2	3	4	35	
36.	Conducting or participating in formal feedback sessions after training courses	1	2	3	4	36	
37.	Presenting periodic reports on departmental training courses	1	2	3	4	37	

Section C: Motivation for and attitude towards training

No	Attitudes and behaviour	1	2	3	4	Office Use	
38.	I have been given the training opportunities that would realise my career goals	1	2	3	4	38	
39.	My career goals coincide with organisational goals and my training opportunities have been determined accordingly	1	2	3	4	39	
40.	Training is provided as an incentive for increased work performance	1	2	3	4	40	

41.	Training courses are evaluated in terms of improved work performance	1	2	3	4	41	
42.	Departmental training courses culminate in formal qualifications	1	2	3	4	42	
43.	Departmental training courses are aligned with departmental objectives and goals	1	2	3	4	43	
44.	Departmental training courses are evaluated against departmental objectives and goals	1	2	3	4	44	
45.	Departmental training courses are evaluated against individual objectives and goals	1	2	3	4	45	