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	• 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	• Public Service Act • Public Service Regulations • Public Service Handbooks • Employment Equity guidelines • Employment guidelines for the SMS	• Public Service Education and Training Authority Regulations • Public Service Skills Development Plans • Public Administration Standards Generating Body	• Agreements of the Public Service Coordinating Bargaining Council (PSCBC) • Management of legal framework for conditions of service and remuneration	• Agreements of the Public Service Coordinating Bargaining Council (PSCBC) • Legal framework for negotiations and labour relations
Programmes and projects	• SMS implementation programme • Competency framework project • Salary review panel for SMS • Disclosure framework and ethics protocols • SMS database development • HIV/Aids strategy	• Public Service scarce skills development programme • Internship programme and framework • HRD strategy	• 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	• Review of disciplinary and grievance procedures • Labour relations policy framework changes
Products and services	• 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	• Development of focused learning programmes • Value advice on HRD • Support to skills development facilitators • Career in Public Service presentations	• Policy development on remuneration and conditions of service issues • Advice on remuneration and conditions of service matters • Capacity development	• 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
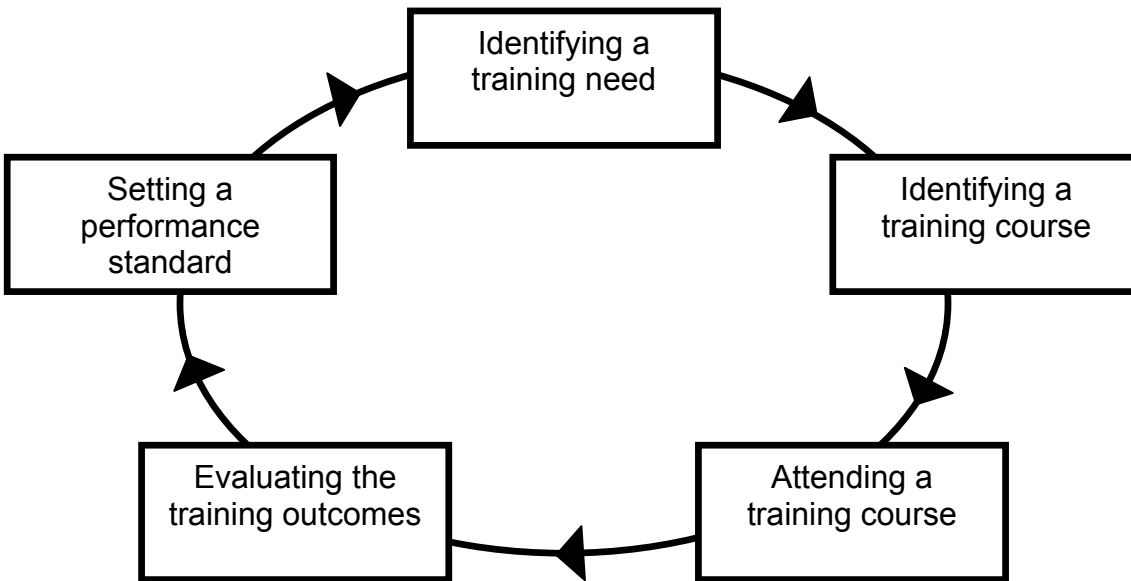
1.8.5. Human resource development

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.