THE IMPLEMENTATION OF CAREER MANAGEMENT PRACTICES IN THE SOUTH AFRICAN PUBLIC SERVICE

by

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I hereby declare that "***The implementation of career management practices in the South African Public Service***" is my own work and that all sources used by me and referred to in this regard have been acknowledged, recognized and comprehensively referred to.

I also declare that the content of this dissertation has not been submitted to any tertiary institution in order to obtain another qualification.

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JOHANNES STEPHANUS HARTZENBERG   DATE

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SUMMARY

THE IMPLEMENTATION OF CAREER MANAGEMENT PRACTICES IN THE SOUTH AFRICAN PUBLIC SERVICE

by

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In the past human resource management practices in the South African Public Service did not place any emphasis on the development and implementation of career management programmes or practices. The career paths of employees were largely dictated by the prescripts and measure applicable to the various occupational classes in the Public Service. Consequently the career development of public servants, especially lower level workers such as cleaners and labourers, was neglected.

However, following the dawn of the democratic order in 1994, a massive process unfolded to rationalize and restructure the Public Service. With the advent of this new political dispensation for South Africa, the transformation of

the human resource management practices of the Public Service received priority attention.

In spite of the prominence given to career management in the South African Public Service by various government policies and white papers, it was suspected that career management, as a human resource management practice, is not receiving the necessary attention that it deserves.

This study was therefore undertaken in order to determine the extent of implementation of career management programmes in the South African Public Service. Not only was the population group of the study made up of all government departments, a sample of four statutory organizations were also approached to participate in the study.

The study was executed with the following objectives in mind:

1.   To determine the state of affairs as far as the implementation of career management programmes in government departments are concerned.

2.   To determine the reasons why government departments have not implemented and activated career management practices (if applicable).

3.   To determine the nature of the practices that have already been put in place by departments.

As a first phase to the study, a literature review was undertaken. During this review numerous articles and books written by reputable persons in the field of human resources management were studied.   The literature research mainly focused on the purpose of career management, the role players responsible for it and the elements thereof.

Emanating from the literature study, the research design and strategy were decided upon. A population group was identified and data was obtained from respondents by means of a questionnaire especially developed for this

purpose.   The data was statistically processed after which conclusions and recommendations were made.

Recommendations made focused on the creating of an awareness of career management as well as practices that support it.   These practices include career planning and pathing, performance management, co-ordinated departmental career development programmes, organisational needs audits, affirmative action and job descriptions.

SAMEVATTING

DIE IMPLEMENTERING VAN LOOPBAANBESTUURSPRAKTYKE IN DIE SUID-AFRIKAANSE STAATSDIENS

deur

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Die Suid-Afrikaanse Staatsdiens het in die verlede geen klem geplaas op die ontwikkeling en implementering van loopbaanbestuursprogramme nie. Die loopbaanpaaie van werknemers was gereguleer deur voorskrifte en maatreëls wat van toepassing was op die verskeie beroepsklasse in die Staatsdiens. Die gevolg hiervan was dat die loopbaanontwikkeling van staatsamptenare agterweë gebly het, veral die van werkers op laer vlakke – byvoorbeeld skoonmakers en arbeiders.

Met die aanbreek van die nuwe demokratiese bestel in 1994 het 'n groot proses egter ontvou ten einde die Staatsdiens te rasionaliseer en te herstruktureer. Die nuwe politieke bedeling in Suid Afrika het meegebring dat die herskikking van menslike hulpbronbestuurspraktyke in die Staatsdiens prioriteit geniet het.

Ten spyte van die prominensie wat loopbaanbestuur in die Suid-Afrikaanse Staatsdiens geniet het as gevolg van staatsbeleide en witskrifte, het die vermoede bestaan dat loopbaanbestuur, as menslike hulpbronbestuurs-praktyk, nie die nodige aandag geniet wat dit toekom nie.

Hierdie studie was daarom onderneem ten einde die mate van implementering van loopbaanbestuurspraktyke in die Suid-Afrikaanse Staatsdiens te bepaal. Die bevolking/teikengroep van die studie het bestaan uit alle staatsdepartemente asook 'n steekproef van vier statutêre organisasies.

Die studie was uitgevoer met die volgende oogmerke ten doel:

1.   Ten einde die stand van sake rakende die implementering van loopbaanbestuursprogramme in staatsdepartemente te bepaal.

2.   Ten einde die redes te bepaal waarom staatsdepartemente nog nie loopbaanbestuurspraktyke geimplementeer het nie (indien van toepassing).

3.   Ten einde die aard van praktyke te bepaal wat reeds deur departemente geimplementeer is.

'n Literatuurstudie was onderneem as eerste fase van die studie. Gedurende hierdie studie was verskeie artikels en boeke - geskryf deur kundiges op die gebied van menslike hulpbronbestuur - bestudeer. Die literatuurstudie het hoofsaaklik gekonsentreer op die doel van loopbaanbestuur, die onderskeie rolspelers verantwoordelik daarvoor en die elemente waaruit dit bestaan.

Voortspruitend uit die literatuurstudie was die navorsingsontwerp en – strategie bepaal. Die bevolking/teikengroep was aangewys en data was ingesamel vanaf die deelnemers by wyse van 'n vraelys wat spesiaal vir hierdie doel ontwerp was. Die data was statisties verwerk waarna gevolgtrekkings en aanbevelings gemaak was.

Die aanbevelings gemaak fokus hoofsaaklik op die bewusmaking van mense aangaande loopbaanbestuur, asook die praktyke wat loopbaanbestuur ondersteun. Sulke praktyke sluit die volgende in: Loopbaanbeplanning en – paaie, die bestuur van gedrag, gekoördineerde departementele loopbaanontwikkelingsprogramme, organisatoriese behoefte bepalings, regstellende aksie en posbeskrywings.

CHAPTER 1:   INTRODUCTION

1.1   INTRODUCTION AND BACKGROUND

In general, public services all over the world are non-profit organizations with the main aim of rendering effective and efficient services to the citizens of that specific country. It is therefore save to argue that institutions of this nature are more services than people orientated. This might, inevitably, lead to the negligence of crucial human resources practices such as career management.

Closer to home in South Africa, prior to April 1994, human resource management practices in our Public Service did not place any emphasis on the development and implementation of career management programmes or practices. The career paths of public servants were largely dictated by documents generally known as "personnel administration standards" which contained, amongst others, the salary structures of the different occupational fields in the Public Service. Consequently the career development of public servants, especially lower level workers such as cleaners and labourers, was neglected. In most cases career progression for such individuals depended on the availability of vacant posts.

According to the Department of Public Service and Administration's status quo report on human resource practices and employment equity in the Public Service (2001: 8-9) human resource planning in the Public Service (that encompasses human resource practices such as career management) can only be understood if it is located in the historical realities of South Africa. Following the dawn of the democratic order in 1994, a massive process unfolded to rationalize and restructure the Public Service.

With the advent of this new political dispensation for South Africa, the transformation of the human resource management practices of the Public

Service received priority attention. The need for effective career management in the Public Service is specifically advocated by section 195(1)(h) of the Constitution of the Republic of South Africa, 1996. According to the Constitution, one of the basic values and principles that should govern public administration is the cultivation of good human resource management and career development practices to maximize human potential.

In addition to the Constitution of the Republic of South Africa, 1996, other government policies regarding the transformation of human resource management practices have focused on the need for the development of career management practices in the Public Service. According to Chapter 13.1 of the White Paper on the Transformation of the Public Service, the development of effective and lifelong career development paths for all public servants should be undertaken as part of a strategic framework for effective human resource development. In addition to the requirements of the latter White Paper, the White Paper on Human Resource Management in the Public Service (specifically Chapter 5.10) provides that career management procedures, linked to a performance management system, should be developed based on specific principles.

However, in spite of the prominence given to career management in the South African Public Service by the abovementioned government policies, numerous white papers and the Constitution of the Republic of South Africa, 1996, it is suspected that career management, as a human resource management practice, is not receiving the necessary attention that it deserves. For instance, the Department of Public Service and Administration found in its report on the assessment of the state of readiness of departments to implement new performance management and development systems for staff below the management echelon (2001: 2) that departments were unable to meet the regulatory requirements in this regard. If this is the case with performance management and development systems, then surely the situation could be similar as far as career management is concerned.

1.2   SCOPE OF THE INVESTIGATION AND OBJECTIVES

In view of the expected shortcomings of departments in the South African Public Service to deal with career management as a human resource management practice, as well as their limited capacity in this regard, it was decided to execute this study. All government departments were identified to participate in the study.

In addition, a sample of four statutory organizations, that are partly funded by Government, were also approached to participate in the study.   These institutions were identified with a view to establish a possible benchmark in this regard.

The objective of this study is threefold. Firstly it is to determine the state of affairs as far as the implementation of career management programmes in government departments are concerned. Secondly to determine the reasons why government departments have not implemented and activated career management practices (if applicable) and lastly to determine the nature of the practices that have already been put in place by departments due to their own initiative.

During the study specific emphasis will be placed on the extent to which departments' career management programmes support the affirmative action objectives of Government as an employer, its effectiveness and various other practices that support career management programmes.   Specific recommendations in this regard will also be made.

In the chapter dealing with the literature study an attempt will be made to define the term "career management" by focusing on the various elements that this human resources practice consists of. In the third chapter a status report on career management in the South African Public Service is provided. Emanating from this, the manner in which careers are managed in the absence of formal career management programmes will also be scrutinized.

An indication of how careers are managed by a sample of institutions outside the Public Service is also provided. It might be that good lessons could be learned from them in this regard.

Lastly, emanating from the findings of the study, recommendations are made in respect of career management in the Public Service.   These recommendations might assist departments with the development, implementation and management of tailor made career management programmes, providing for their unique needs and circumstances.

CHAPTER 2: DEFINING CAREER MANAGEMENT

2.1   INTRODUCTION

As was highlighted in Chapter 1, a massive rationalization and restructure process was embarked upon in 1994 as part of the ongoing transformation of the Public Service. This transformation co-incited with the implementation of a totally new administrative framework for the Public Service. Various policy documents and legislation were also implemented with a view to support the newly implemented administrative framework. The majority of these policy documents and relevant legislation now also, for the first time, addressed the issue of career management and development.

From the above it should be clear that the practice of career management is relatively new in the Public Service. Therefore, in order to establish broad guidelines within the unique working environment of the Public Service, a thorough understanding of the characteristics of effective career management programmes is essential.

2.2   DEFINING CAREER MANAGEMENT

In order for the term "career management" to be clear, the concept of a "career " should first be placed under the magnifying glass. Clark (1992: 4) refers to a career as a sequence of jobs or activities, planned or unplanned, involving elements of advancement, commitment and personal development over a defined period of time. Greenhaus, Callanan & Godshalk (2000: 8-9) similarly view a career as a mobility path within a single organization – a pattern of work related experiences that span the course of a person's life.

Career management, on the other hand, is defined by Greenhaus et al (2000: 12) as a process by which individuals develop, implement and monitor career

goals and strategies. They described career management furthermore as process in which an individual –

- gathers relevant information about himself/herself and the world of work;

- develops an accurate picture of his/her talents, interest, values and preferred life-style as well as alternative occupations, jobs and organizations;

- develops realistic career goals based on this information;

- develops and implements a strategy designed to achieve the goals; and

- obtains feedback on the effectiveness of the strategy and the relevance of the goals.

Following the literature study conducted of different definitions of career management by numerous authors, career management can in general be defined as the process that plans and shapes the progression of individuals within an organization in accordance with the organizational needs and objectives, employees' performance potential and their preferences. One of the main issues observed in the majority of definitions scrutinized is the integration of the individual's objectives with those of the organization. It would seem that the latter is one of the most important prerequisites for effective career management.

However, the concept of career management might further be illustrated through a thorough analysis of the purpose of career management, the various role players involved and the elements thereof.

According to Baron and Greenberg (1990: 320-321) a typical career management programme, as part of the larger human resources system, involves efforts to -

- ▪ "help employees to assess their own career strengths and weaknesses;

- ▪ set priorities and specific career goals;

- ▪ provide information on various career paths and alternatives within the organization; and

- ▪ offer employees yearly reviews of their progress towards these goals by managers who have received training in conducting such assessments".

2.3 THE PURPOSE OF CAREER MANAGEMENT

In order to succeed, most organizations need a continuous flow of talented, skilled individuals to fill existing or newly created positions (Baron et al, 1990: 319). All organizations need an effective career system designed to accomplish specific goals.

All human resource management practices are furthermore designed with a specific goal in mind. Merit and performance assessment instruments, for example, are designed to monitor performance and to identify, amongst other things, development needs.

Career management programmes encompass a large number of these human resource management practices with the following objectives:

- ▪ **Assisting employees to improve their performance**

Career management programmes strive to involve employees in setting their own goals and recognizing their strengths and weaknesses. It assists employees with the identification and facilitation of training needs and opportunities. This is mainly achieved by building a process of feedback and discussion into the performance management systems of institutions.

- **Clarifying available career options**

Through career management programmes employees are informed of career options available within the institution. It assists employees with the identification of skills and other qualities required for current and future jobs. Most career management programmes seek to focus employees' career plans upon the institution, thereby enhancing their commitment to the institution. In doing this, career paths are developed that indicate mobility in different directions in the institution for employees.

- **Aligning the aspiration of employees with organizational objectives**

Many organizations attempt to assist employees in their career planning through career management programmes. Research findings suggest that these are successful to the extent that employees perceive a match between their own career plans and those proposed for them by their organizations (Baron et al, 1990: 323).

Career management programmes furthermore seek to improve the matching of jobs with the right employees. An assessment of the skills and competencies of employees could assist in accommodating them in positions that suit them better. Through the application of practices such as transfers and rotation, an institution's operational effectiveness can be improved. Career management programmes can also result in a reduction in the need to recruit externally as employees with the

required capabilities are revealed through their career planning activities.

Purely from the employer's perspective the purpose of its career management programme should be to ensure the availability of competent and skilled employees within its organization (Boase, 1996: 36).

Clark (1992: 9-10) is of the opinion that career management, as an area of managerial competence, is fundamental if the organization is to meet its strategic objectives and if the individual is to derive a sense of purpose, motivation and self-esteem. Meeting these two classes of needs has a cost implication if career management does not occur to the satisfaction of both parties. In particular absenteeism, turnover, performance decrement and atrophy of skills are some of the consequences of failure in this area.

2.4   ROLE PLAYERS RESPONSIBLE FOR CAREER MANAGEMENT

Traditionally, organizations were seen to be responsible for career management. However, recent schools of thought suggest that individuals themselves should be responsible for managing their careers (Boase, 1996: 36). According to Stoner and Freeman (1989: 754) organizations can assist individuals to manage their careers. Career management is, however, ultimately the individual's responsibility.

Clark (1992: 8) states that there is currently a move away from the traditional "the organization knows what is available (and what is best for you)" approach to the corporate philosophy of "everyone is responsible for his or her career - don't expect us to plan it". A key reason for this was that in the United Kingdom during the late 1970's and early 1980's rapid changes, unemployment and recession forced organizations to "let go" of careers and encouraged a survival of the fittest attitude. The question is also rightfully asked: Can organizations nowadays afford such a *laissez-faire* policy on careers to meet current challenges?

Gutteridge, Leibowitz & Shore (1993: 200-201) are of the opinion that a culture shift towards the empowerment of employees and new roles for managers are very much in line with two central emphases of career development - that employees take responsibility for their own development and that managers play an important coaching and facilitation role in the process.

Furthermore, according to Stevens (1990: 23-26) the employer can utilize various techniques in fulfilling its role of supporting the career development of individuals. These techniques could include counselling, workshops, self-development materials and assessment programmes.

Gutteridge et al (1993: 3) also states that employees, managers and the organization have specific roles to play in a career development system. They are of the view that employees are responsible for assessing themselves, creating plans within the context of organizational realities and carrying out certain development activities. Managers support their employees and play a crucial role in helping them understand the organization's needs and requirements. The organization itself is responsible for providing tools, resources, and structures to support the process.

All of the above views are neatly summarized by Chapter 10.5.2 of the White Paper on Human Resource Management in the Public Service. It states that career management procedures, linked to a performance management system, should be developed, based on the following principles:

▪   Employees are responsible for their own career management.

▪   The employee's immediate manager is responsible for familiarizing her/himself about the employee's career aspirations, as well as how this can best be met.

- The manager should keep up to date with job, training and development opportunities which are likely to assist in meeting both the employee's career aspirations, and the organization's operational objectives. The manager should also support the employee's efforts to avail her/himself to these opportunities.

- Managers have a duty in respect of employees whose careers have been hampered through no fault of their own, e.g employees who are disabled.

Now that career management has been defined, and the roles and responsibilities of the different role players have been scrutinized, the elements of career management need to be unpacked.

2.5   ELEMENTS OF CAREER MANAGEMENT

During the literature study conducted it was observed that there are various and quite diverse approaches to career management. Different authors are having different opinions in this regard. However, the three elements common to most programmes, as identified by the Public Service Commission (2000: 7-8), are the following:

- Career planning.

- Career pathing.

- Career development.

Whilst these three elements are identified as separate practices, they complement and inform each other during the process of career management.

2.5.1 **Career planning**

Most people never plan their careers but leave it to the company. They simply get comfortable in a job, and before long inertia sets in (Taylor, 1991: 9-10).   "After all, the company keeps management records, recommends courses and seminars to attend, conduct performance appraisals and makes recommendations to the individual concerning his or her future". This occurs despite the fact that the individual is the only one who knows what he or she really wants to do. His research has shown that individuals who reach the top rungs in any profession are those who have conscientiously followed their own plans for self-development and growth.

According to Stoner et al (1989: 754) individuals who develop plans for the future are most likely to achieve their goals. Such individuals can focus their energy on the career goals they have selected and are also less vulnerable to chance events. They tend to be more motivated and purposeful than others.   Thus they are often more useful to their organizations and more likely to be successful within them.

Hall (1986: 3) defines the term career planning as a deliberate process of becoming aware of opportunities, constraints, choices and consequences identifying career related goals and programming work, education and related development experiences to provide the direction, timing and sequence of steps to attain a specific career goal. He states that if individual employees have failed to plan for their own development, they may not be ready to respond to opportunities presented to them through organizational career management activities - after all: "Failing to plan is planning to fail".

Career planning is also a process undertaken by employees and their supervisors.   The employee is responsible for self-assessment, identifying career interests and development needs. As part of the process of self-assessment the employee analyze his or her skills and experience as well as his or her strengths and weaknesses. Career planning is also more effective if done jointly by the individual and the organization.   The organization has a stake in successful career

planning as it needs a steady supply of adequately trained people to do jobs at every level of the organization (Milkovich and Glueck, 1985: 424-425). Graphically they illustrate this process as follows:

Figure 1:   A working model of organizational career development
              (Milkovich <u>et al</u>, 1985: 424)
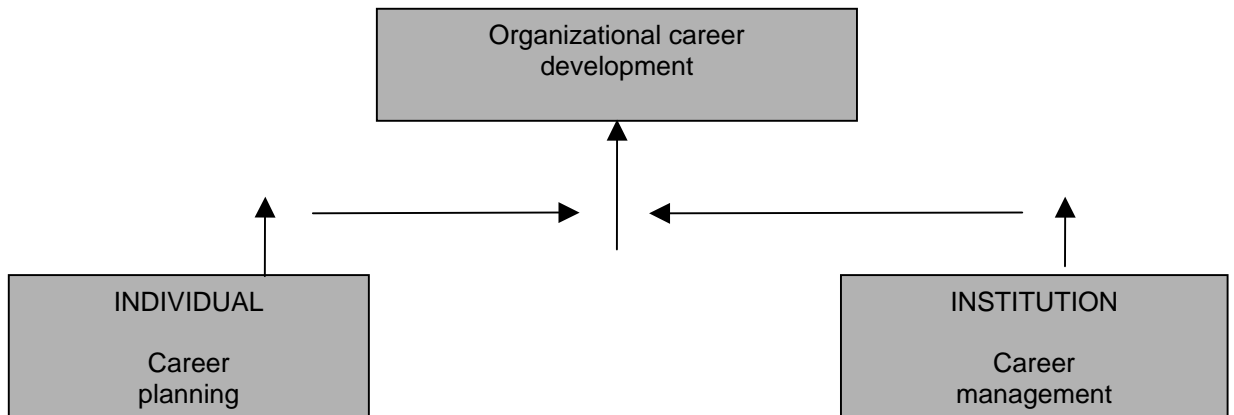
Career planning, furthermore, "consist of those activities in which individuals must engage in order to make informed choices as to occupation, organization, job assignment and self-development" (Hall, 1986: 55).   This includes such activities as self-assessment, the evaluation of available career opportunities and the preparation of a career strategy with an implementation plan, all of which are key in order for employees to enhance their personal career development.

However, Stevens (1990: 3-4) states that while career planning remains the individual's responsibility, many lack the information, skills, insights or the initiative to determine their own career plans effectively. The employer therefore needs to assist employees in this regard with the following:

▪   To analyze their interests, values, goals and capabilities.

▪   To consider available options.

▪   To make decisions relating to their current job.

- To establish personal development plans that are likely to bring the results they merit and, in turn, benefit the employer.

Together with his or her supervisor an employee goes through a process of assessing and discussing performance, identifying expectations (both the employer's and the employee's), setting goals for career progression and identifying training and development opportunities.

While specific career tools and techniques will vary from one organization to another, there is a series of generic elements that must be incorporated into any comprehensive career planning system (Hall, 1986: 60-63). These elements include -

- individual self-assessment data concerning employee attitudes, interests, skills, abilities, competencies and values;

- organizational data concerning such factors as available career opportunities and associated skill requirements, projected organizational employment needs, the organizational value system and availability of various career tools;

- systems for inputting data from individual to organization and from organization to individual;

- systems to ensure meaningful dialogue and feedback between the individual and the organization concerning the match between employee career needs and organizational employment opportunities; and

- developmental systems that provide opportunities for personal and professional growth in line with individual career strategies.

In addition, Clarke (1992: 127) is of opinion that appraisal systems are used in several ways that affect career planning and development.

Administratively it can provide a felt-fair way of deciding on promotions, transfers and remuneration. It also provides the organization as a whole with a means of acquiring information about the level and type of skills available, etc.. However, as Clark puts it, the success of appraisal as a basis for career decision making "depends on the level of trust that managers can elicit from their staff and the ability of both to set clear achievable objectives". It creates an awareness of strengths and weaknesses that can be used as a basis for coaching to reach the mutual goals of the appraisee and appraiser.

Needless to say, the involvement of employees in the setting of career goals - and the conditions under which they can be achieved - ensures that employees take ownership of these goals and processes.

The first step in the Career Planning Model of Bowling Green State University involves gathering information about oneself to assist in making a decision about a career (http://www.bgsu.edu/ offices/careers/process/process.html).   This gathering of self-knowledge, as a first step in the career planning process, is confirmed by the Kapi'olani Community College in Hawaii as well as the career centre of the Ball State University in Indiana, USA (http://naio.kcc. hawaii.edu/ss/project/cplan.html and http://www.bsu.edu/careers/ handouts. html).

It is important that employees, for effective career planning, have information about job requirements and career paths, remuneration opportunities and available personal development resources. Employees must furthermore learn about the organization's business - what it is doing and why, it's plans and objectives and future career opportunities.

Employees can get this information by means of career counselling (Ferris and Rowland, 1990: 61-62). The career planning and counselling process brings together information about jobs and career paths as well as information about employees generated through

personnel assessment programmes. Career planning and career counselling should therefore work hand in hand.

However, they are furthermore of the opinion that because of the central roles that career planning and counselling play in the developmental process, some portion of the career counselling that employees receive should be provided by trained counsellors who understand careers, and not only by supervisors.

In the United States of America the Department of Energy have developed a web-based programme, USACareers, to assist federal employees with career development and career planning (http://www.hr.doe.gov/pers/cdserv.htm). The programme is administered by the Office of Personnel Management and provides an integrated approach to helping employees plan for the future by learning more about themselves, their career goals, competencies and interests. USACareers allow employees to view occupational profiles, match training courses to developmental needs and conduct targeted job searches. It furthermore provides occupational information on 67 clerical and technical occupations, 105 professional and administrative occupations and three managerial levels. Modules or elements include -

- assessment of competencies and interests for current and future jobs;

- a career development plan based on the information obtained from the competency and interest assessment as well as exploration of occupations and training opportunities;

- training and development activities - employees are able to search for appropriate training based on criteria they select; and

- occupational exploration and job search in specific organizations or agencies throughout the Federal Government. Information

provided for occupations includes tasks, career paths, competencies required and where the jobs are.

The Certified Management Accountants of Alberta, a Canadian based company, states that good career planning identifies a match between the employee, the job and the needs of the employer (http://www. cma_alberta.com/html/career management_id.html.). As stated earlier, Baron <u>et al</u> (1990: 323) indicated that research findings supports this by suggesting that career management programmes are successful to the extent that employees perceive a match between their own career plans, and those proposed for them by their organizations.

2.5.2 Career pathing

Based on the career expectations identified in the process of career planning, possible career paths are mapped out for employees. Career paths set out a sequence of posts to which employees can be promoted, transferred and rotated. It should however be noted that each employee could have a multitude of career pathing options.

The Professional Development Guide of NASA defines a career path as a sequence of job positions and experience that lead to a specific career level (http://www.hq.nasa.gov/office/HREducation/training/ pdhbc4.html).

NASA also has a Financial and Resources Management Career Development Guide clearly stipulating that the combination of individual career preferences and organizational opportunities shape the direction of an employee's career (http://ifmp.nasa. gov/codeb/staffing/cdguide.htm). The Guide also specifies that career paths identify job progression opportunities and provide employees with assistance in pursuing their career goals.

An interesting issue emanating from the Guide is that "up is not the only way". With the thinning of management positions and flattening of organizational structures the traditional linear career patterns are less available. Employees therefore need to be more flexible, creative in identifying their next job and may need to consider lateral moves or rotational assistance in order to broaden their experience or leverage their skills.

Career pathing is furthermore informed by the career goals set by individuals during the career planning phase, the career progression structure which forms part and parcel of the employee's conditions of service as well as the career development opportunities available to employees in an organization. People also need to have, and maintain in the face of constant change, an accurate knowledge of career paths suitable for their uniqueness and their changing needs and preferences (Stevens, 1990: 5).

Furthermore, career paths should be established by an organization's career development system (London and Stumf as quoted by Milkovich et al, 1985, p.429-430). The existence of such career paths communicates to employees specific step-by-step objectives and identifies possible role models in the organization.

In setting career paths, employees and their supervisors must be realistic in terms of their potential and the time frames in which the career goals captured in the career paths can be achieved.

Ferris et al (1990: 58) are of the opinion that the development of profiles (such as competencies and skills for instance) for a set of jobs provides a basis for analyzing the properties of career paths. For example, traditional routes of promotion can be assessed in terms of their suitability as developmental paths. Graphically they illustrate the various activities interrelated with, amongst others, career pathing as follows:

Figure 2:   A developmental work system model activities (Ferris <u>et al</u>, 1990: 58)

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┌──────────────┐                              ┌──────────────┐
│ Job & career │ ───────────────────────────▶ │  Personnel   │
│path assessment│                             │ assessment   │
└──────────────┘                              └──────────────┘
       ↕          ╲                                  ↗   ↑
       ▼           ╲                                ╱    │
┌──────────┐        ▼   ┌──────────────┐          ╱     │
│   Job    │           │Career planning│◀────────╱      │
│  design  │           │ & counseling │                 │
└──────────┘           └──────────────┘                 │
                              │                          │
                              ▼                          │
                       ┌──────────────┐                  │
                       │Developmental │─────────────────▶│
                       │  activities  │
                       └──────────────┘
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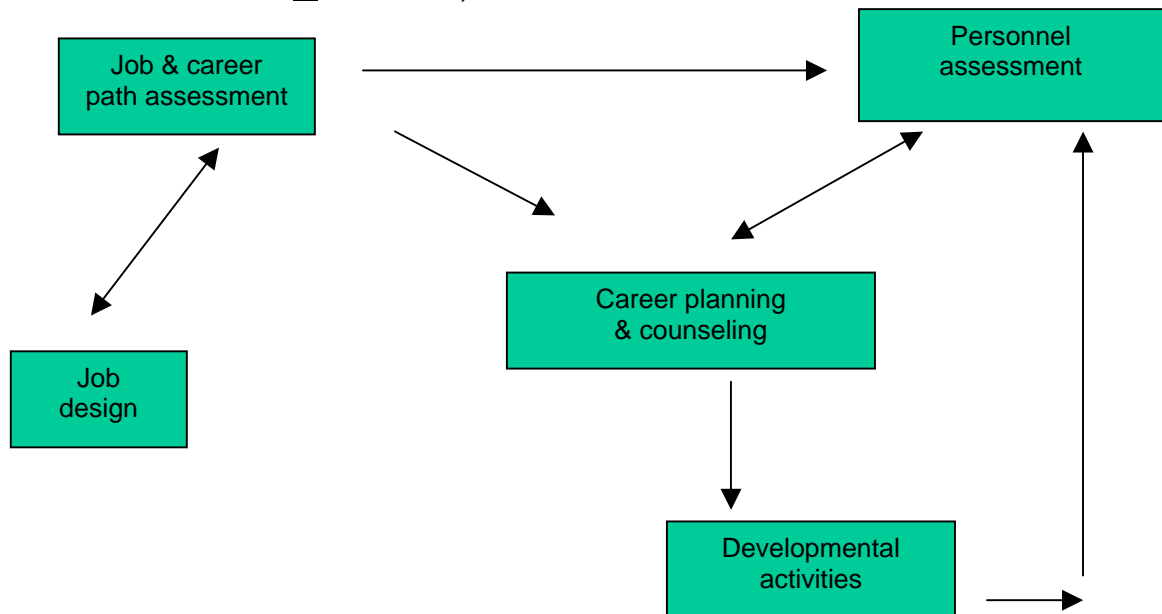
Taylor (1990: 10) summarizes the whole issue of career pathing by stating that an employee must upon promotion from one position to another, as he or she follows his or her career path up to a specific level, be adequately trained for the task awaiting at the higher level. He makes mention of the fact that although a person will never be fully trained for a higher level job until after occupying the job, there is danger in advancing too quickly along pre-determined career paths. It is important to build up self-confidence and a strong self-image before taking on a complete set of new responsibilities, otherwise one may fall victim to Laurence Peter's "Peter's Principle".

2.5.3 **Career development**

Career development for individuals is a prerequisite for organizational development. To prepare for change, organizations need committed people and one way to ensure that this happens is to have developed managers not only implement change, but handle its consequences well for their own and others' benefits (Clark, 1992: 8, 56-57). Organizational policies and processes that feed into career development, such as appraisal, remuneration and training can

furthermore provide access to career information about vacancies, assessment centers (for promotability), development centers (for self-awareness and career planning), counselling and special development programmes.

According to Gutteridge et al (1993: 1-3) organizational career development refers to a planned effort to link the individual's career needs with the organization's workforce requirements. It could furthermore be seen as a process for helping individuals plan their careers in concert with an organization's business requirements and strategic direction. It is also important to note that, along the concept of alignment between the individual and the organization, development is an ongoing process. This linking of organizational needs with individual career needs can be illustrated as follows:

Figure 3:   Career development systems (Gutteridge et al, 1993: 2)

Organizational needs

- Critical skills, knowledge and experience needed.

- Staffing levels required.

- Bench strength necessary to meet critical challenges.

ISSUE:

Are employees developing themselves in a way that links personal effectiveness with the achievement of the organization's strategic objectives?

Individual career needs

To find opportunities within the organization that:

- Use strengths

- Address developmental needs

- Provide a challenge

- Match interests

- Match values

- Match personal style

Milkovich et al (1985: 425) is of the view that career development implies more than the organization offering a set pattern of advancement, which an employee is free to accept or reject, or an

employee setting career goals without regard to the organization. According to them, career development implies that the employee is heavily involved in designing a career with inputs from the organization as to what they expect and anticipate for the employee. One of the organization's roles is to provide training and development opportunities to meet the requirements for movement along the career path.   They therefore define career development as "the formal, structured activity offered by an organization for its members for the purpose of increasing their awareness, knowledge or capabilities affecting the direction and progression of their careers".

Career development support techniques could include counselling, workshops, self-development materials and assessment programmes. In addition to these career development support techniques, processes must also be put in place to give effect to the career development goals that were set during the career planning phase. Emanating from the literature study conducted it became clear that a typical career development process could include the following interventions:

- Internal as well as external training courses and seminars.

- Training programmes developed in support of the career development process.

- Rotation to the various divisions/components in an organization to provide employees broader exposure.

- Mentorship programmes:
  Clark (1992: 70) describes mentoring as a process where an older, more experienced manager will offer support, encouragement and advice to a younger person (protégé) and enhance their career by developing his or her potential. Such a mentor, or role model, also assists one in negotiating your way successfully through the worklife and provides objectivity and suggestions (Stevens, 1990: 15-16).   According to Tsukudu

(1996: 16) the training of mentors that fosters competence and understanding of the mentoring process is furthermore imperative for successful implementation of mentoring.

▪ Further academic study (for which bursaries or some form of study assistance could be granted).

▪ Regular assessment of work performance.

According to Hall (1986: 48) career development efforts should help individuals understand their strengths and weaknesses, needs and interests and the social political work environment. Management simulations and assessments should be offered to diagnose and develop managerial strengths rather than simply to evaluate employees for promotion potential. Employees should receive information about themselves from several sources - superiors, peers, subordinates, trained assessors - and this information should be used to determine training needs and career opportunities.

From surveys conducted Gutteridge et al (1993: 189-195) identified nine points that have to be part of a systematic approach to ensure that career management has a long-lasting impact. These points were culled from case studies, examination of best practices and from advice offered by interviewees during this survey. It include:

▪ The linking of development to business strategy.

▪ Aligning employee and organizational needs.

▪ Building systems and linkages.

▪ Using a variety of tools and approaches.

▪ Creating a corporate infrastructure, but implementing career development systems in individual business units or divisions.

- Ensuring line manager participation.

- Holding line managers accountable.

- Evaluating and continuously improving the career development effort.

- Maintaining high visibility and ongoing communication of career development.

According to Milkovich et al (1985: 429-430) an organization's career development system should, amongst others, provide feedback on performance and potential, foster realistic expectations, manage information, match jobs and people, maintain programme continuity and flexibility and integrate career planning with other human resource functions.

Clark (1990: 211) furthermore feels that the possession of certain values and competencies is vital. "Therefore, individuals will have to develop their own unique career portfolios". These could contain general and specific roles, work experience, skills, values and behaviour. Development of such portfolios would produce a flexibility and responsiveness of their talents to meet organizational needs. However, these portfolios have to be properly managed and maintained over the life of the owners. It must be kept up to date, review for its potential and marketed.

2.6   CONCLUSION

From the theoretical analysis provided in this Chapter it is clear that, as indicated by the various definitions, career management is a process which involves both employee and employer. Career management programmes also encompass numerous human resource management practices.

However, it would seem if the main objectives of career management would include the following:

- To assist employees to improve their performance.

- It endeavors to clarify the various career options available to employees.

- To align the aspirations of employees with the organizational objectives.

Based on this background the extent to which departments (as an employer) have developed and implemented career management programmes were assessed.

CHAPTER 3:   METHODOLOGY

3.1   INTRODUCTION

Although de la Rey (1978: 11) argues that without a specific identified problem no reason exists to investigate the relevant issue further, this study is not based on a problem. In this regard it should be noted that the existence or non-existence of career management programmes in the South African Public Service is not regarded as problem areas. The study merely endeavors to determine the extent of implementation of career management programmes in the Public Service and how careers are managed in the absence of such programmes.

A further point of consideration is the population chosen to participate in the study, namely government departments. Gerth and Mills as quoted by Baker (1988: 8) stated that the nineteenth-century German sociologist, Max Weber, defined the following four major characteristics of bureaucratic organizations, such as public services – including the South African Public Service:

▪   Such organizations are hierarchical. This means that positions in the organization are fixed in a descending order of authority.

▪   Bureaucratic organizations are guided by a set of rules and practices which are formally established.

▪   Positions within a bureaucratic organization are specialized, such that one person's work in an organization was clearly distinguished from, but often depended upon, the work of others.

▪   Social behaviour within a bureaucratic organization is impersonal. Those in authority must rule without special favour, the organization must treat its clients and customers with a fairness and formality that suggests that no one is receiving special favours or benefits.

All of the above factors, including the fact that the Public Service is the biggest employer in South Africa by employing in the region of 1.1 million people, were taken into account during the development and consideration of the appropriate methodology followed during the execution of the study.

This chapter will not only focus on the research strategy and design followed, but attention will also be given to the population that participated in the study and the measuring instrument utilized.

3.2   RESEARCH STRATEGY AND DESIGN

In order for the most effective research strategy and design to be decided upon, it is important that the researcher has a thorough understanding of the various steps or phases when conducting social research. According to Baker (1988: 87, 104-108, 110) any research project consists of eleven stages. In a nutshell, these stages consist of the following:

Stage 1: Define the research topic
In any proposal the research topic should be posed in such a way that it is clearly grounded in the general social field relevant to it.

Stage 2: Find out what is known about the topic
Printed sources, available data on ongoing social research topics, Government collected data and non-governmental datasets are but a few sources that can assist the researcher in this regard. However, social research topics are usually embedded in so many different kinds of material that the researcher must be careful to select the best materials to examine.

Stage 3: Clarify concepts and their measurements
This entails the move from abstract concepts to operational definitions and from operational definitions to the specification and measurement of variables. Two critical issues during this stage is validity and reliability.

Stage 4: Establish an appropriate data collection method

Survey research is the most widely used method in social research. Questionnaires and interviews are generally used in this regard.

Stage 5: Consider the purpose, value and ethics of the study

This assists the researcher in thinking through how to justify the study in terms of both its rationale and the ethical issues that it might raise.

Stage 6: Operationalize concepts and design the research instrument

In a survey, for instance, the questionnaire or interview schedule is the operationalized survey.

Stage 7: Select a sample of subjects to study

The selection process for deciding what or whom will be studied rests on a large body of thought about the nature of sampling. In this regard a clear distinction is also made between probability and non-probability samples.

Stage 8: Collect the data

Different methods of data collection have different types of procedures that might be followed. Each form of data collection has its special concerns which need to be considered fully before doing the study.

Stage 9: Process the data

Once the data is collected it must be put into a form that will enable it to be analyzed. If it is quantifiable data it usually has to be prepared for a computer.

Stage 10: Analyze the data

Analyzing data must be given some thought during the designing phase of the study. Numerous analytical tools also exist to study quantifiable data.

Stage 11: Present the results

The data for an entire study may be collected, but the research is not complete until the results of the study have been written up.

In line with the above stages of a research project, and as part of the first phase of this study, a comprehensive literature study was undertaken in order to identify the most common elements of career management as well as the practices which support career management. Textbooks and articles written by reputable persons in the field of career management were therefore studied. In addition, information was also obtained from the Internet websites of certain international institutions carefully selected for this purpose. According to Leedy (1997: 66-68) the Internet is a collection of sprawling computer networks that links millions of computers used by tens of millions of people all over the world. It can therefore be seen as a powerful way to access a wide variety of information on an almost limitless number of topics.

Following the literature study, a measuring instrument was developed. This instrument was utilized to obtain data from the respondents that participated in the study. Issues considered during the development of the measuring instrument are elaborated upon in Part 3.3 of this chapter.

Due to the topic which is investigated, as well as the population identified for this purpose, it was decided that survey research method will be applied as part of the methodology in the gathering of data. A questionnaire was developed having regard to the Public Service's unique work environment. Data obtained by means of this questionnaire was also supplemented by data obtained from conducting interviews with certain respondents identified for this purpose.

During decisions taken regarding the research strategy and design it was ensured that such strategy and design would be suitable for determining the –

- state of affairs as far as the implementation of career management programmes in government departments is concerned;

- if applicable, reasons why government departments have not implemented and activated career management practices; and

- nature of the practices that have already been put in place by departments due to their own initiative.

3.3 THE MEASURING INSTRUMENT

Baker (1988: 171-172) laid the following general rules down for the construction of a questionnaire:

- Include only questions which will address your research concerns and which you plan to analyze.

- Make the questionnaire as appealing as possible to the respondents.

- Keep the questionnaire as short as will suffice to elicit the information necessary to analyze the primary research concerns. Be sure, however, to include questions on all aspects of the research problem that you will need to address.

- If the questionnaire is self administered, keep the instructions brief, but make sure they contain all the information required to complete and send back the questionnaire.

- Consider in advance all the issues that a respondent might raise when he or she receives this instrument. Be sure that the questionnaire addresses these issues.

The above general rules were all observed and taken into account during the development of the questionnaire.

A summary of the questionnaire is attached at Appendix A to the dissertation. As can be observed from this questionnaire, close-ended questions were mainly utilized. Baker (1988: 173-174) is of opinion that such close-ended questions force the respondent to select a single response from a list. Care was therefore taken to ensure that the lists of responses covered as many alternative answers as possible. She furthermore indicated that closed-ended questions with forced choice responses are more likely to be completed by respondents than open-ended questions.

However, in some instances the nature of the issue addressed dictated the use of open-ended questions. Space was therefore provided on the questionnaire for the respondent to write out his or her answer. One of the disadvantages elicited to by Baker (1988: 174) in this regard is that if, in the opinion of the respondent, too many or too few lines are left, he or she may be more likely to skip the item.

The questionnaire was distributed to all national and provincial government departments. From the following table it will be noted that completed questionnaires were received back from 35 out of the 40 government departments. This relates to a response of 87,5%.

Table 1:   Respondents from whom completed questionnaires were received

DEPARTMENT/PROVINCIAL ADMINISTRATION	RESPONSE RECEIVED	NO RESPONSE RECEIVED
Agriculture	✔	
Arts, Culture, Science and Technology	✔	

DEPARTMENT/PROVINCIAL ADMINISTRATION	RESPONSE RECEIVED	NO RESPONSE RECEIVED
Communication	✔	
Constitutional Development	✔	
Correctional Services	✔	
Education	✔	
Environmental Affairs and Tourism		✔
Finance	✔	
Foreign Affairs	✔	
Health	✔	
Home Affairs		✔
Housing		✔
Independent Complaints Directorate	✔	
Justice	✔	
Labour	✔	
Land Affairs	✔	
Minerals and Energy	✔	
Office of the Deputy President	✔	
Office of the President	✔	
Offices for Public Enteprises	✔	
Provincial Administration: Free State	✔	
Provincial Administration: Western Cape	✔	
Provincial Administration: Northern Cape	✔	
Provincial Administration: Eastern Cape	✔	
Provincial Administration: KwaZulu/Natal	✔	
Provincial Administration: Mpumalanga		✔
Provincial Administration: Limpopo (Northern Prov.)	✔	
Provincial Administration: North West	✔	

DEPARTMENT/PROVINCIAL ADMINISTRATION	RESPONSE RECEIVED	NO RESPONSE RECEIVED
Provincial Administration: Gauteng	✔	
Public Works	✔	
Public Service and Administration	✔	
South African Police Service	✔	
South African National Defence Force	✔	
Sport and Recreation	✔	
State Expenditure	✔	
Statistics South Africa		✔
Trade and Industry	✔	
Transport	✔	
Water Affairs and Forestry	✔	
Welfare (Social Development)	✔	

n=35

The cover page of the questionnaire contained the instruction notes aimed at assisting the respondent in completing the questionnaire. Provision was also made for the respondent to complete his or her name, rank and contact details. This was required in the case further probing questions had to be posed to the relevant person.

Baker (1988: 119-124) describes validity and reliability as whether the instrument measures what it is supposed to measure and the consistency in such measurement, respectively. According to her there are a number of methods to test for validity by determining the association between a concept and the empirical indicator(s) chosen to measure it.   The following three methods are described by her as tests that can typically be used in this regard:

▪   **Content validity**

Careful examines the measure of a concept in light of its meaning and ask the question whether the instrument really seems to be measuring the underlying concept.

- **Criterion-related validity**

Two measures are taken: the measure of the set of empirical indicators and the criterion to which the test is supposedly related. Some empirical evidence need therefore be obtained to serve as the basis for judging that what is being measured really measures what it is supposed to measure.

In other words, a correlation is used between the measure and the criterion to determine the criterion-related validity.

- **Construct validity**

Construct validity is based on forming hypotheses about the concepts that are being measured and then on testing these hypotheses and correlating the results with the initial measure.

The influence of the scientific validity and reliability of the measuring instrument was minimal on the results achieved by using the instrument. The reason for this can be found in the fact that something concrete was measured as opposed to the measuring of abstract issues such as perceptions, viewpoints, etcetera. However, it was ensured that the measuring instrument would measure what it was developed to measure by making it available to various experts in the field of human resource management. The instrument was only finalized after inputs from these persons were obtained.

Throughout the questionnaire the respondent was guided in terms of the completion of the various sections provided for by the questionnaire. Irrespective of its applicability, the following main issues were addressed by the questionnaire in this regard:

- The background as to why a career management policy or strategy has not been implemented.

- Information on how career management is currently dealt with.

- Information on future actions regarding the implementation of career management policies and strategies.

- The background to the implementation of the career management policy or strategy.

- The key elements of the career management policy or strategy, with specific reference to -
  ➢ career management instruments;
  ➢ departmental training and developmental policies and strategies;
  ➢ performance assessment;
  ➢ affirmative action objectives; and
  ➢ job descriptions.

- Revision and marketing of the career management policies and strategies

In addition to the completed questionnaires, interviews were also held with managers responsible for career management at two departments that have implemented career management programmes.

These interviews were conducted with a view to obtaining a more in-depth understanding of the relevant career management policies, strategies and processes that have been implemented.

3.4   **POPULATION THAT PARTICIPATED IN THE STUDY**

Churchill (1996: 535) defines a population as the totality of cases that conform to some designated specifications. He also states that information can be collected from each member of the population of interest by completely canvassing this population. According to him a complete canvas of the population is called a census.

Alternatively, information can be collected from a portion of the population by taking a sample of elements from the larger group.

However, for purposes of this study it was decided to include all national and provincial government departments in the population group. The decision to include all national and provincial government departments in the study was informed by the following:

- More reliable results are usually obtained when all elements are included in a study of this nature than when only certain elements are identified to participate by means of sampling, for instance.

- The practical work circumstances of the researcher. Due to his working environment the researcher has become familiar with the majority of government departments by liaising with them on a continuous basis.

- The fact that the population consists of 40 elements only. This number is regarded as a manageable population, given the scope of the study.

3.5   STATISTICAL PROCESSING OF THE DATA

After the literature study was concluded, data was gathered by means of the questionnaire developed for this purpose. The data gathered was processed in order for justifiable conclusions and recommendations to be made. The processing of this data was done programmatically with the aid of an Ms Word Excel software package at the University of Pretoria. A summary of the statistically processed data is attached at Appendix B.

Influencing the processing of data, is the various approaches one can take when executing a study of this nature. Leedy (1997: 105-106) distinguish between the quantitative and qualitative approaches.   He captured the distinguishing characteristics of these two approaches in the following table:

Table 2:   Distinguishing characteristics of quantitative and qualitative approaches (Leedy, 1997: 106)

QUESTION	QUANTITATIVE	QUALITATIVE
What is the purpose of the research?	To explain & predict To confirm & validate To test theory Outcome-orientated	To describe & explain To explore & interpret To build theory Process oriented
What is the nature of the research process?	Focused Known variables Established guidelines Static design Context free Detached view	Holistic Unknown variables Flexible guidelines Emergent design Context-bound Personal view
What are the methods of data collection?	Representative, large sample Standardized instruments	Informative, small sample Observations, interviews
What is the form of reasoning used in analyses?	Deductive analysis	Inductive analysis
How are the findings communicated?	Numbers Statistics, aggregated data Formal voice, scientific style	Words Narratives, individual quotes Personal voice, literary style

From the above table it is clear that this study into the extent of implementation of career management programmes in the South African Public Service was based on the qualitative approach.

3.6   CONCLUSION

This chapter focused on the importance of choosing the correct research strategy and design when conducting social research. Issues to be taken into consideration during the development of an appropriate measuring instrument were also discussed in detail.

The choice of the population of the study was reflected upon. All government departments were included in the study due to various reasons as mentioned.

From the statistical processing of the data obtained by means of the measuring instrument (questionnaire) it furthermore became evident that a qualitative approach was followed with this study.

Following from the obtainment and processing of the data, findings, conclusions and recommendations are made. Although similar findings and recommendations were made by the Public Service Commission (2000: 10-41), this dissertation deals with these issues in much more depth, especially from a scientifically perspective. Chapters 4 to 7 will deal with these issues in detail.

CHAPTER 4:   THE   EXTENT   OF   THE IMPLEMENTATION OF CAREER MANAGEMENT PROGRAMMES IN THE PUBLIC SERVICE

4.1   INTRODUCTION

This Chapter provides information on the number of departments that have implemented career management programmes, how it was developed and implemented and what the career management programmes consist of.

As was indicated in Chapter 3, responses were received from 35 national departments and provincial administrations. If one takes into account that questionnaires were initially forwarded to 40 government departments, a very successful return rate of 87.5% is calculated.

However, of the 35 national departments and provincial administrations that have responded, only three have implemented career management programmes whilst a further one was in the process of implementing one.

4.2   THE   IMPLEMENTATION   OF   CAREER   MANAGEMENT PROGRAMMES

The study revealed that a number of processes preceded the implementation of career management programmes in the departments that have done so. In all three these departments an affirmative action survey was conducted. The results of the survey were taken into account during the development of the respective career management programmes.

Whilst the human resources components were responsible for the development of the career management programmes at two of these departments, this responsibility was vested in the Training Component of the third one.

Extensive consultation took furthermore place during the development of the career management programmes in all three departments. The following role-players within the departments as well as external institutions were consulted:

- Line managers, including Senior Management.

- Line functionaries.

- Employee organizations (where departmental bargaining chambers existed).

- Educational institutions.

- Other departments such as the Department of Public Service and Administration and the Department of Labour.

- The Private Sector (in the case of one department).

- International training and development organizations (also in the case of one department).

In addition to the consultation processes, the career management programmes and its instruments were in all instances first piloted in specific components. Following the pilot exercise the programmes were implemented in selected sections and only for certain levels of personnel in two of the departments. The third department indicated that its career management programme forms part of its training needs analysis and that it is being implemented in phases together with its new training policy.

The measuring instrument also tested departments on the manner in which departments inform personnel about the career management programmes. It was determined that information pertaining to career management programmes are made available to personnel by means of training courses, letters and memoranda, workshops and also at human resource development forum meetings.

4.3 PRACTICES THAT SUPPORT CAREER MANAGEMENT PROGRAMMES

The following practices support the career management programmes already implemented in the Public Service:

▪ The utilization of a *pro-forma* instrument to facilitate career management.

▪ A departmental training and development policy and strategy.

▪ Performance assessment/management.

▪ Affirmative action objectives.

▪ Job descriptions.

4.3.1 Utilization of an instrument to facilitate career management

In order to facilitate the process of career management all three departments make use of *pro-forma* instruments to assist managers and their subordinates. These instruments in general provide for the following:

o **The personal aims or goals of the employee are identified**

The employee is provided with an opportunity to indicate his or her career goals in the short, medium and long term.

o **The needs of the employer are indicated**

The employer's expectations of the employee are indicated and discussed.

o **Training and other development needs are identified**

Emanating from the employee's personal goals, the expectations of the employer and the results of the employee's performance assessment, training needs are identified. The training needs are captured on the instrument. The capturing of agreed training needs amounts to an undertaking by the supervisor to facilitate such training, either through personal mentoring or formal training courses.

o **Target dates are set for the achievement of goals**

Target dates are set for the addressing of identified training needs as well as other career development goals.

Other issues provided for in these instruments, although not common to all of them, are the results of performance assessments, job requirements of current as well as higher positions and available personnel development resources and opportunities.

Although these *pro-forma* instruments are used to assist managers and their subordinates to engage in career management, not all departments expect their managers to complete such instruments on each subordinate.

An interesting aspect is the fact that departments use different career management instruments for different occupations. This is ascribed to differences in work environments and functions.

4.3.2   **Departmental training and development policies and strategies**

Two of the three departments indicated that training needs, identified through career management programmes, are incorporated in departmental training programmes. Resulting from career management programmes, training programmes and courses are arranged to equip personnel for their current posts as well as higher posts and to ultimately address the needs of the department.   The remaining department, on the other hand, indicated that it is left entirely to management to arrange for the necessary training from needs identified through career management programmes.

4.3.3   **Performance assessment/management**

Performance management is not in all cases directly linked to the career management programmes of departments.   In those cases where it is, the dates for performance assessment and for the revision of career management plans are synchronized.

Career management programmes are informed by the following information that can be obtained through performance assessments:

o   **The identification of an employee's strengths and weaknesses**
A performance assessment indicates an employee's strengths as well as the areas in which an employee needs to improve in order to function optimally in his or her current position. This information assists with the determining of career development objectives as part of career management. Training needs to equip an employee for his or her current position are also identified.

o   **Information on whether career goals are realistic**
The performance of an employee in his or her current position indicates the level of development required to aspire for higher

positions. Career goals identified through career management can on the basis of this information be revisited. The assessment of an employee in his or her current position provides a clear indication of his or her readiness or potential to be promoted.

o **It provides feedback on whether pre-set career development and performance goals have been achieved**
Through career planning, performance goals and career development goals are set. Performance assessments indicate whether the performance goals have been achieved and whether career development initiatives have been successful. As part of career management, the reasons for success or failure to reach these goals are discussed and revised targets are set.

4.3.4 **Affirmative action objectives**

According to Stevens (1990: 28) equal employment opportunity, personal privacy and anti-discrimination guidelines are creating new demands for objectivity from management.

The White Paper on Affirmative Action in the Public Service provides that career management, as a human resource management practice, should be evaluated to determine whether it is capable of supporting an organization's affirmative action objectives. As indicated earlier an affirmative action survey was conducted in all departments before the development and implementation of the career management programme. Consequently the career management programmes in place provide for the following practices with a view to promoting affirmative action:

o **Intensified formal and in-service training**
Training programmes are developed with due regard to affirmative action needs. Departments also make use of personal mentoring

and in one of the departments a formal mentoring programme has been developed.

o **Mobility within the organization**

All three departments that have implemented career management programmes employ fast tracking as a career management strategy to attain affirmative action objectives. In order to ensure a match of person with post, as well as to facilitate career development, employees are rotated regularly. Where necessary a redistribution of duties and tasks is done. Employees are also allocated additional duties and tasks as part of career development.

In view of the limited number of departments in which career management programmes have been implemented, the researcher is of opinion that it is not possible to predict whether career management as a human resource management practice in the Public Service will be aligned with the objectives of affirmative action.

4.3.5 Job descriptions

Well defined job descriptions, clearly identifying possible career paths, as well as the knowledge, skills and personal attributes required to perform the task and function, assist employees in developing career plans. The relevant departments indicated that information in respect of the following areas applicable to career management are included in their job description formats:

o **Learning fields and indicators**

The incumbent of a post is provided with information about the knowledge, skills and qualifications required to perform effectively in the post.

- o **Promotion opportunities**

  Information is included on higher posts in the department to which the incumbent can aspire to be promoted. The requirements for promotion are also indicated.

In addition to information regarding career development and pathing, a job description includes details of the job content of a specific post, thereby enabling a match of employees with posts.

4.4   CAREER MANAGEMENT: A PRACTICAL PERSPECTIVE

The career management programmes implemented by the various departments provide insight into how different role players can be involved with career management.   Next a discussion will take place of the practical application and dynamics of the implemented career management programmes.

4.4.1 Department 1

Career management programme

In this department personnel audits and surveys are conducted by a career management directorate.   The findings of these audits and surveys are captured in an organogram format indicating, amongst others, the post level, post title, name of the incumbent of the post, the incumbent's rank and the channels of communication.

The above exercise enables this department to determine exactly where personnel gaps exist per unit. Different colours are furthermore used to indicate which employees will be leaving the service in the near future, which employees applied for voluntary severance packages, or are carried out of adjustment.   The organogram services as a map indicating areas where the organization is in need, or will be in need, of

personnel with specific competencies, thereby assisting management in the department with proper human resource planning.

Heads of the various units within the department are responsible for conducting personnel surveys. Career managers, especially appointed for this purpose, are responsible to follow the findings of such personnel surveys up with the relevant head of a unit, and to provide assistance in this regard.

Apart from career managers, "career planners" are available to assist employees in planning their careers by means of interviews. On average, a career planner conducts ± 200 interviews per month.

A prescribed form to be used during these interviews was developed internally. A matrix is drawn of the individual's career, indicating the rank, number of years' service, courses completed, etcetera. This is regarded as a source of reference to obtain a picture of the past, the present and the future as far as an individual's career is concerned, including his or her expectations.

Not only are supervisors required to assist heads of units with the conducting of personnel surveys, they are also responsible for, amongst other things, nominating subordinates to attend required training courses.

Advantages of the programme

According to the Department it is expected that the advantages of performing career management in this manner (strategy) could include the following:

- Establishment related problems and shortcomings are identified and addressed accordingly.

- Career awareness programmes are launched.

- Employees are made aware of their careers as well as their respective career ceilings.

- Employees are provided with the required training and skills in good time.

- Ghost workers are eliminated, thereby creating more career path and mobility opportunities.

- Realism amongst employees as far as their career aspirations are concerned is ensured.

- Inequitable work distribution is identified.

In addition to the above-mentioned advantages, the following observations were made by the researcher:

- The programme seems to cover the areas of career pathing, planning and development sufficiently.

- The size of the career management component is of concern. The viability of such a large component is questionable.

- Care should be taken that the "over involvement" of the career management directorate does not dilute the important role that managers have to play in the career planning and development of their subordinates.

- The programme is still at an infant stage. It is therefore not possible to comment on its success in practice at this point in time.

4.4.2 **Department 2**

Career management programme

Career management is also only in its beginning phase at this department. However, positive feedback has been obtained from the first group of employees who were introduced to the career orientated programme.

According to the policy framework on career management developed by this department, the role players involved with career management are as follows:

- **The Director or Manager: Career Management**

   The Director or Manager: Career Management is responsible for the development, facilitation and monitoring of a national policy and procedures regarding career management. Included in this broad terms of reference are the development of instruments for career management, presentation of career management programmes, development of career paths and the monitoring of the standard of career management in the Department.

- **Supervisors and Personnel practitioners**

   These officials must integrate career management with human resource management practices when it comes to recruitment, selection, training and development, transfers, placements, affirmative action and performance appraisal. They are responsible for the conducting of career discussions with all newly appointed employees or personnel who have been transferred. Supervisors are responsible to provide feedback regarding performance assessment, to identify development areas and to compile development plans that must support individuals in developing and improving their skills. They are furthermore responsible to conduct regular discussions with their employees about their careers. During these discussions the plans and strategies concerning their careers are monitored,

evaluated and adjusted in terms of predetermined career objectives.

In cases where supervisors cannot advise employees, the employee is referred to a career advisor. Supervisors are, however, required to familiarize themselves at regular intervals with the employee's career aspirations. They are also to keep up to date with job, training and development opportunities which are likely to assist in meeting both the employee's career aspirations and the organizational objectives.

- **Career advisors**

  Career advisors offer career programmes for groups as well as individual career guidance to employees. They also assist supervisors and personnel practitioners during the implementation of career management programmes at grass root level.

- **Individual employees**

  Individual employees are primarily responsible for their own development and promotion in line with their career aspirations.
  In order to do this, they must have access to information and development opportunities. They must also engage in realistic self-assessment.

Effectiveness of programme

As was the case at Department 1, it is too early to comment on the success in practice of this career management programme. However, the following is noted by the researcher:

- It would appear as if the policy framework on career management clearly indicates and defines the roles and responsibilities of the various role players involved in career management.

- The policy framework attempts to cover the areas of career planning, pathing and development sufficiently.

- As was stated above, one of the responsibilities of the Director (Manager): Career Management, is to monitor the standard of career management in the Department. It is important that feedback in this regard be given on a regular basis to supervisors and personnel practitioners.

- It should be ensured that all supervisors are adequately trained so as to assist employees with career planning, pathing and development.

- According to the policy framework individual employees must engage in realistic self-assessment. Guidelines in this regard will have to be provided by supervisors, especially to newly appointed employees.

4.4.3 Department 3

Career management programme

Department 3's career management programme entails the completion of career development plans for each individual within the Department in accordance with a prescribed instrument.

The career development plans provide for the assessment of core competencies required to function effectively both in the existing as well as higher positions. These core competencies (or outcomes) as well as the assessment criteria that are set, are basically elements of a performance assessment instrument, namely -

- working with people;

- management of work;

- personal effectiveness; and

- knowledge and experience.

After aims regarding the level of operation expected of the individual are set and rated in respect of each outcome, the actual performance of the individual is rated in both the current position and the next higher position. This rating is done by means of self-assessment and an assessment authority. The assessment authority could include supervisors, peers, subordinates, customers and clients, suppliers and an assessment center (simulations).

The rating of performance is compared with the aims that were set and education and training solutions and programmes are identified. Examples of education and training solutions include the attendance of courses, coaching, mentoring, job rotation, job enlargement, job enrichment, participation in multi-skilled project teams and the attendance of seminars, congresses and conferences. Target dates for the completion of the education and training solutions and programmes are also to be indicated on the prescribed instrument.

As indicated above, supervisors are responsible for completing a career development plan for each subordinate, assessing the performance of subordinates, and seeing to it that subordinates are nominated to attend the required education and training programmes.

Shortcomings of the programme

The researcher is of the view that this career management programme only focuses on career development, and not on career planning and pathing. This is a matter of concern as effective career development cannot occur if it is not preceded by proper career planning and pathing processes.

Superficially viewed, it would also appear that the entire career development process is based on the outcome of performance assessments. This is a possible shortcoming as, amongst others, only needs in terms of the current position (according to the assessments) are addressed. Future needs of the Department are not necessarily taken into account during this process.

However, the allocation of target dates for the completion of education and training programmes is a commendable practice. It indicates the commitment of both the employer and the supervisor to the process of career development.

4.5   CONCLUSION

Although the population of this study consisted of 40 national departments and provincial administrations, only three out of the 35 that have responded to the request for information have indicated that they have developed and implemented career management programmes.

The career management programmes that have been implemented in the Public Service are in an early stage of implementation and measuring its effectiveness is not feasible at this point in time. It was, however, determined that these career management programmes are in general supported by practices such as the utilization of a *pro-forma* instrument, internal training and development policies and strategies, performance assessment/ management, affirmative action objectives and job descriptions.

Respondents also indicated that career management policies and strategies will be revised on an annual basis and that information in this regard will be made available to personnel mainly by means of training courses, workshops and circulars.

CHAPTER 5:   THE MANNER IN WHICH CAREERS ARE MANAGED IN THE ABSENCE OF FORMAL PROGRAMMES

5.1   INTRODUCTION

As was indicated in Chapter 4, only three departments have developed and implemented career management programmes. This Chapter endeavors to provide the reasons why career management programmes have not been put in place in the majority of national departments and provincial administrations.

Respondents were also probed on how they go about managing the careers of employees in the absence of formal career management programmes. A synopsis is therefore provided of the manner in which career management is currently dealt with.

Lastly the envisaged actions of departments regarding the development and implementation of career management programmes are assessed.

5.2   REASONS FOR THE NON-EXISTENCE OF A CAREER MANAGEMENT PROGRAMME

High work pressure, backlogs in work, a high number of vacancies, lack of expertise and knowledge, the fact that career management is not deemed a priority and, in an isolated instance, resistance from line management are all reasons provided by respondents for their failure to implement formal career management programmes. In table form, the responses received in this regard are as follows:

Table 3:   Responses received regarding the lack of formal career management policies and strategies

REASONS	FREQUENCY OF RESPONSES (n)	RESPONSES EXPRESSED AS A %
High work pressure	13	31.7%
Backlog in work	5	12.2%
High number of vacancies	9	21.9%
Lack of expertise & knowledge	7	17.1%
Career management not a priority	5	12.2%
Resistance from line management	2	4.9%
TOTAL	41	100%

n=41

In addition to the above, the following issues were furthermore emphasized by certain respondents as major contributing factors which prohibited the development of career management programmes:

5.2.1 Outdated organization structures

Although restructuring should not be an excuse for not engaging in career planning and development, respondents have indicated that outdated organizational structures do not meet their functional needs.

A comprehensive restructuring will therefore have to be undertaken before career opportunities can be mapped out. After all, if it is clear that the organizational structure does not meet the functional needs it should also be clear what the developmental needs of the department are.

5.2.2 Decentralization

The process of decentralization in departments, that includes issues such as the creation of regional offices, etcetera, impacts on their ability to finalize human resource development policies and procedures. Policies and strategies are therefore in different stages of development.

In addition to the above, the appointment and/or absorption of new staff could also delay the consultation process in respect of new human resource development policies.

5.2.3 National policy does not stipulate a time-frame

No target date was set for the implementation of a career management programme in the various White Papers. The development of such a programme has therefore not received priority. The researcher is, however, of opinion that the lack of target dates do not constitute sufficient reason for not having developed and implemented career management programmes. Departments ought to have taken their own initiative in this regard.

5.2.4 Career management is not addressed as a separate programme or policy but is provided for by the multitude of human resource development policies that are in place

Some respondents argued that no need exists for the development of a career management programme *per se* as the principles of career management are also addressed in policies on human resource development which have already been developed.

It is, however, questionable whether the policies would provide sufficiently for the practices of career planning and pathing.

5.2.5 Departments are newly created or restructured

The progress with human resource management and development policies is limited in view of the fact that institutional transformation has only been completed recently and departments have been newly created or incorporated in the Public Service.

Although the difficulties experienced with the establishment of new institutions are acknowledged., departments and provincial administrations should consider establishing partnerships with each other. Certain departments and provincial administrations have already progressed significantly with the development of such policies. These policies can be obtained and tailored to suit departments' and provincial administrations' unique circumstances.

5.2.6 Human resources policies supporting career management must first be developed

Some respondents have indicated that certain human resources policies, such as affirmative action and training and development for example, are currently in draft format and should be finalized shortly. Career management, as a strategy, is an integrated approach to human resource practices and it would therefore not be sensible to develop a career management strategy if the building blocks are not in place.

5.2.7 Implementation of the new administrative framework for the Public Service was awaited

The implementation of the new administrative framework for the Public Service was awaited. It was argued that the implementation of the new Public Service Regulations would provide an appropriate framework to create a comprehensive career management strategy.

5.3   THE MANNER IN WHICH CAREER MANAGEMENT IS CURRENTLY DEALT WITH

In the absence of a formal career management programme, respondents indicated that careers are managed as follows:

Table 4:   The manner in which careers are managed in the absence of formal career management programmes

INDICATED MANNER	NUMBER OF RESPONSES (n)	RESPONSES EXPRESSES AS A %
By individuals themselves	1	1.8%
By managers in an informal manner	15	26.3%
According to existing prescripts	19	33.3%
In a manner other than the above	22	38.6%
TOTAL	57	100%

n=57

A more in depth discussion of the various manners in which careers are managed in the absence of formal programmes, as indicated in the above table, is provided:

5.3.1 By employees themselves

Employees are solely responsible for the identification of career paths and career development opportunities. The obvious risk with such an approach is that there is no balance between the needs of the

employee and the employer. It could, for example, happen that an employee obtain a tertiary qualification with a view to being promoted to a specific higher post whilst the employer does not have a need for an employee with such a qualification. The employee furthermore receives no structured assistance in achieving career goals.

5.3.2 By managers in an informal manner

This is done by making subordinates aware of career development and promotion opportunities. Although this approach allows flexibility in that the subordinate is not bound by a structured career planning process, the benefits attached to such a structured approach are not available to the subordinate. The organization in such instances will not be able to provide informed career development support.

5.3.3 Within the administrative framework, guidelines and measures applicable to Public Servants as contained in Personnel Administration Standards

This approach is very restrictive as it limits career pathing to the occupation covered by a Personnel Administration Standard. These standards also do not address training and other career development opportunities unless legislated (registration requirements, etcetera).

This could lead to loss on multi-skilling opportunities as well as the inability to follow alternative career paths. It should furthermore be borne in mind that the new administrative framework, implemented in the Public Service with effect from July 1999, provides for more flexibility in terms of mapping out career paths.

5.3.4 As part of systems designed to enhance competency and to evaluate potential

Such an approach focuses on development needs of employees and may not necessarily address career pathing opportunities. It is furthermore not clear whether these systems are informed by the results of career planning. The success of this approach would therefore be dependant on the extent to which the enhancement of competency is focused on immediate circumstances or whether it also caters for future needs and expectations.

5.3.5 Career counselling is provided by the human resources development component

Career counselling is a necessary and integral part of a career management programme. It is assumed, however, that career counselors are not in all instances familiar with the career development (including training and performance) needs of an employee in his or her current position. Interaction between the employee and supervisor is therefore an absolute requirement.

5.3.6 Career management is part of a mentor or protégé programme

Prinsloo (2001: 31) defines mentoring as a deliberate relationship where personal skills and attributes are required to impart knowledge and experience in such a way that the maximum benefit can be derived by all parties concerned. He continues by stating that in order to achieve the goals of mentoring, the mentor may have to fulfill the roles of an analyst, assessor, advisor, supporter, tutor/coach, psychologist, diplomat and matchmaker.

Such an approach, however, limits itself to new appointees or newly promoted employees and may have as its primary focus the orientation of individuals to the institutional culture.

5.3.7 By completing and signing career path agreements prior to employees attending courses

Nominations are requested from employees to attend training courses with a view to strengthening certain line function fields in departments. Employees are required to sign career path agreements prior to attending such courses, thereby binding themselves contractually to remain in the service of the relevant department after completion of the course. The duration of such a contractual obligation will depend on the duration and cost of the training course.

By following this approach career paths are clearly demarcated and skills could be developed optimally. In order for this approach to be successful, it will have to be preceded by a comprehensive career planning process. On its own it serves merely as a mechanism to ensure that the skills developed through courses are not lost immediately to the labour market.

5.3.8 Lower graded employees are identified for placement in higher posts, provided that the minimum requirements of the post are met

The placing of lower level workers in higher posts is a common practice. It is, however, just a very small part of a career management strategy. The identification of development needs and appropriate career paths may not receive the required attention. The problem can be eliminated by means of regular training need surveys as well as the implementation of capacity building programmes.

During these interventions lower level workers should be familiar with the concept of career management, including its advantages.

5.4 CONCLUSION

In addition to the above indicated ways in which career management is dealt with in the absence of a formal career management programme, respondents have also indicated that newcomers at the majority of departments and provincial administrations are informed of possible career paths and development opportunities through induction and orientation courses presented by their direct supervisors or by the human resources components. Feedback received in this regard is contained in Table 5:

Table 5:   The manner in which newcomers are informed of career pathing and development opportunities

MANNER OF COMMUNICATION	NUMBER OF RESPONSES (n)	RESPONSES EXPRESSED AS A %
At induction/orientation course	17	32.1%
By the direct supervisor	19	35.8%
By letters of appointment	1	1.9%
By the human resources component	16	30.2%
TOTAL	53	100%

n=53

Most of the respondents are furthermore currently in the process of developing career management programmes. Those who have not yet done so indicated that they intend developing such a programme in due course. Graphically this can be illustrated as follows:

Figure 4:   Development of career management programmes (n=32)
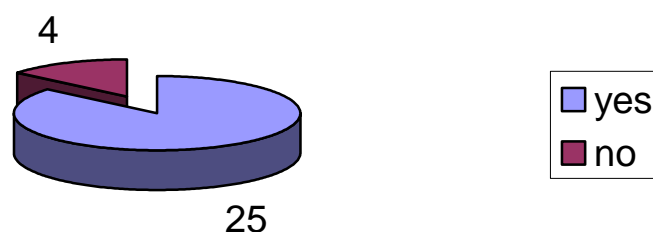
Although it was indicated that the responsibility of developing suitable career management programmes will largely rest with the human resource and training components, other role players will also be involved, such as developmental offices within line departments and components, line and senior managers, project teams, regional training committees and human resource development committees. The responsibility in this regard is illustrated as follows:

Table 6:   Role players responsible for developing career management programmes

ROLE PLAYERS INVOLVED	NUMBER OF RESPONSES (n)	RESPONSES EXPRESSED AS A %
Human Resources Component	23	66%
Training Component	11	31%
Other role players	1	3%
TOTAL	35	100%

n=35

CHAPTER 6: CAREER MANAGEMENT AS APPLIED BY A SAMPLE OF INSTITUTIONS OUTSIDE THE PUBLIC SERVICE

6.1   INTRODUCTION

TELKOM, KRYGKOR, SPOORNET and Tshwane City Council were ad randomly selected by means of sampling to participate in the study. Each of these institutions were consulted to determine how it deal with career management in their respective organizations.

The researcher found that TELKOM does not have a system in place that relates to career management. The other institutions, unfortunately, also do not have structured career management programmes in place. However, all of them apply certain career management practices. This Chapter provides insight into the practices applied by these institutions.

6.2   KRYGKOR

At KRYGKOR the process followed is called "Performance and competency based management."   It makes use of performance and competency management models which, amongst others, provide for the organization's objectives and needs, as well as that of the employee.

At the beginning of each year employees "contract" out their outputs for that specific year in terms of performance and competency management models, having regard to the organization's objectives and needs.

The "performance and competency based management process" furthermore entails multi-source-evaluations, a practice not familiar to, or utilized in the South African Public Service.   During this process the outputs and competencies of the individual are evaluated not only by the individual and the supervisor, but also by colleagues and clients. Emanating from such a multi-source-evaluation, the supervisor has a performance development discussion with the individual.

It is clear that the value of KRYGKOR's approach is that employees' competencies are evaluated outside of the normal supervisor/subordinate relationship through the fact that clients and colleagues are also involved. In fact, Theron (2000: 14-19) argues that multi-rater (360 degree) assessments certainly give a much broader perspective on performance than top-down assessments.   It is also far more comprehensive than the traditional assessment of the subordinate by his or her supervisor. Theron furthermore highlighted more transparent reporting systems and better enhanced communication as two possible advantages of multi-rater assessment.

6.3   SPOORNET

Although SPOORNET does not have official career management processes in place, individual development plans are compiled in respect of each employee. Profiles have been determined for every post within the organization as well as the competencies required to perform the various functions. The job profiles are compared with the competency profiles in order to compile the individual development plans.

This approach is largely focused on development needs within current positions.   Due to the lack of proper career planning and pathing, SPOORNET's focus would therefore seem to be on the short term, instead of the long term.

6.4   TSHWANE CITY COUNCIL

The concept of career management is promoted at the Tshwane City Council mainly by means of workshops, meetings with heads of divisions and individual career discussions.   Employees are, together with their supervisors, responsible for the identification of developmental needs in relation to their career objectives.   These needs are determined by evaluating subordinates against certain pre-determined key performance areas and are then captured in a career development plan.

Career development discussions are also held on a regular basis between employees and their supervisors during which issues such as career objectives, performance assessments, developmental areas and developmental interventions are discussed.   Emanating from these discussions, the career development plans are continuously updated and amended.   Furthermore, such plans provide information on the relevant developmental areas, the actions required, the person responsible and the time scales.

However, the researcher is of opinion that it would seem as if the City Council's programme mainly deals with developmental issues. The flexibility of career development plans and the attaching of time scales to developmental actions, on the other hand, are practices that could be noted by other institutions and government departments.

6.5   CONCLUSION

The focus of the programmes and practices applied by the sample of these institutions is on –

- performance management;

- career development; and

- career pathing.

It is, however, clear from the information provided that these three identified areas do not have equal prominence in each of the institutions.

The different approaches applied by these institutions support the research findings of this study that models for career management are tailored to the circumstances which prevail in the work environment for which they are designed. Both private institutions and government departments will therefore have to develop and implement their own purpose designed models according to the unique needs and circumstances applicable to them.

CHAPTER 7:   PROPOSALS IN RESPECT OF THE IMPLEMENTATION OF A CAREER MANAGEMENT PROGRAMME

7.1   INTRODUCTION

Advice is provided in this Chapter on the development and implementation of a typical career management programme. This advice is based on the findings of the literature study, the research results, the models of career management observed in individual government departments and the sample of institutions that were consulted.

It should, however, from the outset be noted that the success of a career management programme is influenced by the extent to which human resource management practices in general support the programme. The proposals made therefore mainly focus on the creating of an awareness of career management as well as the various practices that support such a process.

7.2   CREATING AWARENESS OF CAREER MANAGEMENT

The development and implementation of career management programmes should be supported by a thorough consultative process. The consultative process must include managers and supervisors at all levels in the organization as well as employee organizations recognized in terms of an agreement or, in the case of government departments, admitted to departmental bargaining chambers.

Awareness can typically be created by having workshops, seminars and/or formal training sessions in this regard. Regular information sessions will also suffice.

Employees must furthermore be made aware of the fact that the ultimate responsibility for career management rests with them although the employer is providing such a framework in support thereof.

7.3   PRACTICES SUPPORTING THE PROCESS OF CAREER MANAGEMENT

Earlier the viewpoint was raised that a career management programme can only be successful to the extent that it is supported by other practices in an organization.   The researcher is therefore of opinion that specific attention should be given to the following when developing a career management programme:

7.3.1 The career planning and pathing process

Career planning is an integrated process in which the employer can provide assistance according to its own needs and priorities to the employee. The following process, to be managed by the employer, can be undertaken by employees with their supervisors:

Employees and their supervisors should meet biannually to discuss performance and engage in career planning.   The career planning process should consist of the following components:

(a)   **Discuss the employee's current performance**
Feedback must be given to the employee on the supervisor's assessment of his or her performance in his or her current position. If a formal assessment of the employee's performance

has been concluded by an assessment committee, the results of such an assessment must also be conveyed.

During this discussion strengths and weaknesses of the employee pertaining to his or her performance in the current position must be brought to his or her attention. Based on the weaknesses, developmental needs for growth in the current position must be identified. The employee's strengths must be noted by the employer and harnessed in a direction to the benefit of both the employee and employer.

(b)   **Determine and assess the career goals of the employee**

The employee must be provided with an opportunity to indicate his or her career goals and expectations in the short, medium and long term. Having gone through the exercise of discussing performance in the current position, the career expectations identified by the employee should be more realistic.

The career goals and expectations of employees must be assessed and requirements to attain these goals must be spelled out.   An analysis of the employee's current qualifications, experience, skills and potential must be undertaken and compared with the requirements attached to positions identified through the employee's career expectations. This serves as a reality check for the individual to assess whether the career goals set in the short, medium and long term are attainable.

On the basis of this comparison the employee must be allowed to amend his or her career goals in the short, medium and long term.

(c)   **Indicate the employer's expectations and needs**

The supervisor must also indicate the needs of the organization around the areas of specific skills and competencies. Therefore, supervisors must be kept informed and fully understand the structure of the organization, i.e: its divisions, functions, levels and job characteristics. The supervisor must also be aware of the line and staff function fields in the organization that needs strengthening.

In order to provide the supervisor with the necessary information, a comprehensive organizational needs audit will have to be conducted. A process will also have to be established to update the organizational needs on a continual basis.

The requirements to attain the expectations of the employer must be clearly spelled out to the employee. The supervisor must ensure that the goals identified during this phase are attainable given the employee's current level of skills and competency and the developmental requirements for progression to such positions.

(d)   **Agree on possible career paths for the employee within the organization**

Based on the career goals of the employee and the priorities and expectations of the employer, possible career paths must be developed for the employee. The career paths must represent as far as possible a marriage between the goals of the employee and the priorities of the employer.

Career paths must be informed by the developmental needs (the next component of career planning) and should therefore be revisited once the developmental needs have been identified.

During this phase the requirements for progression to each level in the career path must be spelled out clearly (experience, skills,

qualifications, etcetera). This is necessary to inform the career development options to be decided upon.

Two or three career paths can be identified, provided that they are not diverse from each other. Diverse career paths will complicate decisions on career development.

(e)   **Identify career development needs**

Based on the career paths designed for the employee and the requirements for progression to the different levels identified in the career path, development needs must be identified. These needs must be captured in a personal development plan for each employee.

The development needs, depending on the designed career path, could focus on specific training required, experience which must be gained and skills that must be developed. Where the supervisor can arrange the required training, this must be indicated on the development plan.

Each employee's development plan must be forwarded to the training unit or person responsible for the co-ordination of training. The arrangement of courses and the identification of possible training interventions, by the training unit or person responsible for co-ordinating training, must be done with due consideration to the training needs identified in the personal development plans.

Supervisors must, as part of the developmental needs analysis, consider the effect that the rotation of staff might have on addressing requirements regarding experience in specific work fields. In cases where rotation can be used effectively to address development needs, this must be reflected in the career pathing options for employees.

Each intervention decided upon to address the developmental needs of an employee must be indicated in the personal development plan. This responsibility must be assigned to a person or component within time frames.

7.3.2 Performance management

It is understandable that it will be beneficial to synchronise activities relating to career planning with feedback on performance. An employee's performance in his or her current position has a deciding impact on management's perceptions regarding his or her potential for further progression.

Career planning and development is further not limited to initiatives regarding progression to higher levels. It could also focus on the requirements for an employee to improve his or her performance in his or her current position. The key to an employee's aspirations for higher positions is sustained high quality performance.

As part of the performance management process, specific emphasis should be placed on providing feedback to the employee on what areas he or she should target for improvement. Due consideration must be given to these areas when the personal development plan for the individual is developed.

With specific reference to the work circumstances in government departments, Chapter 5.10.2 of the White Paper on Human Resource Management in the Public Service states that managers' own performance assessments should include an assessment of the extent to which they have carried out their career management responsibilities.

7.3.3 Establishing a co-ordinated departmental career development programme

It is not practical to address the development needs of employees as identified in their personal development plans on an individual basis. Some form of co-ordination with the identification and scheduling of training interventions will be required.

The role of co-ordinating training interventions can be allocated to the training component of an organization. If organizations do not have a training component, a training co-ordinator can be used. The role of the training component/co-ordinator will be to identify common training needs from the various personal development plans and to facilitate appropriate training opportunities. The training component or co-ordinator can also be used to assist supervisors and employees where unique training requirements are identified.

In order to support the career management programmes of organizations the training component or co-ordinator can be assigned the duty of developing a career development programme. Such a programme should take the line functional needs of organizations into consideration and could comprise the development of a set of standard courses which employees at different levels and occupations in the organization can attend on an annual basis. The contents of the courses must continuously be updated in line with the needs of the employer in terms of specific skills, knowledge or other competencies.

The advantage of an established career development programme is that full details of courses (nature of course, date and venue) can be made available to all supervisors to assist them with the process of career planning.

7.3.4 **Organisational needs audit**

Organizations could consider it to assess their needs in respect of specific skills on an annual basis. Components requiring a strengthening of the workforce could then be identified.

A skills audit could be conducted in this regard to assist with the identification of employees with the potential and skills who can be groomed to accommodate the needs of the employer. The needs of the employer should continuously, through the management structures, be conveyed to supervisors throughout the organization.

In cases where specific employees have been identified with a view to address weaknesses in certain components, the relevant supervisors should be consulted timeously in order to accommodate the needs in the employee's career planning.

The employer's needs in respect of specific skills could also be provided to the training unit or co-ordinator in order to inform the composition of the organization's career development programme.

7.3.5 **Affirmative action**

Any career management programme must support the affirmative action objectives of the specific institution. Posts that have been targeted to be filled with a view to promoting representativeness should be identified and all supervisors should be informed accordingly. The career planning of employees of the under-represented population groups must take the requirements attached to such posts into consideration.

Other practices in support of the affirmative action objectives of the organization could also be incorporated in the career management programme. If certain individuals have been identified for fast tracking, the career planning of these individuals can clearly spell out target dates for the achievement of preset goals.

Rotation as an instrument to assist with capacity building (by creating a broader base of experience) can also be included as part of the career pathing of officials in the under-represented groups.

The personal development plans of employees of the under-represented groups should specifically place emphasis on the training needs of such employees. The career development programme of an institution ought to include a sub-programme specifically designed to meet the training needs of such personnel.

7.3.6 **Job description**

Well defined job descriptions in any organization can assist in providing insight into the competencies, knowledge, skills and experience to perform the functions and tasks attached to a specific post successfully. Job descriptions should furthermore be accessible to all supervisors in the organization in order to assist them with the identification of requirements for progression (or rotation) to specific posts.

Having access to all job descriptions will also enable supervisors to accurately inform their subordinates of the nature of work attached to the positions to which they aspire.

CHAPTER 8:   CONCLUSION

Career management, a practice previously neglected by many organizations, including the South African Public Service, has been given specific prominence in recent years. Legislation and national policies relating to human resource management specifically address this issues in the South African Public Service.

Employee self-management has, furthermore, emerged as one of the international management themes of the 1990's and 2000's. From the study it became clear that organizations are expecting employees to assume greater responsibility for their own future as well as for their organization's success.

It is of concern that only three government departments have implemented career management programmes. The researcher is of the view that special effort should be made by the rest of the institutions to develop, pilot and implement career management programmes.

It is high time that private institutions and government departments liaise with one another on human resource management issues such as career management for instance. Relevant lessons learnt in the past can be passed on to each other. After all, whether people are employed by a private company or a public service, the needs of the employee stays the same.

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APPENDIX A:

SUMMARY OF THE QUESTIONNAIRE UTILISED TO OBTAIN INFORMATION

THIS PART IS ONLY TO BE COMPLETED IN CASES WHERE NO CAREER MANAGEMENT POLICY/STRATEGY HAS BEEN IMPLEMENTED.   IN THE EVENT THAT A CAREER MANAGEMENT POLICY/STRATEGY HAS BEEN IMPLEMENTED, ONLY THE PART STARTING AT QUESTION (K) ON PAGE 4 MUST BE COMPLETED

BACKGROUND AS TO WHY A CAREER MANAGEMENT POLICY/STRATEGY HAS NOT BEEN IMPLEMENTED

A.   Kindly indicate the reason(s) why no career management policy/strategy has been implemented yet:

1)	High work pressure	
2)	Backlog in work	
3)	High number of vacancies	
4)	Lack of expertise/knowledge	
5)	Career management is not deemed a priority	
6)	Resistance from line management	
7)	Other	

B.   If other, please specify:

_____

INFORMATION ON HOW CAREER MANAGEMENT IS CURRENTLY DEALT WITH

C.   If no formal career management policy/strategy is in place, how are careers managed?

1)	By individuals themself	
2)	By managers in an informal manner	
3)	According to existing relevant prescripts (PAS's)	
4)	Other	

D.   If other, please specify:

_____

E.   Are newcomers in the Department/Provincial Administration informed of possible career pathing and/or development opportunities at all?

1)	YES	
2)	NO	

F.   If yes, how?

1)	During an induction/orientation course	
2)	By the direct supervisor	
3)	Details are contained in letters of appointment	
4)	By the Human Resources Component/Division	
5)	Other	

G.   If other, please specify:

_____

INFORMATION ON FUTURE ACTIONS REGARDING THE IMPLEMENTATION OF CAREER MANAGEMENT POLICIES/STRATEGIES

H.   Is your Department/Provincial Administration currently in the process of developing a career management policy/strategy?

1)	YES	
2)	NO	

I.   Who has/will have the responsibility of developing a suitable career management policy/strategy for the Department/Provincial Administration?

1)	Human Resources Component/Division	
2)	Training Component/Division	
3)	Other	
4)	Not known as yet	

J.   If other, please specify:

_____

ONLY TO BE COMPLETED IN CASES WHERE A CAREER MANAGEMENT POLICY/STRATEGY HAS BEEN IMPLEMENTED

BACKGROUND TO THE IMPLEMENTATION OF THE CAREER MANAGEMENT POLICY/STRATEGY

K.   Was the career management policy/strategy developed and implemented directly as a result of the provisions of the White Paper on Human Resource Management in the Public Service?

1)	YES	
2)	NO	

L.   Prior to the implementation of a career management policy/strategy, was an affirmative action survey (in respect of human resources) conducted in your Department/Provincial Administration?

1)	YES	
2)	NO	

M.   If yes, were the results of this survey taken into account during the development of the career management policy/strategy?

1)	YES	
2)	NO	

N.   Who's responsibility was it to develop the career management policy/strategy?

1)	Human Resources Component/Division	
2)	Training Component/Division	
3)	Other	

O.   If other, please specify:

_____

P.   Who was consulted on the development of a framework for career management in the Department /Provincial Administration?

1)	Line managers	
2)	Line functionaries	
3)	Employee organizations	
4)	Other	

Q.   If other, please specify:

_____

R.   If employee organizations were not consulted, provide the reasons why not?

1)	The non-existence of a departmental chamber	
2)	It was not deemed necessary	
3)	Other	

S.   If other, please specify:

_____

T.   Was the career management policy/strategy and its instruments first piloted in a specific component?

1)	YES	
2)	NO	

U.   Has the career management policy/strategy been fully implemented?

1)	Only in certain individual components/divisions	
2)	Only for certain levels of personnel	
3)	In the whole department/provincial administration	
4)	Other	

V.   If other, please specify:

_____

KEY ELEMENTS OF THE CAREER MANAGEMENT POLICY/STRATEGY

W.   Does the departmental career management policy/strategy provide -

1)	A broad framework for career management to line managers and their subordinates.	
2)	Specific elements of career management and how it should be addressed by line managers and subordinates.	
3)	Other	

X.   If other, please specify:

_____

Y.   Which of the following practices form part of the department's career management policy/strategy?

1)	The utilization of a **pro-forma** instrument by line management and subordinates to engage in career management.	
2)	A departmental training and development policy/strategy.	
3)	Performance assessments.	
4)	Affirmative action objectives	
5)	Effective utilisation of job descriptions.	

Career management instruments:

Z.   If a *pro-forma* instrument is utilized to assist managers and subordinates to engage in career management, are line managers obliged to complete such *pro-forma* instruments/documents in respect of each subordinate?

1)	YES	
2)	NO	

AA.   Does the same career management instrument apply throughout the Department/Provincial Administration?

1)	YES	
2)	NO	

AB.   If not, please indicate the rationale for using different instruments:

1)	Differences in functions/tasks	
2)	Practical circumstances	
3)	Different qualification requirements	
4)	Unique work environments	
5)	Other	
6)	Not applicable	

AC.   If other, please specify:
_____

AD   Which of the following elements are provided for in the instrument?

1)	Job requirements	
2)	Career paths (horizontal/vertical)	
3)	Available personnel development resources	
4)	The needs of the employer	
5)	The needs of the employee	
6)	Determination of strengths and weaknesses of the official	
7)	Determination of opportunities and threats	
8)	Training/developmental needs	
9)	Personal aims/goals	
10)	Target dates for the achievement of goals	
11)	Organization's operational objectives	
12)	Results of performance assessments	
13)	Organization's affirmative action objectives	
14)	Other	

AE.   If other, please specify:
_____

Departmental training/development policies and strategies:

AF.   To what extent is the departmental training policy/programme informed by the career management needs identified by line managers and subordinates?

1)	Training needs identified through the career management programme are incorporated in the department's training programme.	
2)	It is left entirely to line management to arrange for the necessary training.	
3)	The needs identified through the career management programme are ignored entirely.	

AG.   Which of the following is addressed through training programmes/courses arranged as a result of the career management policy/strategy?

1)	Only training which is required to equip personnel for their current post.	
2)	Training required to equip personnel for their current post as well as the next higher post.	
3)	Other	

AH.   If other, please specify:

_____

Performance assessment:

AI.   Is there a clearly definable link between the processes for career management and performance assessment?

1)	YES	
2)	NO	

AJ.   Are the dates/time frames that apply in respect of career management and performance assessment the same?

1)	YES	
2)	NO	

AK.   Which of the following indicators in respect of career management are addressed through performance assessment?

1)	An employee's strengths and weaknesses .	
2)	Whether pre-set performance goals have been achieved.	
3)	Whether career goals are realistic.	
4)	Training needs of an employee.	
5)	An employee's readiness/potential to be promoted.	

Affirmative Action Objectives:

AL.   If the career management policy/strategy provides for affirmative action objectives, which of the following practices are promoted?

1)	Fast tracking	
2)	Intensified in-service training	
3)	Intensified formal training	
4)	Personal mentoring	
5)	Regular rotation	
6)	Redistribution of duties/tasks	
7)	Allocation of additional duties/tasks	
8)	Other	

AM.   If other, please specify:

_____

Job descriptions:

AN.   Information in respect of which of the following areas applicable to career management are included in job descriptions?

1)	Learning fields and indicators	
2)	Required knowledge and skills	
3)	Promotion opportunities	
4)	Requirements to be promoted	
5)	Other	

AO.   If other, please specify:

_____

REVISION/MARKETING OF CAREER MANAGEMENT POLICIES AND STRATEGIES

AP   How frequent is career planning revisited and adjusted by the managers?

1)	Quarterly	
2)	Biannually	
3)	Annually	
4)	Other	

AQ.   If other, please specify:

_____

AR.   How is information about the career management policy and strategy made available to personnel?

1)	Training courses	
2)	Circulars/memoranda	
3)	Workshops	
4)	Meetings	
5)	Leaflets	
6)	Other	

AS.   If other, please specify:

_____

THANK YOU FOR YOUR CO-OPERATION