EMPLOYEES' SKILLS LEVEL ANALYSIS AS A WORKABLE HUMAN RESOURCES DEVELOPMENT TOOL TO IMPROVE TRAINING AND DEVELOPMENT IN THE DEPARTMENT OF AGRICULTURE, CONSERVATION AND ENVIRONMENT-NORTH WEST PROVINCE

BY

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DECLARATION

I BAFEDILE CAROL RAPOO declare that the dissertation for the degree of Masters of Business Administration of the University of North West hereby submitted, has not previously been submitted by me for a degree at this or any other university, that it is my own work in design and execution and that all materials contained herein have been duly acknowledged.

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SIGNATURE

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God, the Almighty, for your strength and support, your protection and power, thank you.

ABBREVIATIONS

ABET	-	Adult Basic Education and Training
ADC	-	Agricultural District Centres
AFS	-	Agricultural Field Services
AFU	-	Agricultural Field Units
ARC	-	Agricultural Research Council
BVSc	-	Bachelor of Veterinary Science
BVMSc	-	Bachelor of Veterinary Medicine and Surgery
CDS	-	Capacity Development Standard
DACE	-	Department of Agriculture, Conservation and Environment
DOL	-	Department of Labour
EEA	-	Employment Equity Act
EEB	-	Employment Equity Bill
EEP	-	Employment Equity Plan
GCIS	-	Government Communication and Information Services
GPPSTE	-	Green Paper on Public Service Training and Education
HRD	-	Human Resource Development
HRE	-	Human Resource Environment
HRM	-	Human Resource Management
HRM²	-	Human Resource Maintenance
HRP	-	Human Resource Planning
MBO	-	Management By Objectives
PLOC	-	Planning, Leading, Organising and Controlling
PMS	-	Performance Management System
NDA	-	National Department of Agriculture
NSA	-	National Skills Authority
NSF	-	National Skills Fund
NQF	-	National Qualification Framework
NWP	-	North West Province
SDA	-	Skills Development Act
SDB	-	Skills Development Bill

SDP	-	Skills Development Plan
SDPU	-	Skills Development Unit
SDF	-	Skills Development Facilitator
TNA	-	Training Needs Analysis
TSS	-	Technical Support Service in the Department of Agriculture, Conservation and Environment
WPPSTE	-	White Paper on Public Service Training and Education
WPPTPS	-	White Paper on Transformation of the Public Service

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CHAPTER ONE

ORIENTATION

1.1 INTRODUCTION

The aim of this chapter is to provide background information to the study and define the relevance of such investigation to the study. The chapter states a brief synopsis of the problem understudy and further identifies the study specific objectives or sub-problems.

The significance of the study as outlined in this chapter, describes the relevance and/or importance of the problem, taking into account its theoretical and practical implications in filling the research gap. The chapter closes by briefly outlining the scope of the study, which specifically assist in the understanding and articulating the major limitations of the research.

.2 BACKGROUND OF THE STUDY

The transition from the apartheid regime to the democratic dispensation, has created serious economic problems and challenges still to be addressed, if South Africa is to compete internationally in terms of skilled labour, technological skills and productivity.

In the past, the country's economy generally relied on a cheap labour system, which deliberately withheld investment in education and training. Both the under-investment in training by companies and the skewed provision of general education resulted in the skill deficiency. The Presidential Commission of 1995 on the Labour Market, has found that compared to the Organisation for Economic Co-operation and Development (OECD) Countries which spend about 4% and 7% of payroll on skills development, the private sector in South Africa spend between 0% and 1% of payroll in skills development. To confirm this the

International Labour Office (ILO) Country's Profile of South African reports that although 87% of a sample of manufacturing companies claimed to provide skills development opportunities, 7% in practice offered only induction and initial training. It reports that 40% of employers provide no training at all. The National Skills Authority (NSA) claims that, as a result of this, three million skilled and highly skilled people as opposed to seven million trapped in semi/unskilled workers. The Authority indicates that compared to middle-income and advanced industrial countries, South Africa experiences shortages of professional managers, technicians, craft and skilled workers. From this point of view, the centrality of skills development in enabling people to participate in economic and social development and responding to technological change is a nightmare.

Furthermore, due to the neglect or ignorance of the previous regime, the skill shortages have continued to worsen overtime. This is shown by the drastic decline in the apprentices training over the last decades. According to the ILO report, an estimation of apprentices' intake between 1990 and 1994 was reduced by between 30% and 60%. On the other hand, the report indicates that the apprentice system was generally defective and inefficient. The ILO further found that the country produces low standard of training infrastructure. The report reiterates that the under-investment in skills development is further compounded by the high rate of illiteracy. It is estimated that 45% of adult Africans cannot read or write, while 35% of the economically active population in 1995 were reported as functional illiterates.

In recent years, there has been a net decline in the number of black people in jobs. The United States of America (USA) reveals that out of 40 million people, only 20% have jobs in the formal sector. It highlights that of the 4,6 million people who are unemployed, 4.2 million are black and 58% are women. This again gives another scenario that the legacies have

not only contributed to shortage of skills and illiteracy, racial and gender discrimination was the norm of the time.

On the contrary, the USA further pinpoints that between 1970 and 1998, high skilled jobs have slightly increased by nearly 20%. It contends that during the same period, the number of unskilled jobs fell by a similar proportion, though by a far greater number and this trend continued. Adding to this, the NSA indicates that between 1970 and 1975, there was a net decline in jobs in agricultural and mining in SA, some slightly growth in manufacturing but a significant increase in jobs in the financial sector. This picture reflects the inefficient and ineffectiveness of the country's industry and business operations.

On the one hand, the NSA pinpoints that in 1997 the Small Macro and Micro Enterprises (SMME) sector in SA absorbed nearly 57% of people employed in the private sector and controlled 42% of the gross domestic product. This data as well clearly shows that not a great deal is being done to promote small business and job creation. On the other hand, the HIV/AIDS pandemic is affecting and killing the economic active group of the country. The implication here is that while the country is at a dilemma due to skills shortage. As a result, the demand of skills development and training will increase rather than diminish.

In recognition that no single national economy is immune for the pressure of competition and the opportunities to function in a world wide market, SA finds itself in a crisis. All the legacy problems when calculated together rank the country at the bottom of a league of 47 countries in the World Competitive Yearbook presently. Seemingly, this trend will continue if it remain unresolved. The country is already being pressurised towards fixing the skills gap and replacing it with a competent and professional workforce. Without any doubt whatsoever, skills development will be

increasingly a lifelong commitment as the pace of change accelerates.

It is against this background that after major deliberations, the Government has committed itself to promote active labour market policies and strategies as demonstrated in the Skills Development Act of 1998 amended in 1999, which is designed to increase investment in skills development. In terms of this Act, the NSA is charged with the responsibility to advice the Minister of Labour on a national skills development strategy and implementation. It is envisaged that this should be a national commitment that need to be shared and owned by Government departments, employers, workers and the community and by the structures that represent them. In return, there must be a shared commitment to these realisation and achievement of this mandate.

The National Skills Authority (NSA) reiterates that through skills development, the country need not only to provide the opportunities for disadvantaged groups but also encourages effective collaboration with people from diverse backgrounds.

It further maintains that because in the past skills development has been pursued in the absence of a realistic assessment of what the country needs, the emphasis must be geared to support productivity, international competitiveness, the mobility of workers, self-employment and meeting defined and articulated community needs.

In addition, the authority claims that the delivery of skills development programmes and initiatives must be characterised by cost-efficiency and should lead to positive outcomes for all those who invested in training and skills development.

Finally, it assets that Government and the National Skills Authority (NSA), should provide the framework, direction and co-ordination for the skills strategy, and to monitor its implementation. It is further suggested that public and private employers and workers with experience of sector and community needs and trends should be placed to make judgements about demands and to determine the most effective providers to meet these needs.

In so doing, the Department of Labour (DOL) together with the sector Sector for Education and Training Authority (SETA), will assist the service sectors to compile their annual Workplace Skills Plans, Employment Equity Plans, Training Programmes and reports in order to avail training opportunities and assist the sectors to match organisational skills with organisational strategic objectives and/or mission statement (vision, mission, objectives and goals). The above-mentioned authorities will again help the sectors to prepare annual training budget timeously and the format of analysing and compiling a training programme which will be accredited and certified in accordance with South African Qualification Authority (SAQA).

In view of the afore-mentioned trends, the DOL has proposed that all the employment sectors in the country, both public and private should embark on the Skills Audit Projects to compile their sectors Skills Level Reports and submit it to the DOL in compliance with the Skills Development Act of 1998, amended in 1999, not later than 28 August 2000. On 15 May 2000, the Training and Transformation Unit in the Department of Agriculture, Conservation and Environment (DACE) in the North West Province (NWP), held a meeting to plan for this major research project.

Despite of the short time given, the skills inventory questionnaire was designed, pre-tested and presented to the management, and approved as

a research method. In addition, a memo was prepared and faxed to all the managers within the Head Office and Regionally, to inform them about the envisaged project and to cascade the information to their staff. The necessary logistic arrangement anticipated to speed up the process was made.

At the beginning of the process, all the components in the DACE from Head Office to the District Levels were visited. During those visits, seminar briefings were held with the staff members to explain the background of the investigation, clarify issues and problems of the study, outlined objectives and significance of the research, presented and administered questionnaires to the respondents. After each and every session, questionnaires were returned. Where delays occurred due to absenteeism of staff, the appropriate arrangement were made with managers and supervisors to get questionnaires administered and returned to the Training and Transformation Unit immediately.

1.3 PURPOSE OF THE STUDY

Employees in the new millennium require new skills on a continuous basis. The new skills can be classified as generic and functional skills. In addition to this, the public service needs people with skills to undertake the expected tasks, hence it should encourage public servants to engage in continuous learning in order to operate in the new environment. On the other hand, there must be mechanisms to share knowledge and experience, not only across the public service but also across the whole country and the international arena.

As a result, the public service will have to take adequate action to ensure that the civil service is well equipped and trained in order to develop their skills to meet the managerial, technical and competitive challenges they face. In this regard, human resources should be viewed as capital not cost

and their function should be linked to organisational strategy. The civil service human resource policy and strategy should help the organisation achieve its corporate and business strategy. The importance of training and development therefore has to be accorded a greater priority if an overall change in performance is needed, to ensure that the civil service is able to meet the challenge of continuous improvement in an increasingly fast-changing world. In the light of the above challenges and demands, this study attempts to address the issues pertaining to human resources development and training in the DACE, in the NWP and suggest measures to address them. The only way to achieve this, is through the analyses of the current skills level of the employees in the DACE, identify skills needed, establish training and development data base and compile the workplace skills development plan thereafter, to ensure that the necessary training is provided to empower employees.

1.4 OBJECTIVES OF THE STUDY

Basically, the researcher endeavours to improve human resource development within the Department of Agriculture, Conservation and Environment through the envisaged objectives:

- An analysis of employees qualifications, training offered, experience, occupational levels for career planning and advancement purpose;
- An identification of occupational & geographical misplacements for remedial actions where and when appropriate;
- An identification of career development opportunities in the department;
- An investigation of the relationship between the employees specific job related competencies (skills, knowledge and attitudes);

- An analysis of the critical human resource training needs according to job category (from both the department's and employees point of view);

- Making recommendations on training programmes that would meet the identified HR Training Needs;

- Making recommendations to improve existing personal/HR policies, and practices where appropriate.

1.5 OPERATIONAL DEFINITIONS OF VARIABLES

1.5.1 Skills

Skills imply applied competence. South Africa Qualification Authority (SAQA) stresses an understanding of competence integrated performing or doing, understanding or knowing, understanding the context or interpreting, innovating, creating and improving. In most current usage, in People Dynamics (1991), the word skill only relates to the 'doing', 'the performing' component applies to the physical performance.

1.5.2 Skills Development

According to the National Skills Authority Strategy (NSAS) document, skills development is about enabling and empowering individuals through the acquisition of competencies that are in demand. It is not about the provision of diversionary activities simply to keep unemployed people active for short period of time or about merely filling programmes offered by training providers. The document emphasises that skills must be linked to quality provision and qualifications (either in whole or part) that hold currency throughout the country. Skills development is as much about building the capacity of the South African people to actively contribute and participate in making decisions that affect investment and work, namely, the decision about productivity, the organisation of work and technology, sustainable economic growth and so forth. NSA therefore appeals that

financial and other support should be directed towards the acquisition of skills that are needed by employers and communities and that increasingly will reflect qualifications and standards that are part of the National Qualifications Framework (NQF).

1.5.4 Core Transversal Competencies

According to the Green Paper on Public Service Training and Education (GPPSTE), the definition of competence encompasses a broad range of skills, knowledge and attitudes, including the ability to carry out effectively the routine tasks of the job, the ability to transfer skills, knowledge and attitudes to the new situations within the same occupational area; the ability to innovate and cope with non-routine activities as well as the personnel effectiveness to deal effectively with co-workers, managers and customers.

1.5.5 Departmental Structure

Department structure is an organisational chart which shows the various posts in the department and how it operates. It depicts simple but formal forms of who is in charge and how authority flows. Vicek-Wiman (1989) contends that most charts are set up according to positions or functions in the scheme of things. Kindly see the DACE organogram as per attached annexure 1.

1.5.6 Occupational Levels

Top or senior management in the context of the department encompasses the Deputy-Director General and Directors, middle management include Deputy Directors and Assistant Directors. Lower management entails officers, technicians and chief clerks or higher ranking clerical staff, whilst non-management involves lower ranking clerical personnel, crafts and related trade as well as cleaners and drivers/messengers.

Occupation (occupational level) is defined by Super and Buhn (1990) as a type of work activity in which people engage; a group of similar tasks organised in similar ways in various establishments, an activity that has a market value in which people are therefore paid to engage. In other words, an occupation is the specific work or job in which one is engaged at a specific time. When all of one's occupation throughout one's working life are grouped together in a single category or construct, that construct is labelled career.

1.5.7 Region and Head Office

Refers to a decentralised head quarter sub-divided into a number of districts or service centre called Agricultural District Centre(s) (ADC). The head quarter in the context of the DACE is called Agricultural Field Service (AFS). Head office is the provincial central office.

1.6 SIGNIFICANCE OF THE STUDY

Skills development or human resource development is central to economic development, hence, the continued ignorance of investment in skills formation will continue to undermine the productive capacity of the economy. Without any doubt whatsoever, the significance of this study is to attempt to examine skill levels of employees in the department to be studied, by developing new and effective approaches or models needed to:

- Redress the past imbalances in education and training;
- Improve productivity growth;
- Encourage articulation between the different bands of education and training;

- Improve access to training and education;
- Create synergies between institutions of learning and the labour market;
- Ensure the provision and establishment of appropriate and adequate employment sector;
- Establish an efficient, effective, sustainable and coordinated framework for training and development in the sector;
- Enhance staff competencies through accelerated training and development programs with the primary focus at the previously disadvantaged workforce (women, blacks, disabled) to plan and bring about the envisaged employment equity;
- Facilitate workers access, mobility and progression in training and career paths and/or prospects of work opportunities; and
- Develop a culture of high quality life long learning;and
- Offer quality and superior on-going adult learning and/or life long learning programmes towards the creation of competent, skilled, knowledgeable, informed, productive and satisfied workplace that will boost the Department's service delivery and the country's economy,

In compliance with the related new legislation, this study also focuses on finding solutions to improve the SA Public Service human resources and SA economic development indicated herewith. And, while reviewing the existing literature, the researcher has found that the National Skills Authority (NSA) contributes greatly toward addressing the country's current HRD

problems. The researcher has also found that for the first time, this country will be able to determine skills development policy, map skills strategy and devise implementation strategies at the national level.

The literature reviewed envisages the importance of the relationship in the Skills Development Bill (SDB) between NSA and (SETA) (legislated under the Skills Development Act 1998 and amended 1999), and should therefore ensure coherence of the national strategy, while at the same time incorporating sensitivity to sectoral needs.

On the other hand, the literature reveals that there are chambers established by the SETA focussing on skills required for a sub-sectoral company specific production competency coordinated by the SETA. In short, these SETAs will ensure that employees knowledge and skills of all the sectors are developed; ensure the on-going growth of the sectors; provide and maintain career growth and job mobility as well as improving the quality of life for all employees.

The literature further highlights that the planning of skills programmes within the sector will now be holistic and informed by the national skills development strategy.

In addition, Skills Development Planning Units (SDPU) have been established to provide research and analysis of skills shortage in South Africa for each sector of the economy and organs of state. SDPU will play an important role in identifying areas where there are shortages of skills and thus enable privatisation.

Again, the research explains that the NSA and SETA have formulated the skills strategy and successfully implemented the demanded training system which is highly dependent on the SPDU with regard to provisioning

of quality of information and its relevance and the outcome of the skills development strategy. After all have been established, all the employment service agencies are compelled to register with the DOL in terms of section 24 of the Bill (Annexure B) and must comply with criteria set out in the section.

Furthermore, the National Skills Fund (NSF) clarifies that training expenditure will be a long-term investment, and commits itself in providing assistance in a form of grants and subsidies to the target groups (women, youth, the unemployed and under-employed, rural communities and people with disabilities). Therefore, the White Paper on Public Service Training and Education (WPPSTE) requests government departments to also commit themselves and budget at least 0.5% to 1% of their pay-roll for training and education of the public servants, on an annual basis, and this should be commended as a progressive move in this direction. The WPPSTE highlights that in the past, the focus was on provision of crash courses because it was felt that the public service already employed 'professionals'. This assumption has ignored the need of ordinary workers at the lower end of the public service. In this regard, the Employment Equity Bill requires employers to submit employment equity plans, which would indicate among others, the skills levels of their employees and time frames for development of such skills.

In so doing, the DOL together with the sector SETA, will assist the service sectors to compile their annual Workplace Skills Plans, Employment Equity Plans, Training Programmes and reports in order to avail training opportunities and assist the sectors to match organizational skills with strategic objectives and/or mission statement (vision, mission, objectives and goals). The afore-mentioned authorities will again help the sectors to prepare annual training budget timeously and the format of analysing and

compiling a training programme which will be accredited and certified in accordance with SAQA.

Because there is a significant relationship between the Employment Equity Plan (EEP) and the Skill Development Plans (SDP), they should inform each other and where necessary supplement each other. These plans should be submitted to the Director General, DOL in compliance with the SDB. In this regard training programs will be scheduled annually to help employees to acquire the knowledge and essential skills to the work they are employed and prepare them for future opportunities. This provision of life-skills for future employment either in the formal or informal sector is the underlying principle of the Skills Development Act.

1.7 SCOPE OF THE STUDY (LIMITATIONS)

Firstly, this study is limited to the DACE employees in the North West Province. The Department consists of five regions or districts, namely, Head Office, Technical Support Services (TSS) and the three Agricultural Field Services (AFSs) namely Central, Western and Eastern Regions encompassing their Agricultural District Centres (ADCs) and Field Service Units (FSUs). Conservation and Environmental Division has recently merged with the Department of Agriculture from Department of Environmental Affairs and Tourism. While a study in DACE can serve as an example for other departments, its results cannot be taken as completely referring to other government departments in the Province.

Secondly, it appears that the Conservation and Environment staff still fear and resist change which is a common norm in change management. It seems they feel in-secure in the newly formed department, hence their response is generally poor.

Thirdly, the ignorance of transport inspection by the relevant unit has

apparently appeared to be a hazard, hence this issue should be re-considered for safety purposes as personnel use vehicles for long distance travels. In some instances officials had to travel with vehicles which were not serviced properly and at times not clean.

Finally, the researcher has observed that insufficient resources both human and physical led to delays in the completion of this report. Lack of commitment from other managers again seemed to be a problem.

1.8 ORGANISATION OF THE STUDY

In the completed research report, Chapter one will outline the background of the study. This section will briefly introduce the problem the research will deal with, identify the historical context and the area within which the problem is situated. The existing literature will be reviewed to assess the relevance of the investigation, as well as what is already known about the research topic or areas around the topic understudy, and what is still unclear that need future investigation.

Chapter one will also capture more accurate approach to state the problem to be dealt with clearly and clarify the purpose of the study. Further than this, the statement of the problem will be broken down into specific objectives or sub-problems. The researcher will also hypothesis her expectations from the final report. Method of research, significance of the study and limitations or scope of the study will be briefly outlined.

Literature review will form Chapter two of the report purposely to identify progress or limitations in the existing research to justify the present investigation. It will discuss various views or approaches with regards how HRD can be improved. It will further address crucial aspects of HRD and trace the main obstacles.

Chapter three will set the stage or highlight the scenario in which the HRD for DACE operates. It will state a detailed rationale as to why this study is crucial and illustrate the HRD problems experienced in the Department.

Chapter four will provide a clear picture of the research design. The chapter will outline the sampling techniques and the statistical method to be employed. The work carried out in administering the questionnaires will also be explained briefly.

In chapter five, the findings of the study will be presented.

Chapter six will supply answers to the management questions posed through the analyses and interpretation of the data gathered. It will furthermore give recommendations for future study and as a way of addressing the problem existing or identified.

CHAPTER TWO

LITERATURE STUDY AND THEORETICAL FOUNDATION

2.1 INTRODUCTION

The main purpose of this chapter is to review literature on training and development practices, problems as well as challenges HRD in the employment sectors experience. After addressing such problems and challenges, it is imperative to look at the purpose and characteristics of a good training and development policies and strategies employed as interventions towards addressing obstacles prevailing in training and development.

2.2 DEFINITIONS OF MAIN CONCEPTS IN THE STUDY

2.2.1 Transformation

Transformation, restructuring and re-engineering are the buzzwords commonly used in business environment today. The trio is synonymous, the difference is that transformation is not only a one-time fix change program but rather a long term learning process that enables the organisational inputs or resources (people, capital, information and technology to be revisited, analysed, examined, and evaluated and transformed into desired outputs that match the ever changing complex environment. In other words, transformation is a paradigm shift whereby enterprise itself is able to change from its old behaviour, attitude, culture, competencies, capabilities and customer service to adopt a newly shaped and fine-tuned **modus operandi** required to support the organisational strategic responses. Ultimately, the organisational fundamental **raison d'être** will shift to suit the newly born and unified organisation where things will be done differently for better results.

The above evidences Volmann's (1996) words that through transformation process, a firm is able to enter through one door and again enables a different firm to exist at the other end. Put simply, this process resembles a genuine opportunity and a good strategy that can normally be launched by unsuccessful and dying organisations which find themselves in crisis situations. As Volmann puts it, during the process, core business crisis management is replaced by strategy, whereby passengers (such as costs), replace drivers (customer satisfaction). Certainly, at the end of the cycle, these companies are no longer companies they once were. They indeed have been reverted without anyone steering the change towards dominance. The planned model Volmann is talking about, is constituted by two closely related sets of activities. Firstly, the strategy is formulated when the challenges facing the enterprise are prioritised, summarised and ranked in terms of importance. Therefore, strategic response to the challenges are formulated in a way that is consistent and integrated with a strategic intent or mission of the company.

In brief, the afore-mentioned agenda requires deep, broad, fundamental, true change in operational paradigms, practices and outputs. It also requires a co-ordination, integration, consistency, feasibility and desirability among organisational units and a shared overall objectives to enable the enterprise to grasp present-day cultural and technological reality and let go of yesterdays. These features are intertwined and one cannot separate one component from the others if s/he really wants to operate efficiently. Therefore, carrying out a change program without a feasibility and desirability for example, will be like trying to get up a hill with the brakes on. Such a driver clearly shows no interest in reaching the top of the hill. This very illustration reveals the golden cord that significantly exists and links the change features together to enhance the probability of successful enterprise

transformation towards dominance. In today's turbulent business environment, the golden cord one talks about symbolises a transformation frame work based on a definitive linkage between well-defined strategic intent, closely coupled with strategic response or program of action, the necessary competencies and detailed processes to carry out these responses. How effective and efficient training programs can be achieved through a successfully well planned transformation program will be discussed in chapter five of this study under recommendations.

2.2.2 Training

Training as Stoner (1981) defines it, refers to the teaching of technical skills to non-managerial personnel. New jobs usually require training in new skills. So, it is self-evident that new employees or individuals who are being promoted need such training for motivational purposes. According to Stoner, performance appraisal, analysis of the job requirements, organisational analysis and survey of personnel can be appropriate procedures to determine training needs and enable managers to initiate appropriate training efforts. He classifies training methods into on-the-job, off-the-job training and behavioural experienced training. He further explains that off-the-job training takes place outside the actual workplace but attempts to stimulate the actual work conditions. It focuses completely on the classroom with training seminars, lectures and films. This type of training according to Stoner, include vestibule training in which employees work on the actual equipment and in a realistic job setting but in a different room from the one in which they will be working.

Behaviourally experienced training is defined by Stoner as a method whereby the trainees can learn the behaviour appropriate for the job through role playing and this involves simulation, problem centred cases and is

usually used in assessment centres. On-the-job training includes job rotation, apprenticeship and internship. Job rotation requires employees to work on a series of jobs over a period of time to learn a broad variety of skills; whilst internship is job training which is combined with related classroom instructions. Apprenticeship on the other hand, is a training method in which the employee is trained under the guidance of a highly skilled co-worker.

On the contrary, George (2000) defines training as a planned process to modify attitude, knowledge or skill behaviour through learning experience to achieve effective performance in an activity or range of activities. He describes training as attention given to assist individuals acquire the knowledge, skills and attitude (ASK) relevant to get their tasks done competently in the present or in the future. In this context, the purpose of training in the work situation can be perceived as to develop the abilities of the individuals to satisfy the current and future human resource needs of the organisation. As a result, learning should lead to change in behaviour and it should be able to assist the trainee acquire the knowledge, skills and attitude necessary to get his/her job done according to the standard or expectations of the organisation, and to provide the trainee with the knowledge, skills and attitude necessary to ensure his/her continued ability to perform effectively on his/her job in the present and in his/her future. Training can finally be summarised as those activities which are designed to improve human performance on the job the employee is presently doing or is being hired to do. In this context, training is related to the present job of the learner.

2.2.3 Career Planning and Development

On the one hand, Newell (995) defines career planning as a deliberate process for becoming aware of self, opportunities, constraints, choices and

consequences; identifying career-related goals; programming of work, education and related developmental experiences to provide the direction, timing and sequence of steps to attain a specific career goal. It involves designing internal career paths that will satisfy the strategic needs of the organisation as well as the psychological needs of the employees. This is a good strategy for individuals to become more realistic about their present circumstances and future prospects.

On the other hand, he views career development as concerned with how promotion systems, placement decisions, career tracks and HRM can either inhibit or facilitate the career of the individual employee. He indicates that though career development is typically seen as an organisational responsibility because the overriding concern is to improve the current performance of employees and to provide a pool of talent for the future, it is the outcomes of actions on career plans, the outcomes that are pursued may be based on the needs of the organisation and/or the individuals. Newell maintains that individual responsibility should also supplement the organisational responsibility as people will benefit most if given the opportunity to build and plan their own career. In other words, both the manager and the individual are important for the achievement of organisational effectiveness. The manager's goals is of primary important to lead performance management development effort whilst the latter's needs is of secondary consideration as the valuable resource needed to accomplish organisational strategic objectives. As a result, individuals should be active agents rather than be treated as passive recipients of ganisation about their career planning and development.

2.2.4 Human Resource Development (HRD)

Misselhorn (1999) defines HRD as the process of

mobilising and promoting the growth of human potential in individuals, groups (teams) and organisations, for the purpose of self-fulfilment, better performance and adaptation to change. Self-fulfilment is concerned with becoming a well-adjusted person who is using his/her human potential and whose human needs are being satisfied. Performance is concerned with contribution to results. Adaptation to change is concerned with anticipating needs and learning to seize opportunities in a complex and changing world, example, transformation from inequity to equity and bringing about prosperity and productivity.

2.2.5 Human Resource Planning (HRP)

Stoner (1981) explains that HRP includes planning for the future personnel needs of the department, planning what the future balance of the department's personnel will be, planning a recruitment-selection or lay-off program, and planning a development program. He highlights that human resource plans are based on forecasting and human resource audit, in which the performance of each individual in the organisation is appraised. To be meaningful, human resource plans have to take into consideration the SWOT analysis of both strategic plan and the external environment of the organisation.

2.2.6 Human Resource Management (HRM)

Human Resource Management is the overall management of HR. George (2000) describes a generally accepted objective of human resource management as having an adequate number of competent employees with needed skills, abilities, knowledge and experience to further organisational goals. In this context, HRD provides the learning opportunities towards achieving the goal of having the competent employees in a rapidly changing organisational environment.

2.2.7 Employee Training and Development

Employee training and development refers to all activities designed to help employees acquire knowledge, skills, attitudes or even attributes that would improve their performance in their current jobs so that organisational objectives may be achieved.

2.2.8 Learning

The Webster's dictionary explains that to learn is "to gain knowledge or understanding of, or skill in, by study instruction or experience". It also explains that learning involves modification of a behavioural tendency by experience (as exposed to conditioning). In short, learning is the acquisition of knowledge and skill resulting from a reflection upon one's own experience in such a way as to draw out learning and understanding. It is a change in behaviour following experience.

2.2.10 Learnership

Learnership is defined in the Green Paper on Skills Development Strategy as a mechanism to facilitate the linkage between structured learning and work experience in order to obtain a registered qualification which signifies work readiness.

2.2.11 Education and Capacity Building

Reddy, Moodly and Maharaj (2000) refer education to the process of general information or knowledge transfer that need not be related to enhancing increased performance and productivity; whereas capacity building refers to skills, knowledge and information transfer and training in general, which is aimed at performing tasks that could not be previously performed. Education in particular, refers to those activities which are designed to improve the

overall competence of the employee in a specified direction related to the future job of the learner.

According to the structure, management process takes place at different levels namely, at the top, middle and lower level. Top management are responsible for the overall management of the organisation. They take the final authority for the execution of the management process. They establish operating policies and guide the department's interaction with its environment. According to Cronje et al (1987) the top management is concerned mainly with long term planning, organising in so far as broad organisational structure is concerned, providing leadership through the top leader, namely Member of Executive Council (MEC) and controlling the organisation by means of reports submitted. At this level, diagnostic, analytic and conceptual skills are highly needed than operational skills.

The managers at the middle level of management are referred to as specialists who implement the strategic plans and policies determined by the top level management. They direct the activities of other managers and sometimes also those of operating employees. Cronje et al describes the responsibilities of middle management as overseeing medium and long term planning, organising within its functional areas as well as controlling its managerial activities. For example, a Personnel Manager is responsible for the management of the department's Human Resources, i.e. seeing to it that the right number and type of employees required by the organisation are available at the right time to assist in the achievement of the organisational goal. For these managers to succeed in executing their specialised functions, they need to posses interpersonal skills that would enable them to communicate and motivate groups to their highest level of performance. Conceptual skills are also needed at this level to be used by managers for

medium and long term planning while little of the operative or technical skills are required.

The lower level managers are referred to as first level or first line management. They are responsible for the work of others. They direct operating employees only, they do not supervise other managers. They include supervisors and foremen who are responsible for the day to day activities and tasks of their specialised sections, short term planning and finer details of organising. Since they are at the operational level of the organisation, sufficient knowledge of technical or operational skills is required so that demonstrations can be made for subordinates to know how to carry out their tasks in order to achieve the predetermined goals. It should, however be clearly noted that managers at the lower level of management must have more knowledge of the operative skills than the upper two levels. The necessity for such knowledge decreases as one goes up the management ladder.

2.3 THEORETICAL CONSIDERATION

A summary on the above-mentioned is as follows:-

2.3.1 EMPLOYMENT PROFILE : A HISTORICAL AFRICAN CONTEXT

2.3.1.1 South African Experience

Reddy and Choudree (1996) confirm that in the South African private sector, laws such as the Industrial Conciliation Act of 1924, the Wage Act of 1925 and the Mines and Works Act of 1926 had explicitly disadvantaged Blacks on the one hand and promoted Whites on the other. They also confirm that even though not one of the Public Services and Pensions Act of 1923 and 1984 and Commission for Administration Act of 1984 respectively had racial connotations, the reality of the situation is that Blacks were denied access to

the country's bureaucracy.

These laws according to the researchers were specifically designed to protect Whites from Black competition. They explain that the labour policies entailed demonstrable efforts to employ Whites even at the expense of existing Black workers. They further unfold that the local government and other public institutions were also encouraged to employ more Whites. Reddy and Choudree (1996) explain that during 1924-1933, the major influx of poor Afrikaners into the public service took place. Statistics bear ample testimony that the number of Whites employed by the then South African Railways and Harbours during that period rose from 4760-7683, while that of Black employees fell from 37564-22008.

In addition, these researchers reveal that a major effort was devoted to educating and training Whites to participate in a society which was undergoing rapid transformation from a rural based economy, but this offer was not extended to Blacks. They pinpoint that Whites as a group were launched on the road to universal literacy giving them an added advantage over Blacks. Furthermore, the researchers' findings is that the Whites had voting power which resulted in political clout which meant that the government of the day had to be more responsive to their demands. The above exposition in the researchers' opinions point out to the fact that educational qualifications and political clout were exploited to ensure the exclusive social advance of the White population.

In their continued research, Reddy and Choudree (1996) further observed that public sector employment policy especially since 1948 began to focus on separate development which placed Black political participation in their own areas, primarily to emphasise the government commitment to the

concept of a white public service where non-whites would accordingly not be trained for employment. As a result, the only outlets for managerial posts were confirmed to Bantustants.

From the afore-mentioned legacy, it is an undeniable fact that the apartheid system has discriminated unfairly against Blacks. The violation of their rights, and injustice done to them are explicitly evidenced by the researchers from the demographic profile below:-

- The white to non-white personnel ratio is about one to five (1:5)
- For every white labourer, there are 146 non-white labourers, but for each non-white, there are more than three whites in the Administrative cadre
- Only 27% of all clerical posts are held by non-whites
- In respect of the rest of the traditional public service, there are slightly more than whites for every non-whites
- South Africa suffers a chronic management shortage and relies heavily on overseas skilled labour and the situation is worsening now with the rising emigration of professionals.

2.3.1.2 The Zambian Experience

Reddy and Choudree (1996) reveal that prior to 1980 Whites dominated the senior posts in both the private and public sectors in Zimbabwe. They reveal a 1975 survey, which shows that 85% of professional and managerial posts and 92% of skilled and technical jobs were occupied by Whites. They again emphasise that although job discrimination was never legislated, various other discriminatory laws and educational and social disadvantages experienced by Blacks made it difficult for them to advance at the same rate as their White counterparts. However, they further explain that in the late

seventies, certain developments in the political, economic and social fields resulted in more Blacks being integrated into skilled jobs and management structures. According to the researchers, economic expediency began to replace discrimination as a basis of employment policy although the effects of discrimination in top management jobs largely remained intact.

They argue that black advancement became a major issue and was put on the agenda. The researchers indicate that while the Government per sé did not legislate for Black advancement, the political message contained in the Presidential Directive of 1980 made it clear that private sector was expected to act affirmately even though the sector was left largely to its own resources to adapt to the change environment.

2.3.1.3 The Namibian Experience

The two researchers contend that a profound socio-economic disparity, differential access to resources and social services as well as limited localisation of the Public Service constituted part of apartheid inheritance even after the country's independence. They highlight that Namibia had 57000 public servants and many of whom were given jobs in terms of the apartheid policy. They estimate the size of the Public Service to 63000 out of a total population of 1.5 million people.

They further assert that in accordance with the country's provisions of the Constitution, Article 23 outlaws the practice of racial discrimination as well as the ideology of apartheid and have put in place affirmative action legislation to advance Namibians who have socially, economically or educationally disadvantaged by the past discriminatory laws and practices, for achieving a balanced restructuring of the public service. The researchers further explain that Article 23(3) includes the Namibian women who have also suffered

special discrimination. In this regard, the constitution encourages women to enable them to play a full, equal and effective role in the political, social, economic and cultural life of the nation. According to the researchers, women make up in excess of 50% of the total Namibian population but they are manifestly under-represented at all levels of state, political and economic powers remain predominantly a male preserve. They further indicate that in private sectors the situation is worse, few women are employed above the rank of secretary.

2.3 TRAINING AND DEVELOPMENT PRACTICES: GLOBAL PERSPECTIVE

2.3.2.1 Background of the South African Public Service

According to the 1995 Annual Report of the Public Service Commission, there were 1 270 112 people employed in the public service as at 30 September 1995. This comprises 412 405 (32.5%) public servants employed by national government departments and bodies, and 857 707 (67.5%) employed by provincial governments. The report categorises personnel as: *upper management and professional staff* which comprises the roughly 85 000 personnel located in the salary bracket of R63 474 to R181 477 and above. *Middle management and professional staff* which comprise the roughly 550 000 personnel located in the salary bracket of R28 500 to R63 473. *Front-line staff* which comprises the roughly 600 000 personnel located in salary brackets of less than R28 499.

Major sectors such as health, education, police and defence have their own sector-based training and education policies, regulatory frameworks and delivery institutions. In addition, the Green Paper on Public Service Training and Education (GPPSTE) seeks to put in place a national framework that will have implications for the structure, management and delivery modes of

training and education for all public servants, including those covered by sector-based arrangements.

2.3.3.2 Training versus Education in the new dispensation

In the past , education was equated with knowledge acquisition and training with operational skills development. This division according to the GPPSTE, was in the past associated with the split between tertiary education and skills training by training institutions. It is now a national policy that tertiary institutions must also take responsibility for skills training within a competency framework. In line with international trends, as expressed most clearly in the Green Paper on a Skills Development Act, training and education are equally weighted components of the entire learning process.

2.3.3 TRAINING RELATED PROBLEMS IN VARIOUS COUNTRIES

2.3.3.1 Transversal Training Problems in South African Public Sector

The primary and secondary research undertaken by the stakeholders who deemed to have a stake in GPPSTE, revealed a wide range of problems related to the quality and quantity of training and education provided to public servants as:

Firstly, the problem seems to be more acute at local government level. The present sources for local government training are levies on local authorities (0.01% of the operating budget) and central government grants, according to the report.

The research indicates that, historically the training and education needs of frontline workers at all levels of government have been neglected and major interventions are needed in this regard if government is to realise its aim of

efficient, democratic, accountable and equitable service delivery as detailed in the principles contained in the *Green Paper on Transforming Public Service Delivery*, DPSA, 17 December 1996. It reiterates that the empowerment of frontline workers is a critical component of government's attempts to create a framework for the delivery of public services which puts 'citizens/customers' first and enables them to hold public servants to account for the service they receive.

Adding to this, the study contends that many public servants have a low level of awareness of training divisions and opportunities in the various departments and provinces. It further states that the low profile of training divisions in departments and provinces bears testimony to the status that education and training was (and still is) accorded in the public service. The researchers have realised that, this relatively low status enjoyed by training components and trainers is due to a number of factors. A major reason singled out by the Auditor-General's 1992/93 assessment of the public service's overall training infrastructure, centres around the small amount of time that training officers devote to training (approximately 27%).

Further than this, the time devoted to training is way below the internationally accepted norm of 50%. In other instances, it is highlighted that the low profile of the training divisions is a direct result of budgetary constraints as is the case in the police sector. It is normal that training divisions are constantly looking at ways to run much needed programmes on a shoe string, and foreign donor assistance is increasingly relied upon to develop personnel. According to the research, poor knowledge concerning the availability of training opportunities and the location of providers has made it difficult in departments such as Health, for example, for training courses and programmes to be delivered within the trainee's work environment, thereby

ensuring direct and immediate application.

This investigation reports that provincial government representatives pointed out measures to ensure that supervisors and managers fulfil their training obligations were unsatisfactory. As a result, training is alleged to be low on the priority lists of senior managers and supervisors.

The other problem related within the local government structures is that, non-payment and the lack of ability to enforce payments of Local Government Training Board levies means that local government has to rely very heavily on central government grants to meet their training and education needs.

Secondly, the GPPSTE goes further to highlight that historically, Public Service Training and Education (PSTE) has been accorded relatively low priority, particularly in the area of transversal training and especially at the lower levels and, this has manifested itself in a number of related ways:

- The low level of investment in PSTE, compared to countries at a similar level of development, resulting in generally low levels of participation in structured training and education activities.
- The uneven nature of provision, that is, capacity building has tended to focus on management and operational staff to the exclusion of front-line workers, for whom virtually no or minimal training opportunities were provided.
- The relatively low status enjoyed by training components and trainers.
- The lack of top management support to managerial and supervisory staff to encourage and enable them to take a more effective and pro-active role in the management of staff training and development.

Furthermore, the following were also pinpointed as prevailing problems:-

- Inadequate supply of training resources:

  The GPPSTE claims that the national and provincial departments have failed in general to make adequate financial and human resource provision for training components within their organizational structures. The paper maintains that external donor funds, where these have been available, have often been fragmented and poorly managed. As a result, many training units are seriously understaffed and under-resourced, and have very limited capacity to handle and service training needs of their departments.

  In addition, annual expenditure on training as a percentage of the annual salary bill reveals the very small amounts devoted to training and education by most national departments and provincial administrations. In the majority of cases, the actual expenditure on training and education represents less than 1% of annual salary expenditure.

  Furthermore, training expenditure per employee, as well as the frequently insignificant sums, spent on training and education by different national departments and provincial administrations demonstrate tremendous unevenness.

  Despite the low level of funds committed to PSTE, the GPPSTE reveals that many departments and provincial administrations still fail to effectively utilize their entire training budgets. While a range of factors (lack of suitable courses, the pressure of rationalization, transition, etc.) might help to account for this, many stakeholders according to this Green Paper, are of the view that unspent funds are a reflection of the reluctance by senior management to provide decisive and visionary leadership with respect to training and

education.

- *Poor training structure:*

  It has been asserted that the existing institutional regime for training and education is devoid of a commonly binding strategic focus and well coordinated institutional arrangements, resulting in confusion, duplication, and overlapping of functions, responsibilities and powers. Adding to this, poor communication, conflicting information and a lack of coordination of training and education between and among different levels of training structures and providers, complicate training delivery.

  Over and above, the absence of a central and provincial database for human resource development and training related matters inhibits information sharing and interchange. Many stakeholders consulted in the preparation of this document expressed concern that information about training opportunities is often poorly communicated to staff. As a result, establishing a harmonious and integrated relationship between human resource development, strategic planning, organisational realignment and budgeting is extremely difficult under the inherited institutional training regime.

  The GPPSTE also reveals that, the low and inadequate ratio of training officers to staff complements (1:3 818 for the service as a whole, rather than the Public Service Commission 's approved ratio of 1:2 000), places training staff and infrastructure under considerable pressure with attendant consequences on quality and impact.

  This paper further maintains that the relatively low number of professional training staff is compounded by the absence of continuous and effective programmes of training and development for public service trainers. It

indicates that present policy does not allow for the professional development of trainers and training units, thereby limiting the potential contribution of training and education to the broad transformation goals of reconstruction and development. This has cast doubt on the competence and ability of trainers to meaningfully contribute to changing the ethos and culture of the public service. As a result, the training of trainers was identified in all provinces as a key priority area. In this regard, the current racial and gender profile of public service trainers (predominantly white and male) as pinpointed in the report, also has a potential to compromise the ability of training providers and institutions to play a pro-active role in changing the ethos and culture of the bureaucracy.

- *Monopolistic approach towards delivery and provision:*

The study reveals that the role, image and status of the South African Management Development Institute (SAMDI) in the administration, design and delivery of courses/programmes are widely perceived in a far from positive light. The reason for this is part historical, (i.e. SAMDI's origin in the *old regime*), and partly shaped by the perception that SAMDI's previous role of monopoly training provider and course developer, served to socialise a culture and ethos that stifled initiative and creativity.

As a result of the aforementioned pre-conceived weaknesses about the institute, many constituencies express reservations over SAMDI's ability and capacity to deliver training courses and programmes that are needs-driven, relevant, and congruent with the aims of 'training for transformation'; i.e. training in areas such as affirmative action and gender awareness.

Furthermore, most universities and technikons provide degree and certificate programmes to potential and serving public servants. Given that there is

often no needs analysis to determine the needs of government, it has been established that in many cases these programmes are outdated and not relevant to the competency needs of the Public Service. In its observation, the GPPSTE has realised that, there is no mechanism to allow for interaction between external providers and the government on needs and accreditation. Last, but not least, the study contends that, perceptions about the role, image and status of internal providers in the administration, design and delivery of courses/programmes varied along the favourable-unfavourable continuum. The reason for this as highlighted in the report, is part historical and partly shaped by the perception that the internal provider's previous role of monopoly training provider and course developer placed them in an inordinately powerful position to dictate the content, scope, depth and packaging of courses which impacted (and continues to impact) very profoundly on the ethos, culture and policy adaptability of the public service.

Finally, concern was also expressed on the lack of clarity with respect to the role, responsibilities and functions between internal training providers at national and provincial level and external training providers. The investigation reiterates that such confusion is exacerbated by the nature of South Africa's transition and the consequent absence of firm policy guidelines in this regard. This seriously hampers the provision and delivery of training, resulting in no training taking place at all in some instances, and unnecessary duplication in others. Where training does take place, it tends to be executed on an *ad hoc* crisis intervention basis without clear strategic goals.

2.3.3.2 Industry-based Education and Training Practices and Problems in South Africa

According to the GPPSTE, South African companies' expenditure on training appears to be on par with other middle-income countries, but is well below the levels of industrial and fast industrialising nations. The paper reveals that the best figure currently available is that South African companies spend 2.7% of payroll on training (excluding the parastatals). This figure as stated in the report is, however, heavily biased towards large companies and compares with an average of between four and seven percent in Organization for Economic Cooperation and Development (OECD) countries and a similar figure for a country like South Korea.

Nevertheless, the investigation stipulates that aggregation hides important variations, for example:

- Parastatals spend over 4% of payroll on training
- Manufacturing, services and trade, spend on average 2% of payroll on training
- Construction, transport, and communication sectors spend less than 1.5% of payroll.

More importantly, the researchers' opinion is that, if skills development is viewed as an important element in raising the productivity and competitiveness of individual firms, then the incidence of education and training across firms is an important indicator and has been found to be high, with only 12% of all firms in the sample doing no training. The findings indicate that this figure is on par with other developing economies like Malaysia and Columbia, at 13 and 16% respectively, but much higher than countries like Mexico and Indonesia.

The study further pinpoints that while this incidence of training is high, when broken down it reveals that:

- Of small firms, 25% do no training at all
- 42% of all firms spend less than 1% on training. This figure rises to 65% of all firms who spend less than 2% of payroll on training.

Examining the nature of the training, the GPPSTE stresses that, at least 40% of firms in South Africa do not provide their employees with any structured learning or training. This is confirmed by the findings of the international Labour Office (*ILO) Country Review on South Africa,* where 87% of a sample of manufacturing firms claimed to train, but of these, about 70% provide only initial induction or informal training to entry level workers. Of 91% of firms claiming to provide retraining to their workers, 74% said that it was informal on-the-job training. In terms of firm size, over 80% of small firms and 56% of firms with more than 400 employees provided no structured training to their workforce.

Turning to the middle of the skills spectrum, the report confirms that apprenticeship training has fallen steadily:

- In 1985, 12 933 people attained artisan status, while in 1994 only 3 960 achieved this.
- The number of apprenticeships indentured in 1994 was 43% lower than that in 1985.

Although the assumption could be made that the recent recession would have contributed to this decline, the data shows a definite long-term trend away from apprenticeship training. The GPPSTE emphasises that the reasons for this cannot be addressed here, but in the absence of alternatives to the apprenticeship system this decline is very serious for a country at our stage of development. It contends that, there is a strong anecdotal evidence of a deficit of skilled artisans. The paper maintains that while the impact might be short term, temporary skills shortages of this kind tend to force both a breaking up of the tasks to allow less skilled workers to fill the gap, and to increasing wages.

Equally critical to industrial success, the reporters are convinced that there is the presence of a sufficient number of high quality and innovative management, as much as there is also evidence of a lack of skills. This affects the general performance of enterprises and usually results in human resource development being neglected. It is also a contributing factor to the very high wage differentials between management and workers.

2.3.3.3 Training provision for the South African unemployed as target groups in the labour market

Without any doubt whatsoever, our past record in providing training for the unemployed and those in poverty has been poor, both in terms of the number of people having access to training and in terms of the outcomes of this training.

The main vehicle through which those who are unemployed or in poverty have received training opportunities according to the GPPSTE, is the Department of Labour Schemes. It evidences that the most important of these has been the Scheme for the training of unemployed persons. The research findings highlight the number of people trained in this scheme peaked in 1986 at 417 570, but has since dropped to an average of 150 000 per year in the 1990s.

In addition, these findings allude that the Department has a limited Employee Training Scheme, which provides subsidies for training to workers in SMMEs and on farms. The report claims that the department took over responsibility of the Training Trusts, that which are mainly located in rural areas, and these trusts receive an annual allocation for training. The study highlights that the overall success of these programmes indicated by average placement rates, or the degree to which training programmes have created reasonably

sustainable income-generating opportunities, is poor.

The Green Paper further explains that other government Departments are responsible for a variety of training programmes. For example, Correctional Services gives money for the training of prisoners and Agriculture for training of small scale farmers, and Public Works has given funds for training on job creation programmes. According to the report findings, most of these programmes suffer from the same flaws as those of the Department of Labour. It is reported that a high proportion of training takes place in isolation from job-related experience, and, does not consider the future employment prospects of individuals or provide for identifiable career paths related to the training.

A number of other examples cited in the report highlights this point:

- Adult Basic Education programmes frequently take place without sufficient link to the competencies required by the context within which adults are learning - from water projects, to housing and community policing,
- A large amount of training is supposed to be incorporated into job creation schemes, under the Department of Public Works. But the training done has been of little value given that the contractors, who are responsible for the training, lack training expertise, and the projects are too short to offer meaningful learning,
- The Departments of Labor, Trade and Industry are primarily responsible for training within small and micro enterprises. Many of these programmes are focussed on entrepreneurial training and fail to address the more specific specialised skills needs of the enterprise,
- Youth programmes in the country have generally been stand-alone projects. There is an urgent need for a more comprehensive youth

labour market learning programme, but its success will depend on its proper integration into industry, and on incentives for employers to offer on-the-job experience or special contracts to youth as part of the programme.

The study further stipulates that this is equally true of programmes for people with disabilities and women. It further emphasises that education and training curricula are, for the most part, not gender or disability sensitive, and often reinforce stereotypes.

In short, while limited public funds for training have been made available for these programmes, the paper reiterates that it has been allocated from a range of government departments and has had low impact due to flaws in the planning, management and evaluation of the programmes.

2.3.3.4 Enterprise Training in Malaysia

According to Personnel Review vol. 23, 1994, until recently, enterprise training in Malaysia received little attention from policy makers. It has been reported that even now not much is known about it, despite the fact that it is one of the most important sources of job-specific skills development. The report explains that the introduction by Deduction Incentive Scheme in 1988, and the Skills Development Fund in 1993 for encouraging training and skill upgrading in the manufacturing sector are therefore major initiatives in their own right and a significant departure from the previous tradition.

The report further highlights that the bulk of industrial training in Malaysia generally takes place on-the-job under the supervision of more experienced workers or professional trainers. The research asserts that typically, on-the-job training has the advantages of being cheap, effective and very much

relevant to the requirements of the respective firms. Furthermore, it is stated that Malaysian industries have the technology and supervision, or, trainers have the skill and expertise to train in both the traditional and the emerging skills. It is further revealed that even the very small local firm can provide the training needed for existing technologies and production practices. The main drawback according to the findings are that the level of skills transfer is limited by the expertise of the trainers and hence inefficient technologies and processes are transmitted along with efficient ones and that it affords little opportunity for innovation.

In addition, the investigation states that vendor training is also being employed in the majority of firms in Malaysia, as a popular source of enterprise training. The findings explain that vendors train the trainers belonging to the purchasers who in turn train their staff. According to the research, the process of transfer which commonly takes place in-house and on-the-job involves vendor staff putting on short courses and supervising the use of equipment.

Apart from the above, the study further indicates that in Malaysia, the publicly-funded skilled and semi-skilled training institutions form an important part of the national training system. The perception here means that basic vocational and technical skills are developed before employment in secondary vocational schools, technical colleges, industrial training institutions and other government skill training institutions. These institutions according to the report provides broad-based, full-time vocational and industrial training for post primary and secondary programmes for employees. The findings are that in 1990, these public training institutes produced more than 7,000 trainers, the majority of whom were at the basic and intermediate levels. Besides these institutes, the research stipulates that

there are also advanced skills training centres run by the government, the local private sectors, and other foreign government such as the Centre of Instructors and Advanced Skills, Penang Skill Development Centre and the German-Malaysian Institute.

As it has been alluded, training and skill upgrading in Malaysia manufacturing firms can take many forms, from a few days work familiarization for the newly recruited staff, to short courses to upgrade specific skills and, to long institutionalized programmes to enhance managerial skills, or, to participate in or acquire the latest advancement in Research and Development (R & D).

The investigation reports further that the incidence of training among manufacturing firms reported during the survey was 63.3 per cent. This finding suggests that firms recognised the importance of training and has accorded training greater priority. For firms not conducting training programmes, the main reasons given were that training was not required and that there is already skills available.

On the contrary, Transnational Corporations (TNCs) according to the findings appeared to give more emphasis to training than the other firms. The statistics given reveal that about 67 per cent of all the TNCs interviewed, are conducting training programmes, both general and specific, and for all levels of staff. The data shows that slightly more than half of the staff of the Malaysia owned firms are undergoing training.

The data further highlights that most training programmes are short-term, unstructured and in-house and targeted mainly the production workers as core labour force. The study claims that the rationale of industrial training

amongst Japanese TNCs, in particular, is attributed to the pre-sumption of life-time employment and seniority wage system, at least for their core labor force. The incidence of management training among the TNCs as highlighted, is higher than that of other firms. The indication given is that, the participating firms either engaged management expertise to conduct in-house management training programmes or sent their managers for institutional training to enhance managerial skills and to improve the quality of management. The emphasis put here is that, management also participate in customer programmes development in partnership with business consultancies which emphasise the development of practical managerial skills that can be applied in the workforce.

Furthermore, the research reiterates that TNCs invest more in training compared with the local firms. Nevertheless, the findings explain that, even though on average they spend about 1% of their annual operating budget on training, there are firms such as Matsushita, Hi-tech Texas. Instruments with 3% or more of their operating budget spend on training, but their number is very small. Most of small firms as highlighted by this study, do not even have a budget for training. In these firms, it is indicated that training is done in an ad-hoc manner, as and when required. The information gathered from the study also suggests that firms that provide training bear all the training costs, irrespective of whether the training provided for, is general or specific.

The case study further provides a new dimension to Becker's human capital model, which argues that under the assumption of perfect information, when training is general, the workers bear all the training costs and receive its benefits because general training is transferable to other firms. However, the study indicates that when training is firm-specific, both workers and employers share in both the training costs and returns, since quits by

workers or lay-offs by firm impose sunk costs on the other party.

This study goes on to observe that skill formation among TNCs mostly takes place within the company and more specifically on-the-job, either in informal or structured situations, conducted by the TNCs themselves or vendor staff. The TNCs have consistently commented that this method is a highly efficient way of imparting skills and proves to be a fast and flexible method of creating industry and company-specific skills. The data given maintains that this mode of training normally runs for a duration of couple of weeks for the production staff to familiarize themselves with new machinery and equipment, to about six months for key personnel in management, engineering design and R & D. It is further explained that some firms also send their professional staff for training at their parent companies abroad. The report describes these afore-mentioned courses as highly specialised training programmes specific to the requirement of the firms.

When asked how much the skills learnt have been actually applied in the day-to-day working environment, 50% of the firms reported that the skills learnt are very much applicable and practically-oriented and only 3.3% reported otherwise. Such a response according to the report was prevalent across firms, irrespective of the types of ownership.

Again, the study reveals that a trend that is emerging with regard to training is the establishment of industry managed training centres by major TNCs operating in Malaysia. These centres such as Intel University, Motorola University and Matsushita Training Centre, cater specifically for the training requirements of the TNCs concerned. Intel University for example, has been illustrated as a 'one-stop' training and development centre offering a broad spectrum of training activities geared towards the transformation of the

workforce, as reported by the study.

Finally, the study asserts that all the TNCs that are currently undertaking training reported using a combination of the on-the-job as well as off-the-job training. The research highlights that the areas commonly identified where off-the-job training is important are management training and corporate strategy for managers and senior executives, new and emerging advanced technology for engineers and R & D staff operation of CAD/CAM/DAE and other automated and robotic equipment for technicians and other skilled workers and the operation of office automation, information and data processing for junior executives and clerical staff.

2.3.3.5 Training evaluation practice and problems in Sydney

Poron-Lybrand (1970-1986) content that there is ample evidence that evaluation continues to be one of the most vexing problems facing the training fraternity. This is confirmed by Burgoyne and Cooper (1975) findings from Catanello and Kirkpatrick's 1968 survey of 110 industrial organisations evaluating training that very few of these firms were assessing anything other than trainee reactions.

Looking at similar data and the emphasis in much of the literature, one wonders if there has been much change in 20 years (see, for example, Brown, 1980, 11). In Galagan (1983,48) and Del Gaizo (1984) survey, 30% of the respondents identified evaluation of training as the most difficult part of their job. Another evidence is illustrated in Easterby-Smith and Tanton (1985) report on their British survey involving HRD practitioners in fifteen organisations. The difference in period between the surveys conducted clearly evidences that little has been done as far as evaluation on training is concerned. In virtually every case, the only form of evaluation being done

was end-of-course trainee reactions, and the data so obtained seldom used.

Foxton and Lybrand further found similar findings in their 1985 survey of a sample of Public Service and private company trainers in Sydney to determine both their attitude to evaluation and what was being carried out by them in practice. All expressed a firm belief in the principle of evaluation, and all administered end of-course forms of varying degrees of complexity to gauge trainee reactions to the instructors, content, and facilities. But the findings pinpoint that 75% admitted that was true as far as their evaluation went, mainly because they did not know what else to do. As Easterby-Smith and Tanton (1985) observe, much current practice is only a ritual, and in many cases, the evaluation that counts is done before the course is even given; post-course data merely confirm prior judgements that the training is satisfactory. Put simply, this study indicates that in the minds of many practitioners, evaluation is viewed as a problem rather than a solution, and an end rather and a means.

The study further evidences that where evaluation of programs is being undertaken it is often a 'seat of the pants' approach and very limited in its scope. Overawed by quantitative measurement techniques, and lacking both the budget and the time as well as the required expertise for comprehensive evaluations, it is alleged that trainers often revert to checking in the only way they know - post-course reactions - to reassure themselves the training is satisfactory.

Furthermore, the research indicates that if the literature is a reflection of general practice, it can be assumed that many practitioners do not understand what the term evaluation encompasses, what its essential features are, and what purpose it should serve. Consequently, it can be

further assumed that, the use of training courses far outstrips what is known of their usefulness. When such programs are evaluated, it is evidenced that the common sources of data (other than trainee reactions) are numbers of participants, decreased absenteeism at work, high rating of instructors, etc. Many trainers are therefore making judgements on the basis of activities ("employee days of training") and not on relevant results. Many practitioners regard the development and delivery of training courses as their primary concern, and evaluation something of an afterthought.

In the literature reviewed, where a definition of evaluation is given, the majority of writers tend to view it as the gathering of information in order to make a value judgement about the program, such as necessary changes

or the possible cessation of the program. On the one hand, Williams (1976) defines evaluation as the assessment of value or worth; whilst on the other hand, Harper & Bell (1982) refer it to the planned collection, collation and analysis of information to enable judgement about value and worth. However as Williams (1976) observes, value is a rather vague concept and this has contributed to the different interpretation of the term evaluation.

Some definitions (Goldstein, 1978; Siedman, 1979;Snyder et al, 1980) focus on the determination of program effectiveness, Several definitions emphasise evaluation as a basis on which to determine program improvements (Rackham, 1973; Smith, 1980; Brady, 1983; Morris, 1984; Foxon, 1986; Tyson&Birnbrauer, 1985). The distinction between formative and summative evaluation is not mentioned by most of these writers, but is implicit in their definitions.

Seemingly, as well as the lack of agreed-on definition of evaluation, there is an equally broad range of opinions as to the purpose of evaluation. None of these writers neither describe nor imply a purpose for the evaluation. Where purposes are outlined, they provide some telling insights. One can therefore agree with Poron Lybrand (1970 - 1986) in his statement that 15% of the writers on this subject are convinced that training evaluation has been ignored. The majority of these articles surfaced in the period 1980-83, as they say, clearly reflect the preoccupation of many practitioners with keeping their jobs during an economic downturn and resultant HRD budget cuts. On the contrary, these researchers pinpoint that a mere 2% consider assessing trainee reactions to be the purpose of evaluation, and 50% see the purpose as judging the quality and worth of the program in order to effect improvements and/or identify the benefits of the training. Here, the researchers' viewpoint is that it should be remembered that studies already referred to, provide evidence that many trainers are not evaluating beyond the level of trainee reactions. Again, they are saying, what trainers believe should be done, and what they do in practice, seem to differ markedly.

Several writers resist stating a purpose for evaluation, adopting the view that the purpose depend on various factors (Thompson, 1978; Brinkerhoff, 1981; Salinger and Deming, 1982). Evaluation, according to Salinger and Deming (1982) is the response to the question "What do you want to know about training?" Nor should its purpose "self-serving" but designed in terms of someone doing something with the information (Brinkerhof, 1981).

Bramley and Newby (1984) identify five main purposes of evaluation: feedback (linking learning outcomes to objectives, and providing a form of quality control), control (using evaluation to make links from training to organizational activities, and to consider cost effectiveness), research

(determining relationships between learning, training, transfer to the job), intervention (in which the results of the evaluation influence the context in which it is occurring), and power games (manipulating evaluative data for organizational politics).

Burgoyne and Cooper (1975) and Snyder et al. (1980) discuss evaluation in terms of feedback and the resultant issue of control. Here, the implication is that, a decision must be made about how and to whom evaluation feedback will be given. The assumption is further made that, evaluators are usually conversant with the purpose of the evaluation once they commence it, but this may be because they have a generalised view that the purpose of evaluation is to produce a certain set of data, or because they have determined what purpose the client wishes the evaluation to have. It is possible however especially from the reviewed literature that, an evaluator may have no specific purpose. As a result, the identification of unanticipated side effects of the program may be an important evaluative purpose.

Lange (1974) finally suggests it is often difficult to determine the purpose - there may be several; furthermore, the evaluator may not discover the real purpose until the end of the exercise.

2.3.4 SKILLS AUDIT CONDUCTED IN GOVERNMENT DEPARTMENT :

2.3.4.1 SKILLS AUDIT CONDUCTED BY GOVERNMENT COMMUNICATIONS AND INFORMATION SERVICES (GCIS) REPORT

The transformation of the Public Service is at present a major priority of the government. In this research the GCIS has a responsibility with regard to official government community. It was the request to review the present efficiency of the overall function of government communication and to improve the quality of this communication. To achieve this, one of the option

is to provide the best possible training and development opportunities for government communicators. Directorate Research for GCIS was therefore requested to conduct an audit to determine the training needs amongst government communicators at provincial governments. The skills audit has attempted to address all the set research objectives in order to empower the Chief Directorate GCIS Training Board with enough relevant information to suggest, negotiate, launch and implement possible future accredited training programmes for government communicators.

A semi-structured self-administered-questionnaire (quantitative research) was completed by government communicators at provincial governmental and GICS in all the provinces. Such official figure on the number of government communicators currently employed in the government was available, a response rate could not be determined. The Directorate Research was responsible for the design of the questionnaire, the data capturing and processing, interpretation of data, graphical presentation of data and the compilation of the final report.

The outcomes of this training audit are dealt with in this report within the framework of secondary research objectives. The results are reflected not strictly quantitatively, but in the mixture of quantitative numbers and qualitative perceptions. Many of the minor, yet important qualitative responses are grouped under the major quantitative findings.

- **Satisfaction of present training needs among government communicators**

Only two out of every ten respondents reflected that their training needs are at present within the existing training structures of the Public Service. The main complaints raised by dissatisfied respondents (75.7%) were budgetary

constraints and a lack of specific training, i.e. desired courses were too expensive, allocated budgets were not in line with that of training by service providers from the private sector, and in some cases either no budget specific for training was available or unnecessary red tape with required financial procedure prevented people from being trained when needed. The lack of specialised professional applicable courses was also mentioned as a major constraint preventing adequate training and often, people were forced to attend courses not applicable to people's job descriptions or irrelevant in-service courses were available. In the case of respondents that underwent training the following problems were experienced: the content of training courses were too theoretical and lacked relevant practical application to the working environment, courses were either too basic or inferior, and one respondent even complained that no training manuals were available when training was done. The perception also existed that training divisions could not draw fast changes in information technology. One respondent even perceived that it would be impossible to address all the training needs of government communicators, since there are many communicators with too divergent needs.

Another area of concern was the general ignorance towards training. Respondents felt that training needs were not clearly defined, government communicators were not (fully informed of available courses / bursaries, and government communicators or officials were not giving or allowing opportunity and/or approval to undergo training. Often personnel that were nominated for courses, did not receive confirmation of the courses (thus did not attend courses). In addition, training in communication received a low in-house priority. It was also perceived that training was only reserved for managers or selected persons. Supervisors decided on behalf of officers which training was needed. Respondents reflected that bursary applications

were also often turned down without any reasons given. Time constraints / too heavy a workload / only skeleton staff were quoted as reasons why government communicators could not attend training courses. The lack of competent trainers / training units and the absence of a list of appropriate approved accredited training service providers were reflected as being problematic. The lack of approved appropriate communication structure and authority, no proper coordination of departmental courses, absence of career goals / job descriptions and the sluggish process of analysing training needs also negatively affected proper training in communication. Outdated course contents and the inavailability of Internet / equipment / transport / resources were mentioned as factors hampering progress of government communicators. Two respondents indicated that they did not undergo any training yet, since they were only recently appointed in their present positions.

- **Establishment of the type of training courses government communicators have at private and/or government training institutions, and a rating of the quality of skills training:**

Almost seven out of every ten respondents indicated that they had attended training course presented by private training institutions, government and/or non-governmental organizations (national and/or international) to enhance or improve their current work performance. These respondents listed 89 training institutions and rated the quality of training mainly 'good' to 'very good'. Instances were the quality was rated 'neither good nor bad, 'bad' to 'very bad' were limited. The following table reflects instances where 5 or more respondents attended courses offered by a specific service provider and also includes the quality or training they received (refer to table 1 frequency table and code-list for a detailed list of service providers and rating

of the quality of training provided to GCIS).

TABLE 1: MOST FREQUENTLY USED SERVICE PROVIDERS AND RATING OF QUALITY OF TRAINING

SERVICE PROVIDER	RESPONDENTS		QUALITY OF TRAINING %			
	n	%	Very good	Good	Neither good, nor bad	Bad
Public Relations Institute of South Africa (PRISA)	24	28.2	20.8	37.5	29.2	8.3
South African Management Development Institute (SAMDI)	18	21.2	38.9	50.0	11.1	0
Government Communication and Information System	15	17.6	53.5	40.0	6.7	0
Institute for Advanced Journalism (IAJ)	6	7.1	50.0	33.3	16.7	0
Rhodes University	5	5.9	60.0	20.0	20.0	0

- **Determination of managerial, line function and neutral competency and life skills needed amongst government communicators**

Managerial skills

Respondents indicated that training in all the managerial skills listed in the questionnaire was needed. Since respondents were requested to only select a maximum of four management courses from the list given, development of communication values, policies and philosophies were indicated as the most important managerial training needed. Respondents organized the other listed management courses in order of preference, as follows:

- Management of diversity and change;
- Policy formulation and implementation;
- Financial management;
- Leadership; and
- General management

Respondents were asked to list other managerial skills (not listed) in which they required training. Although only a few responses were listed under this heading, the following managerial courses mentioned: conflict management, reward and performance management, New Pas System, I-III/merit system, crisis management, teams in government, organisational skills, interpretation of statutes, labour relations, provisioning management, recreation management and strategic management.

Line function training

All the line function skills listed were selected as desirable by respondents (not more than three responses required per respondent). The training category selected by the majority of the respondents was communication

information technology(e-mail & Internet), linked in electronic publishing (Internet), web-site design, desktop publishing and lay-out design as specialised information technology to a lesser degree. The category of training need regarded as being second most important was public and community liaison, including liaison with the media (and media interviews), international liaison and public speaking / presentation briefings. Training in report and speech writing, linked with information gathering was reflected as the third most important category of training skills needed. Respondents indicated that the order of preference of training in the other listed line function skills were as follows:

- Research methodology;
- Event/project management;
- Video production/editing
- Exhibitions and displays;
- Photography;
- Editing/language services;
- Office administration;
- Radio copy writing;
- Secretarial services; and
- Typing

Respondents were asked to list *other* line function skills in which they required some training. Again only a few responses were listed. These skills included: training in protocol, public relations, partnerships / networking, intra/Inter-governmental & customer needs, fund-raising, advanced computer literacy / software training, language workshops (especially English communication skills, internal communication, developmental communication, communication at grassroots level,

marketing of department / corporate identity, (qualitative) media monitoring and analysis, community building / development, voice training, sound engineering, lighting engineering, information technology / programming, film production, radio production and deportment.

Neutral competency and life skills training

Several neutral competency and life skills training subjects were listed and respondents were requested to choose not more than four skills in which they require training. The skills training chosen were understanding government policy, negotiation and mediation and internal communication. Excellence in customer service, personal motivation/productivity and stress management were also indicated by a large number of respondents. Other listed training needs were organised in order of preference, as follows:

- Time management;
- Interpersonal skills;
- Memory skills;
- Listening skills
- Thinking skills; and
- Reading skills

Under other skills required, respondents indicated that they would also like training in personal skills.

- **Determination of the main activities that comprise government communicators descriptions**

Respondents were requested to pick the three main activities that best describe their characters as government communicators from an extensive list of communication-related activities. The following activities, reflected in

chronological order, were most frequently selected:

- Public and community liaison;
- Developing communication strategies;
- Working with the media; and
- Information gathering and writing

General management, report and speech writing, public speaking / presentation and exhibitions and displays, event / project management and the interpretation of new government communication values, policies & philosophies were the other functions often listed.

- **Determination of the respondent's attitudes and preferences regarding three priority training scenarios**

Almost eight out of every ten respondents (77.5%) reflected that training should be offered both by the private and non-governmental sector (outsourced) and the Public Service (development of an extensive training capacity). The options of outsourcing of training offered by training institutions and the development of a training capacity within the Public Service favoured by an equal number of respondents (10.9% of respondents supported each of the options).

- **Suggestions on how training needs of government communicators can be addressed**

When respondents were asked to suggest ways in which training needs of government communicators could be addressed, the response was very encouraging and various extensive suggestions were made.

The suggestion made most often by the majority of the respondents was that

professional courses on specific training needs, applicable to job descriptions should be designed and implemented. Where training skills were lacking, training should be ousourced / contracted to private training suppliers (with a proven tract record). Respondents felt that it was clear that trainers should be well-trained, professional and transparent in their training. The respondents also felt that skills needed should be continuously evaluated / monitored so that proper training criteria should be established. Government communicators should be timeously informed of all relevant courses. Respondents also suggested that applicable training should be repeated if required, follow-up courses and one-day workshops / seminars should be organised more often and training should be augmented by the screening of 'top-class' important training medium. One person reflected that more lengthy formal courses should be considered, while a few respondents desired a more uniform training structure and courses for all government communicators. Course content should be directly applicable to attendants working environments and must focus more on the needs of communities. Training in public community liaison should play a bigger role in the overall training of government communicators. A few of the respondents emphasised the importance of proper accreditation of service offered. More regular evaluation of presented courses and effective feedback to managers regards these courses were also deemed important by some respondents.

Another important category of suggestions centred on managerial issues. Several suggestions were made on how to improve the management of training. These suggestions include that managers should inform government communicators timeously and in a transparent way about available training courses, managers should enable, motivate and encourage officials to attend training courses. Manager should also allocate

sufficient time free of normal work duties to attend training courses to employees who wish to attend training courses. The attendance of training courses should be recognised, e.g. by the issuing of certificates. Personal career plans for employees, as proper job evaluation procedures should be designed and implemented. Staff should be encouraged to identify their own training needs. Communication staff should be allowed to visit other provinces and institutions (even in other countries) with well-established communication divisions and to take part in exchange programmes with these identified institutions. The concept of multi-skilling and proactive behaviour should be promoted among employees. Equipment should at all times be updated and transport must be made available to employees to attend courses. Top management should be sensitised to the training needs of government communicators and a regular line of communication regarding this matter must be established with senior managers.

Several respondents felt that the cross-pollination with other stakeholders or role-players central to communication issues was important. It was suggested that communication training in all spheres should be integrated and the officials of the different provinces should be trained in the same training session to optimise shared experiences. Partnerships with tertiary institutions (universities and technikons) (even abroad) should be established. These institutions could be considered to present specific courses on government-related topics. Government communicators trainers should also establish joined ventures with private training institutions. It was suitable from some of the respondents that the GCIS should play the leading role in the designing of communication training courses offered by (private) training suppliers. The GCIS should identify suitable (private) training institutions and negotiate special training rates or packages. On the other hand, it was suggested that the GCIS should be pivotal not only as sole

facilitator of the programmes, but also in establishing *government* training institutions. In this process of addressing and coordinating the communication training needs of government communicators in the GCIS could be supported by a provided body / committee or a government committee or forum.

A few additional issues emerged during the qualitative discussion groups organised in the provinces mentioned in the 'Introduction'. The provincial government communicators proposed the new initiative by the GCIS, since they felt that training had too often been neglected. They also acknowledged the GCIS' mandate on this issue and offered their cooperation venture. These provincial government communicators were, to a large extent, ignorant of the effect and implications of the new Public Service Regulations on skills development act. The provincial government communicators also insisted to equal access to training opportunities as a requirement of any new intervention. They reiterate that training should no longer be regarded as a first step towards dismissal. These government communicators also strongly argued for specially designed communication training programmes for political leaders and senior managers (e.g. Director-Generals). They maintain that senior managers are currently perceived to under-utilise existing communication capacity due to a lack of knowledge of and / or experience in the field of communication.

- **Determination of the levels of education among government communicators**

About half of the respondents (49.7%) were in possession of a higher diploma and / or degree including honours / masters degrees. One-year and / or trade certificates were rated by 28% of the respondents, whilst 21% of the respondents reflected matric / grade 12 as highest educational

qualification. Only two of the respondents did not obtain matric / grade 12.

In conclusion, this research study according to the findings, has satisfactorily addressed all the set research objectives and may be seen as empowerment tool for management in future to make informed decisions on applicable training for government communicators to improve the effectiveness of the overall communication in the government.

It is abundantly clear from the above-mentioned results that professional and applicable skills/training in various aspects of communication are currently lacking. Respondents were exposed to variety of different communication training courses at private service training providers evaluation of these courses was mostly positive. Respondents, however, strongly suggested a joint venture/partnership between the Public Sector and private sector training provided that designing tailor-made communication courses for the unique environment of government communicators (stipulated under section 4), in collaboration with a centralised training (GCIS was suggested as such a centralised body). It is recommended that further in-depth specific research should be conducted to determine the desired content of such training courses.

Within the context of the new labour legislation, the new Public Service regulations (including the requirement of planning of career paths to empower employees, as well as to increase productivity through enhanced competency), training in communication should be more assessed by managers in most of the departments. Managers themselves should be selected and possibly trained to budget more effectively for training needs of government officials as to actively encourage and motivate their communication staff to undergo training around their communication skills.

Skills training should be integrated into the general career pathing of employees by the provincial human resource directorates. The GCIS Training Board is faced with the challenge to establish applicable, professional and specific training course to satisfy the expressed needs of government communicators, and also to create a bigger awareness of the importance and benefits of training to develop an empowered working ethos to increase the overall quality and productivity of communicators in the Public Sector.

2.3.4.2 SKILLS AUDIT CONDUCTED BY THE DEPARTMENT OF ECONOMIC DEVELOPMENT AND TOURISM, NORTH WEST PROVINCE

Primarily, the Department of Economic, Development and Tourism in the North West Province has conducted skills audit to identify and prioritise employees training and development needs in order to determine existing useful initiatives at the department with a view to drawing up a workplace skills plan that meets real need in the department. The audit reveals that only a limited number of employees had undergone training in the past years. However, the department's new training and development initiatives will allow more employees the opportunity.

The audit further reveals that the department has in the past had no clear and formalised training and development policy, but it had structures or rather a component for coordinating and directing employees training and development. This component was mainly projected at:-

- Creating opportunities to the intellectual and skills development of all employees,
- Assisting designated groups to have access to training and development

opportunities, and,

- Instilling the culture that is conducive to principles of adult and lifelong learning.

This audit stresses that the most important and very evident aspect that has been identified in the process of skills audit project, has been the need for enhancing staff training and development in order to provide employees with opportunities to acquire new skills and improve their productivity and performance. The study emphasizes that, the fact that the department's human resources lacks fundamental training capabilities in order to meet the requirements of their specific jobs and also to equip them with the necessary understanding of the present policy framework cannot be overlooked. The report also recognises and belief that the department's human resource department should not only be directed at meeting present and future needs, but should more importantly take cognisance of the broader national issues. The issues as entailed in this report, include the National Qualification Framework (NQP) as well as other important and relevant legislation like the Employment Equity Act (EEA) and Skills Development Act (SDA).

During a needs analysis sessions, various occupational groups identified various priorities and these were considered with due regard to the individuals, organizational and departmental needs and priorities.

The skills priorities identified herewith according to the report, are broad skills that are in line with the strategic objective of the department and they do not necessarily reflect all the individual needs as indicated by employees.

Senior officials and managers

It is stated that this occupational category includes professional employees

who exercise primary responsibility for the management of the institution, or of a subdivision or directorate of the department and this category includes:

The Deputy Director General, Chief Director and Directors. Skills, priorities identified by this category of employees in the report are:

- Financial management skills
- Strategic planning skills
- Selection and interviewing skills
- Management and leadership skills
- Performance and stress management
- Business writing skills
- Assertive interpersonal skills
- Time management and work organization skills
- Coordination and liaison skills
- Project management skills
- Diversity and change management skills
- Labour relations
- Policy analysis and development skills
- Presentation skills

Professionals

Professionals are referred here to employees employed as accountants, human resources management professionals, lawyers, planners, economists etc, and their skills are prioritised as:

- Computer related skills
- Labour Relation
- Human Resource Management

- Public Service Regulations
- Project Management and analysis
- Presentation and Public Speaking Skills
- Conveyancing and contract writing skills
- Statutory interpretation skills
- Policy development and analysis skills
- Strategic and change management
- Financial management skills
- Speed reading skills
- Strategic planning and group facilitation skills

Technicians and associated professionals

This category of employees includes all employees who perform technical, accounting and auditing budgeting and administrative and marketing duties. Priorities identified by this category are as stated in the report:

- Computer training skills
- Financial management skills
- Communication skills
- Interpersonal skills
- Business writing skills
- Time management
- Report writing skills
- Project management skills
- Speech writing skills
- Economic analysis skills

Clerks

This category includes employees employed as administrative and information clerks, secretaries, payroll clerks and office assistants. Priorities

identified by this category are:

- Basic computer skills
- Communications skills
- Office management skills
- Provisioning skills
- Financial management skills
- Persal administration skill

Drivers

Priorities identified by this category of employees are:

- Advanced driving skills
- Defensive driving skills
- Abet and life skills
- Customer care
- Security management

Labourers and related workers

This category of employees includes cleaners and auxiliary services officers.

Priorities identified by this category of employees are:

- Abet and Life Skills
- General Computer Skills
- Store keeping and stock control
- Farm management

The audit concludes that to the department will strive to satisfy the identified needs. It is, however, realized that it would be impossible to fulfill all the needs identified by the needs analysis, on the short term. Further than that, the department take into account the needs as identified and will then subsequently determine strategic training priorities in terms of identified

organizational/departmental priorities, thereafter implementation process will follow.

2.3.5 PERCEPTION OF TRAINING ENVIRONMENT IN THIRD WORLD COUNTRIES

The advent of Internet accessibility, coupled with advancements in telecommunication technology, has created significant opportunities for the sharing of program initiatives and policy innovations across nations. From a management and policy perspective, governments and their officials can now readily access and observe information about how other nations address nagging social and administrative problems. As our world's communication structure shrinks, we will witness a rebirth of interest in comparative public administration.

The destabilization of Soviet bloc countries, along with their restructuring, also has led increasingly to calls for technical support and training assistance. These new societies seek assistance to rebuild democratically tailored systems. World financial development sources (e.g., the World Bank and the International Monetary Fund) and Western industrial nation donors also are heavily involved in the provisions of technical assistance and managerial development training to Third World countries. Often these donor sources demand technical assistance as a condition for their funding support. On a daily basis, it is possible to locate requests for developmental assistance and aid from Third World countries. For the most part, academics and seasoned practitioners from the U.S. and European nations have stepped in to meet this need.

Daly (2001), provided technical assistance and training to Swaziland while he was serving as a Fulbright Senior Scholar Swaziland's

leading training institute on management and public administration. In this capacity, he provided human resource management and public policy assistance to this country's executive, senior and middle level management civil servants. Much of what was learned from this experience is shared here to aid others in their training effectiveness in unfamiliar, underdeveloped settings.

Daly (2001) observation is that, Swaziland government, the official (business) spoken and written language is English, hence he expected that a language barrier would not exist, nor hinder, training effectiveness, but to his surprise language barrier seems to be a problem.

Nevertheless, while English is the country's official language, siSwati is the first language of the country hence is widely spoken, even by public officials, and is almost exclusively spoken in larger public settings. This makes many public officials uncomfortable with English.

As a result, the researcher's observation is that in training seminars, many participants, at best, had only a limited working knowledge of English, thereby limiting the cognitive benefit of the subject at hand. In his case, he however admits that cognitive comprehension was further complicated by his spoken dialect and his mid-western accent. As they are more accustomed to English as spoken by British or South African instructors. Thus, English dialect variations may create unexpected problems for the instructor and those she/he is training.

The problem might be that although English is the official language, even in Swaziland schools, it is customarily not spoken in the homes nor spoken among the indigenous population to one another. However, he also

experienced that those individuals who exhibited the greatest comprehension of his English often had experiences in travel to America and other Anglophone countries, and they had been immersed in English as spoken by Americans or by other English-speaking societies.

Daly argues that although international training and technical assistance often are initiated at the requests of host governments, often their presence is not highly desired by local institutional associates "outside consultants". Instead they are perceived as a threat to the organization's status quo operating approaches, despite of the fact that training means the potential for discovery and change.

Besides, he is also convinced that the institutional personnel have already formed negative preconceived notions of what to expect from an American scholar, moreover, that this was their first up-front exposure to an American whose character is normally associated with being arrogant and aggressive, rich and spoiled, overbearing and demanding. Nevertheless, Daly claims that the alternative way to dispel these preconceived misperceptions, and gain their trust and confidence was a prerequisite for working positively with his Swazi colleagues in order to sustain high-quality training effectiveness. This was accomplished by gaining as much knowledge as possible about Swazi history, culture and tradition (FN2).

For example, his safe and secured accommodation provided to him through the duration of his research and training increased Swazi personnel resentment, due to the fact that some institute associates have been lengthly wait-listed for government housing typically provided to higher level Swazi civil servants and, suddenly, he was preferred or put at the front of the list.

This increased their resentment and ironically reaffirmed in their minds the pre-conceived notion namely, the spoiled American nature. What Daly is conveying is that it is critical to be prepared psychologically for the potential that ones presence may be more threatening than welcomed upon arriving at his/her new destination. He contends that it is also important that, as the technical consultant, one should set aside his/her ego and seek acceptance from a potentially hostile host. He says that by anticipating potential hostility, one can begin to devise strategies to win over those possessing ill-informed preconceptions.

In most occasions, Daly reports that training sessions are disrupted by electricity cut in third-world training settings. As a result, instructors should always be prepared to work on an impromptu basis as highly professional presentations can easily be demolished should electricity fail. Computer-based presentations, for example, will not help the instructor who randomly loses electrical power in such cases. Even backup overhead transparencies cannot help in these instances. On numerous occasions, the researcher experienced these power blackouts that required quick adaptation in presentations with many being conducted in low-illumination classrooms.

Daly further outlines the inavailability of training equipment such as photocopy machines break down, overhead transparencies and photocopy paper supplies depletion without rapid replacement; and limited availability of chalk or usable white-board marking pens as common problems that are frequently experienced in Third World classroom settings he also reveals that the loss (i.e., theft) of scarce equipment (e.g. desktop computers, video tape recorders and monitors) occurs with frightening frequency in these instructional settings. In his words, the point here is not to paint a bleak picture of training facilities in Third World settings, rather, it is to advice

instructors, particularly foreigners to think strategically in planning for these types of frustrating scenarios. He sees the true test of ones ability as an educator and communicator occurs in these situations, where one have lost many of the instructional crutches that instructors count on in normal instructional settings.

When Daly compares the Swaziland and American training seminars he finds that American settings often evoke a great deal of discussion and debate, particularly the case when working with executive and senior-level personnel who often add their own experience to the content under discussion. But his observations taught him that in Swaziland, training participation tends to be more subdued as participants are less willing to discuss openly points of disagreement with their instructors or fellow classmates. He points out that trainees, even more senior civil servants in this setting often sit passively, to the point of not even signaling disapproval through their body language. He assumes that this emanates from Swazi culture which is based on non-confrontation and non-conflict. These culturally-specific behaviours create challenges for instructors, who come into the training session expecting substantial interaction and debate over the course content. This might well be expected in most settings, especially when new ideas and approaches are introduced that may not easily fit when transferred from one culture to another.

Daly further unfolds another recent experience as cited by his A.U.S. Department of State (DOS) official to Swaziland who came from the States to provide better driving instructions to local foreign national DOS employees. This trainer claims that she started the training seminar by asking the Swazi drivers the question, "How many of you consider yourself to be good drivers?" To her amazement, not one Swazi driver working for the Embassy

and other U.S. affiliated operations raised his hand. According to her statement, she did not realize that, to do so, would be considered bragging in the Swazi culture. She later realised that she failed to take culture into account and found great frustration from the lack of active participation among course participation.

Furthermore, Daly argues that silence in the classroom is also related to the respect granted to the instructor as an authority figure, and he is convinced that this is not confined to the Swazis but is also common in many other cultures. To overcome this barrier, it is critical that one actively involves the participant base. He therefore recommends action-learning exercises that put the group in the position of decision-making or creating group-based outcomes as successful approach that can often be used. Secondly, employing case studies that have been developed for, or revised to fit current cultural parameters. In his opinion also can help move the group towards shared discussion and cognitive development. This shows that breaking through the cultural barriers is critical to sustaining a long-term impact on learned behaviors of course participants. Clearly, research points to higher levels of retention of training content, when trainees are individually challenged through active learning techniques. For this reason, instructors should blend individual and group decision-making exercises and culturally-designed case analysis and theoretical elements typically associated with lecture-based education for the very obvious reason that what one hears is likely not to be remembered, but what one does in class is likely to be learned and reapplied.

In his observation, the researcher contends that, the underdeveloped government's administrative practices and operational system are inefficient as they often must cope with an inadequate financial base for funding

projects, outdated technology to efficiently address existing problems, or inadequately trained human resources personnel. Therefore, he advises visiting consultants and trainers not to compare their own systems with those of a host country, rather, suggests that they should provide to improve operational efficiency and organizational effectiveness. Constructive criticism on ones part, as he says can easily be perceived as arrogance, especially when one begin comparing how things are done here with practices in ones country. He argues that when comparative discussion across governmental context occurs, be careful to point out the benefits and drawbacks of both systems.

Adding to this, he contends that nothing should be taken for granted when thematic content is presented. He illustrates his training session on "Entrepreneurism in America" which led to deliberations about Bill Gates and how he had transformed Microsoft Corporation from a small business into the worldwide leading organization in computer software development as an example. He only mentioned both man and corporation, but not product software that Microsoft produced. In that session he argues that he took for granted that and towards the end of the presentation, an explanation as to who Bill Gates and Microsoft were and their link to office 97 were requested. Here, Daly attempts to highlight that even though one recognizes that the product is utilised in the lost country, when giving training sessions in a foreign country do not ignore dissonance, but rather, give a background synopsis of the topic for cognitive connection. explanation as to Further discussion about their link to "Office 97", which is heavily utilized in their agencies, helped them make the cognitive connection.

Daly further indicates that in the past, trainers and technical advisors in Africa often faced the challenge of working with severe shortages of up-to-

date academic resources. Fortunately, the World Wide Web is gaining accessibility in many African countries. This has aided trainers immensely in their efforts to provide credible and up-to-date information about management activities from a global perspective. As an example, when he was asked to serve as a guest lecturer on "American Entrepreneurism" at the University of Swaziland's Faculty of Commerce and Business. had had no on-hand resources on this subject, and none were to be found at the host institution. Through access to the Internet, and based on his knowledge of this subject, he explains that he was able to provide a credible presentation of current activities from an American context.

Nevertheless, he argues that this will not always be the case in Third World settings. He says that even with such Internet accessibility, it is prudent to develop a network of resource sharing, so as to minimize the time needed to locate resources and materials necessary for enlightening your students. He further reveals that libraries, in these settings, are often inadequately funded with outdated resources, therefore, linking with regional universities, training institutes, and private providers of training services is a valuable start for locating periodicals, textbooks, video and audiotapes, and the myriad of other resources used to gain and retain students interests. Another valuable source of assistance. In his viewpoint, can come from international agencies within the region, for example, the library resources of the United States Information Service (U.S.I.S.). He holds that wherever one finds a U.S. Embassy, s/he is likely also to find a U.S.I.S. library. In his case, the American Cultural Center in Mbabane was a valuable resource center. Other embassies, the European Union, and United Nations offices, among others are also likely to render their information, resources and professional services for ones utilization.

Daly also advises trainers that networking with other professionals may also be possible through professional associations, governmental agencies, and historical archives, which retain their own distinct library and data retrieval centers. The point being made here is that one cannot anticipate all of the resources that s/he will need when facing diverse training challenges in these underdeveloped settings, moreover that one will be viewed as the expert in his/her disciplinary field and will be expected to provide assistance. In his opinion, most disciplines are quite broad in their scope of knowledge, and he holds that this is true in the field of human resource management (his area of specialization). Nevertheless, he claims that even professionals and practitioners competent in these fields will be stretched with the breadth of requests for training assistance. Therefore, to maximize ones effectiveness, s/he should identify resource bases quickly, upon his/her arrival, and do some friend raising immediately. He is convinced that the returns on this investment will easily provide dividends beyond the cost of the time and energy expended in developing this network.

In concluding his experience, he contends that one is likely to face immense cultural shock the first time s/he relocates to a Third World site as a technical consultant or trainer in a new, exciting, yet unfamiliar, cultural setting. He assets that the self-imposed pressures to perform will be great, moreover, ones life will be turned upside down for the first few months, until s/he have readjusted to his/her new lifestyle. For these reasons, as well as others, it is important that one enters this challenge with realistic expectations about what s/he can and cannot accomplish. Nevertheless, it is important to enter into this new challenge with one's eyes wide open, so as not to be slowed in one's progress by unrealistic expectations of what is to be.

As a result, by focussing on these suggestions, as well as effectively

attempting to preplan as much of one's living arrangements as possible prior to one's arrival, one will find this adventure into places unknown to be both rewarding and memorable. Furthermore, s/he will understand better how to provide technical consulting and training assistance when dealing with cultures diametrically opposite from one's own. Lastly, he argues that these experiences will also enrich one's knowledge of the dynamic breadth of public administration and the complexity that culture places on effectively introducing new information in other social settings. Moreover, the knowledge one gains will provide additional enrichment and insight for students and practitioners in the classroom back at his/her own academic institution. According to Daly students of public administration, whether at home or abroad, are often eager to learn how other civil servants think, and how decisions are made. One will find, through sharing one's expertise while simultaneously being a student of the culture that is receiving his/her technical assistance, that the outcome will

be one that provides greater professional growth, as well as significant personal satisfaction.

2.3.6. CAREER PATHING AND/OR DEVELOPMENT PROBLEMS

2.3.6.1 Promotions and misplacements

Bolton and Gold (1994) study on the criteria used for promotions revealed that, while individuals wanted promotion, decisions about their career development were not taken into account. The respondents therefore believed that they were promoted on the simple basis of suitable vacancies being available. Adding to this, with regard to whom the system promoted, women felt that expediency was favoured over and above career development. Other highlights included the fact that individuals would prefer to be recognised for putting their views across and for being able to get the jobs done, but, they felt that the system did not recognise them for this.

The same population when looking at career issues in their organisation, suggests that:-

- Line managers are not willing to develop staff, particularly on the job
- The company does not readily promote self-development or on-the-job development
- It does not often explain career options open to people
- It needed to devote more resources in helping people to manage their self-development and career planning.

The results were hardly surprising according to the researchers, but it did appear that the company was not seen as being in a position to match up to the expectations expressed.

2.3.6.2 Professional Development

Jones and Fear (1994) contends that continuing professional development (CPD) is becoming increasingly recognised by professional institutions as essential for ensuring their members remain up to date and maintain their professional competence. They argue that number of professional institutions who have CPD policy appears to be steadily increasing. These researchers claim that a survey conducted in 1989 of 123 professional bodies revealed that 47% of the sample had a CPD policy. These include the Chartered Association of Certified Accountants, the Chartered Institute of Public Finance Accountants, the Institute of Personnel and Development and others.

Jones and Fear assert that in 1991, the former IPM Council resolved that evidence of CPD would be required for professional upgrading purposes and that as from 1994 evidence would begin to be accumulated on the CPD

activities of corporate members. These writers reveal that CPD seeks enhanced competence, and competence is defined in terms of performance. This shows clearly that the concept of CPD ensures that activities which are undertaken are consistent with the strategic and operational business plans. The above writers refer professional development to the concept of performance related training which is competence-based and driven by organisational needs. They argue that continuing development represents investment in performance.

2.3.6.2 Career Planning

According to Robert Bolton and Jeoffrey Gold (1994), career counseling can be viewed as initiatives which bridge the gap between organisations. Career counselling encompasses workshops, mentoring, assessment, career planning courses and interviews. They see a division of responsibility where individuals are responsible for trying to plan a career in personally satisfying and productive way and where the organisation should effectively select, assess, assign and develop employees to provide a pool of qualified people to meet future corporate needs. These researchers use career path appreciation and career anchors as career counseling techniques or interventions.

In their research based on career counseling techniques the participants confirmed the following: the career counseling intervention was beneficial when considering new job opportunities, the interventions helped to provide a sense of fit with the opportunities available, helped to avoid a potential career mistake, and confirmed subsequently that a career move had been a mistake and that remedial career plans were required.

The survey generally believed that it was important to work for an

organisation which allows people to build their own career, encourages personal development, allows people to develop by experiencing different fields of work, allows people to develop knowledge and skills, values staff with knowledge and skills, provides information on career development, regards personal development as important.

To summarise, the research from within NBS company suggested:-

- Promotion system was not open;
- People appreciated methodologies which helped them to match themselves to jobs and careers,
- Career issues were not incorporated into the appraisal system;
- They valued being able to consider their career and their personal development and they looked to NBS to help them in this,
- There was a mismatch between what managerial staff wanted from the company in terms of systems which develop them and their career, and what they actually got,
- Personal construct methodologies helped to link issues which could relate one-to-one career counseling with issues which related to the organization's management systems,
- Career management policies and systems including management activities were not integrated and did not match in a congruency way with the business strategy of the organisation,
- The various contribution of career counseling self-development, management training, assessment or development centres, line managers appraisal and job evaluation needed to be understood and made more integrated scenario,
- Training and development needed to be refocused on self-development and 'on-the-job' development.

The analysis of the researchers' career counseling techniques, called the Rich Picture, suggested that the issue for the NBS company was how better to manage career dynamics within the organisation and to help key staff develop themselves and their careers. This required staff to be encouraged to consider their values, strengths and limitations and match these with what the organisation was likely to demand of them. In particular, the researchers explain that the company had to be mindful of organisational change and provide ways in which staff could consider the implications of such changes on their careers and respond accordingly.

Furthermore, these researchers insisted that the menu-driven training calendar to be scrabbed and requested that a framework of area and corporate "Management Development Group" has to be established to facilitate career development moves for junior and middle managers. The findings claim that as a result of these new establishment:

- The attitudes of managers are now regularly monitored to include career development issues and the results are fed into the on-going alignment of career management process,
- Initiatives are in place to promote the importance of the line-managers in career development,
- A number of career-counseling processes are in place which include the use of Personal Construct Psychology (PCP) and Career Path Appreciation. PCP is also used to provide the constructs for attitude measurement as it has been defined by the researchers.

Haskell (1993) on the one hand, recommends that the company should provide guidance by creating a career workshop aimed at encouraging employees to manage their own careers by helping them learn how to make

career decisions, set goals, create options and seek information. He indicates the three basic groups of workshop activities: self-assessment exercise, career profile and ideal job identification and action planning to achieve goals.

On the other hand, the senior personnel of Sainsburys supermarket chain advises the company on substantial investment it can put into development programmes participating extensively in 'Opportunity 2000'. In his words, this participation will widen women's participation in management, since this programme introduces the concept of the career bridge and ensures gender equity in the organisation.

2.4 ADOPTION OF SKILLS ENHANCEMENT BY VOLUNTEER PROGRAMS AS A GOOD TRAINING PRACTICE IN UNITED STATES

In the Personnel Journal of 1994, Vol. 73, a survey of 454 US Corporation was conducted by the Conference Board in New York City and The Points of Light Foundation in 1993. This study revealed that 92% of respondents encourage employees to become involved in volunteer activities. According to the executive surveyed, employees skills that are enhanced by volunteer participation included:

- Communication skills, both written and verbal
- Organizational and time management skills
- People skills, such as caring, listening and negotiating
- Accountability and assessment reporting
- The ability to plan with both short and long term objectives
- Budgeting and allocation skills
- Survival skills, including stress management and priority setting

The research also points out that volunteer programme help participants acquire new attitudes about work and society including:-

- An increased understanding of co-workers and respect for diversity
- More innovative approaches in responding to difficulties
- Enhancement of calculated risk taking
- Greater appreciation for benefits provided by employers
- Affirmative of personal capability and worth
- Development of pride and responsibility
- Positive resistance to feelings of isolation and alienation
- Enlarged sense of community and society obligation

According to the report, volunteer programs again help companies attract and retain good or competent employees. The report result shows that these activities help to develop characteristics such as creativity, trust, teamwork and persistence. The results assert that voluntarism builds skills and attitudes that foster commitment, company loyalty and job satisfaction. And through that community involvement, the study contends that employees can develop many valuable contacts with government and business leaders.

This study claims that largely because of these factors, 31% of the executive responding to the conference Board study, said they use employee-volunteer programs as part of their strategy to address critical business issues, whilst 19% incorporate voluntarism in their business planning.

Furthermore, a study conducted in 1992 by IBM and Graduate School of Business at Columbia University shows a clear link between voluntarism and return on assets, return on investment and employee productivity. This report maintains that a company with a high community-involvement score

also was likely to score high in profitability and employee morale. It further argues that morale is as such three times higher in companies without volunteer programs.

The report reiterates that corporate-volunteer efforts are thinly veiled attempts to generate good public relations, and surely public relations is a prime motivator for many companies. It is clear according to the study why most organised volunteer efforts are run by community affairs or corporate relations departments. But in the process of encouraging employee voluntarism, many employers according to the findings, are finding out, as an added bonus that volunteering is a way to address serious social problems and create happier, more productive employees.

In addition, the researchers on voluntarism programs highlight that more HR managers are taking on the responsibility for coordinating employee-volunteer programs. In fact, they reveal that 11% of companies surveyed by the Conference Board manage their volunteer efforts through the personnel or HR departments. Minneapolis-based National Car Rental System Inc as illustrated by the researchers is one of the afore-mentioned companies, and its corporate vice president of HR explains that volunteering is viewed as a human resource effort in his company because the efforts build teamwork, encourage professional growth and boost morale - and the ripple effect of increased morale cannot be underplayed.

Adding to this, Quester, a natural-gas company in Salt Lake City is also cited as an example. The study indicates that Quester has been able to retain employees, even though it pays less than the other utility in town, partly because of its volunteer effort. "Our morale is higher and our employees are more productive because they are involved with the community", explains

Bates, director of community affairs in Quester.

Another tangible benefit of volunteer program reported by the researchers, is the employee development, which is especially important in an era when many organisations are tightening the purse strings on workers training. When interviewed, Jenny Welch, director of administration and volunteer service for Helen Curtis in Chicago, explains that voluntarism gives employees the chance to develop skills they may not be able to in the workplace.

Citing a recent fundraising to fight AIDS, Welch further says, volunteers from her company learned project management and media-relations skills, public presentation skills, and planning, organisational and teamwork skills that will make them more effective on the job.

Again, in another philanthropic projects, the study contends that an American Cancer Society bike-a-thon pampaign, Helen Curtis employees not only raised 40 000 dollars for cancer research, they also put together a training book for future volunteers, detailing the activities that are needed to make the bike-a-thon a success. The study explains that, this book included also, a list of job responsibilities, budget consideration and an annual time line. According to the research, the book was put together by lower-level employees who could not have the opportunity to gain this administrative experience otherwise.

2.5 IMPORTANCE OF IMPROVING TRAINING AND DEVELOPMENT IN SOUTH AFRICA

In order for training to become an active and effective tool in respect of organisational and strategic development in the South African public service,

a coherent national training strategy has been developed and released in March 1997 by means of a Green Paper on Public Service Training and Education (GPPTE). The primary aim of this Green Paper is to comprehensively review the policy on and provision of training and education for public servants. The Green Paper outlines the policies and institutional structures necessary to make public service practice compatible with the National Qualification Framework (NQF) and Department of Labour's HRD strategy.

In addition to posing tremendous challenges, these developments also present tremendous opportunities in the area of training, retraining and the development of public servants as follows:

2.5.1 Training Principles, Priorities and Guidelines

A systematic and comprehensive review of existing procedures and regulations pertaining to public service training and education will be carried out, and appropriate changes made, with a view to overcoming constraints and facilitating the successful implementation of the principles, policies and interventions recommended in the GPPSTE.

Particular attention will be focussed on current systems of access and entitlement to training, prescribed courses, accreditation, and the operation of the personnel administration standard (PAS), as well as the relation of training and education to policies and procedures on job grading, remuneration, promotion, performance appraisal and recruitment and selection.

Changes in existing procedures and regulations will be accompanied, where necessary, by enabling legislation, in line with the proposed changes

envisaged in the Green Paper on Policy Proposals for a New Public Service Statute.

Based on this review of public service training and education, new and revised national norms and standards will be developed by the Department of Public Service and Administration (DPSA), in accordance with the principles, priorities and guidelines outlined, in consultation with all relevant stakeholders at national and provincial levels, and in negotiation, where appropriate, with the employee organisations represented in the Public Service Coordinating Bargaining Council.

More specifically, a review of prescribed courses will be undertaken with a view to promoting greater flexibility and relevance by replacing the prescription of courses with the prescription of core competencies for different grade levels. The responsibility for realising such competencies through the design and delivery of appropriate courses will be left to individual departments and provinces, in collaboration with training providers.

In order to ensure the uniformity and quality of training outcomes, steps will be taken to establish more effective structures, procedures and criteria for accreditation and quality assurance. The DPSA ad the proposed Public

Service Learning Organisation (PSLO) will take the lead role in this respect, in consultation with key stakeholders.

Effective forms of liaison will be established with the Departments of Education and Labour to ensure that these structures, procedures and criteria can be effectively integrated into the NQF and SAQA framework, as well as into the framework of Sectoral Learning Organisations (SLOs) and

leaderships proposed in the Department of Labour's Green Paper on a Skills Development Act.

The new system of accreditation will apply to all training providers, whether in-house or external. Courses will no longer be accredited individually. Instead training providers will be assessed for accreditation under one or more broad fields of competence, linked to the NQF. They will then only be allowed to tender for public service training and education in the specific fields or areas in which they have received accreditation.

Departmental and provincial training plans will be based on a detailed assessment, analysis and prioritisation of individual and organisational needs. The analysis of organisational needs will relate in particular to such issues as the improvement in service delivery and service ethos, the creation of rationalised and cost-effective structures, institution building and management, representivity and affirmative action, and the promotion of greater internal and external accountability.

The assessment of individual needs (personal, performance-related and career-related), will be facilitated by the introduction within departments and provincial administrations of a system of personal development plans for all employees. These will be designed to identify the needs of staff, and appropriate forms of staff development, training and education through which they can be met.

Personal development planning will need to be positively related to the introduction and operation of new and improved forms of performance appraisal, promotion and career progression opportunities more generally.

Departments and provincial administrations who develop effective forms of needs assessment and strategic planning will be eligible for the award of Capacity Development Standard (CDS), signifying excellence in the field of training and education. Awards will be presented annually by the Minister for the Public Service and Administration.

Tendering systems will be reviewed and improved in ways which support the new approach to training and education outlined in this document.

2.5.2 Re-establishment of institutional framework

The GPPSTE explains that an efficient, cost-efficient, consultative and well coordinated institutional framework for public service training and education will be established, centred around the following key processes:

- Strategic policy formulation and coordination
- Operational decision-making, planning and implementation
- Accreditation and quality assurance
- Organisation and coordination of training provision and providers
- Monitoring and evaluation

This Paper states that the DPSA will facilitate the establishment of the following organisations and ensure that they become operational as soon as possible:

- A Public Service Learning Organisation (PSLO), to take the lead role in standard setting, accreditation and quality assurance.
- A National Advisory Panel (NAP) for PSTE, to provide policy advice and to promote coordination, ownership and consensus-building around the new policy for PSTE.
- An Association of Accredited Training and Education Providers

(AATEP), to ensure the effective planning and coordination of the work of internal and external training providers.

It further highlights that Constructive forms of liaison and cooperation will be fostered between the DPSA and the Departments of Labour and Education, to ensure that policies for public service training and education are effectively integrated into the new HRD strategy (proposed in the Department of Labour's recent Green Paper) and the NQF.

Adding to this, the Paper indicates that clear roles and responsibilities will be allocated to the principal bodies and role-players at national and provincial levels who will play a key part in driving these processes, in particular the DPSA, the PSC, Heads of Departments and Provincial Administrations, Employee Organisations, Departmental and Provincial Training Committees, and the PSLO once it is established.

Furthermore, it is stated that measures will be taken to strengthen the capacities of these bodies, to ensure the effective coordination of their work, and to clarify and, if necessary, restructure their respective roles and relationships.

Again, the GPPSTE contends that national departments and provincial administrations will be required to produce strategic plans for training and education. These will include priorities, objectives and targets; action plans for their implementation; the identification of the necessary financial and other resources to support such plans; and the mechanisms that will be used for internal monitoring and evaluation. Strategic plans for training and education will be linked to broader institutional plans for service delivery, human resource development and organisational development, as well as to

the budget planning process.

It is further pinpointed that a representative National Advisory Panel for Public Service Training and Education will be established, to build consensus around a common vision and mission for public service training and education, and to play a key advisory role in relation to the above processes, with particular respect to strategic policy formulation, quality assurance, and the organisation and coordination of training provision.

On a dramatic level in gearing up to meet the demands placed on head-on, the Green Paper reports further that the major restructuring of South African Management and Development Institute (SAMDI), has been intended to reposition it and to enable it to respond effectively to the training needs of government. According to the Green Paper, the restructuring and repositioning have involved an evaluation and assessment of curricula content as well as the auditing of training, professional qualifications and skills of internal staff. This legislation reveals that the process mentioned has also entailed reducing the abnormally large administrative component and upgrading professional posts.

Further to the foregoing, a financing agreement between the European Union and the South African Government on Public Management Development Program has also been finalised. The Green Paper has recommended that this project should involve a three year training and education program for public servants in various areas through SAMDI, and a consortium of schools of public administration at various universities. SAMDI according to the report will also play a vital role in capacity building and training through the reorganisation of its activities to ensure that it fulfills

a more relevant and active role in the transformation process.

In order to make the above a success, finalisation of the GPPSTE has made it necessary for all the sectors to comply with the SDA, (which can, in one way or the other be called the end result of the Green Paper), to carry the transformation process forward, and ensure that such change interventions are implemented, monitored and evaluated, as enshrined in the White Paper on the Transformation of the Public Service (WPTPS). The Parliament Portfolio Committee on Public Service and Administration, the Department of Public Service and Administration under the leadership of the Minister and the Public Service Commission have been mandated to oversee the process.

The GPPSTE alludes that the role and functions of SAMDI will be reviewed, with a view to:

- placing SAMDI on a more competitive and cost-recovery footing;
- ensuring that SAMDI supports strategic government policy initiatives, e.g. capacity building for provinces and departments with respect to decentralisation and delegations of administrative powers.

With regard to provision, the Paper reiterates that government will encourage the development of a multiplicity of education and training providers operating as equals in a market environment. These will include internal (e.g.SAMDI) and external providers such as universities, technikons, NGOs and private training organisations.

Making use of a more varied and competitive range of training and education providers according to the report has the potential benefit of improved flexibility, quality and cost-effectiveness. This confirms that the attendant

risk of uneven standards will be alleviated by the introduction of improved forms of accreditation and quality assurance, within the proposed SAQA framework and managed by the PSLO once fully operational. The establishment of an Association of Accredited Training and Education Providers will also help in this respect.

In order to improve communication and information about training provision, the report suggests that a computerised national data-base should be established, containing details of accredited providers and their courses.

2.5.3 Improvement of monitoring and Evaluation of Training

The GPPSTE claims that improved mechanisms for the monitoring and evaluation of training and education will be introduced, both at the national level and at departmental and provincial levels, where departmental and provincial training committees will have a particularly important role to play. Specific criteria and performance indicators will be drawn up to form the basis for effective monitoring and evaluation.

It confirms that at the national level, a monitoring unit will be established within the Training Policy component of the DPSA to monitor and evaluate the overall effectiveness of the implementation of the new training and education policy. This unit will liaise closely with the PSC. The unions and the PSLO, once established, will also have important roles to play in the monitoring and evaluation processes.

2.5.4 The Development of Institutional Support Programmes

The Green Paper evidences that a number of institutional support programmes will be established to assist in the operationalisation of the new policy framework for training and education set out in this document. Donor

funding will be sought to support such initiatives. According to the Paper, the institutional support programmes will include:

- A Fast Track Training and Education Programme - to support Departments at National and Provincial levels in designing and implementing appropriate fast track training and education programmes to build institutional capacity, in particular at the management level.
- A Regulatory Framework Programme - to identify the legal and regulatory activities that will be required to effectively implement the White Paper.

- An Institutional Development Programme - to support the establishment of such bodies as the PSLO, the proposed National Advisory Panel for PSTE, and the proposed Association of Training and Education Providers.
- A Strategic Planing and Management Support Programme - to assist national departments and provincial administrations in the establishment of effective strategic planning mechanisms and processes in the field of training and education.
- A Donor Support and Coordination Programme - to ensure continuing donor funding for internal and external training providers, whilst ensuring the long-term development of local capacity.

An Information and Communication Programme - to assist in the setting up of a sophisticated and computerised information system and database for public service training and education.

2.5.5 Financial Provisions

In order to sustain the newly adopted vision of education and training aimed at addressing the backlogs of the past, the challenges and problems posed

by transformation, and the demands of the Reconstruction and Development Program (RDP), the report maintains that the public service's bursary scheme has been recently expanded to also cover financial assistance for pre-tertiary education and training. The development will albeit within the budgetary constraints, make financial assistance available to cover life long learning to a large number of public servants, as envisaged by the Green Paper. It maintains that the DPSA will liaise with the Departments of Finance and State

Expenditure, and with donors, to ensure this funding source is adequate, sustainable and equitably distributed for public service training and education.

The Green Paper proposes that at the departmental and provincial levels, a formula should be developed and introduced which will make it compulsory for budgets to contain a line item on training and education. In particular the formula will require heads of Departments to ensure that an appropriate budgetary allocation is made for training and education in proportion to the number and type of staff employed.

According to this Paper, the formula will be based on agreed norms and standards in relation to:-

- the time to be made available for training and education (for example, an average of 5 days per person per year);
- a specified financial target for training and education (for example, one per cent of each spending agency's previous years total budget).

It explains that a more sophisticated formula will be developed as more reliable data becomes available. This will be based, amongst other things,

on the number and type of staff in each department and the training needs that have been identified and prioritised.

Funds for PSTE could be allocated from a National Training Fund, as suggested in the Department of Labour's Green Paper on a Skills Development Act, although further consideration will clearly have to be given to the financial implications of this suggestion for Government as an employer.

The proposed new national institutional arrangements for PSTE (such as the PSLO and NAP) will be financed out of the budget of the DPSA in the short-term. If it is decided to convert a section of the training policy component of the DPSA to lay the groundwork for the PSLO, additional donor funds will also be sought to enhance capacity for this unit for the funding of additional short-term personnel and programmes.

In addition, the DPSA will also liaise with the Department of Education, with a view to securing changes in the current subsidy formula that will provide tertiary institutions involved in the training and education of public servants, and prospective public servants, with greater incentives than at present to develop and expand their activities in the fields of public and development management. This would serve to promote the greater involvement of tertiary institutions (and especially HDIs) in public service training and education, in line with the recommendations in this document and the White Paper on the Transformation of the Public Service.

The Green Paper confirms that a review will be carried out of the current schemes for financial assistance to employees (and prospective employees) for purposes of training and education. One of the main aims of this review

according to the Paper, will be to identify ways of ensuring greater equity in the access to training and education opportunities, particularly for lower level employees, many of whom until recently, were disadvantaged by regulations which did not provide for financial assistance to employees seeking training and education at pre-tertiary education level.

The Green Paper proposes a new Skills Development Strategy which, the Department of Labour believes, will achieve the restructuring and upgrading of education and training system to produce the skills our people need to succeed in the 21st century.

2.5.6 Skills Development Levy : South African Context

According to the GPPSTE, the SDA, which governs and oversees the skills development levy mechanisms, is designed to address the current national skills development crisis in South Africa and improve the government's World Competitive standing, by introducing a mechanism which will force employers to contribute towards skills training. As a result, each and every registered employer, from the SME to the largest corporate is compelled to pay a monthly fee of 0.5% of total payroll cost to SARS in the same manner as PAYE effective from 1st April 2000. This fee is known as the skills development levy, and it has been increased to 1% of total payroll cost in 2001, and it will remain as this percentage until a further review.

The Green Paper contends that through the SDA, a framework will be developed to implement workplace strategies aimed at furthering development and improvement of the overall skill level of the South African workforce. The GPPSTE suggests that strategies be implemented at a national as well as industry sector level and the new framework be integrated

with the National Qualifications Framework (NQF), which intends to be a register of all qualifications in South Africa. The SDA also allows for the development of learnerships, which are similar to the old apprenticeship system, the only real difference being that learnerships will not be limited to the development of technical skills only. The Act thus allows for the creation of firstly, the National Skills Authority (which manages the National Skills Fund) and secondly, Sector Education and Training Authorities (SETA's).

As stated in the GPPSTE, this Act will impact every employer registered with SARS. This implies that an employer must register *if liable to register with SARS for employees tax purposes* irrespective of *whether or not the employers total remuneration* for employees tax purposes *will exceed R250,000.* Adding to this, an employer must register if the total remuneration for employees tax purposes during the following 12 months period *will exceed R250,000* even *if that employer is not liable to register with SARS for employees tax purposes.*

However, exceptions to this are public service employers, religious and charitable organizations that are exempt from income tax and, as just mentioned, employers who can project a remuneration bill of less than R250 000 for the next 12 months. Adding to this, the GPPSTE explains that a contractor will not pay the Skills Levy if his wage bill is less than R250,000 or, he has a tax directive or, he is registered for VAT (if turnover is greater than R300,000 p/a he has to register) or, he is a member of a Closed Corporation which most contractors are.

The SDA clearly states that the definition in the Fourth Schedule of the Income Tax Act of "Employer" and "Employee" will apply. The definition states that an "Employer" pays and an "Employee" receives remuneration

which is defined as Salary, Leave Pay, Wages, Allowance, Overtime, Bonus, Gratuity, Commissions, Emoluments, Pension, Superannuation, etc. - it makes no
mention of payment via invoice. The Skills Levies are payable on "employees" remuneration only and not contractors. So, from an employers perspective fees paid to contractors are not deemed as part of their remuneration bill therefore no skills levy is due on them, and from a contractors point of view no levies are due (on themselves) as they have paid VAT or are generally members of Closed Corporations (which as previously mentioned, are excluded from the Act).

In terms of this Act, a contractor will not pay the skills level, if his wage is less than R250 000, he has a tax directive or, he is registered for VAT (if turnover is greater than R300 000 p/a he has to register). The Act further states that each employer that is liable for payment of the levy must have registered with SARS before the end of March 2000 by completing SDL101 forms obtainable from any Receiver of Revenue office around the country. SARS needs this form to ensure that the levy the employer pay to them is ultimately paid over to the right SETA.(normally to be specified on this SDL101 form by the employer).

The SARS' principle is that on a monthly basis the sections have to submit form SDL201 (Return for Remittance). This form contains details on the amount due by the employer as well as things like interest due, penalties, etc. This form together with the amount due must be received by SARS before the 7th of the following month and the first payment is due on 7 May every year starting from 7 May 2000. If the levies are not paid in time, interest at the current SARS rate will be charged, together with a penalty of 10% or even a fine of up to R500 000, if the employer is caught intentionally

attempting to avoid paying the levy. The section calculates the amount due to SARS in a particular month and there is a mechanism available which allows it to claim back the overpayment during the following month.

According to the Act, SARS can deduct the first 2 cents (0,02) of every Rand it receives from employers as its fee for collecting and administering the levies. The remaining amount is then distributed between two other bodies: The first, being the National Skills Fund (as controlled by the National Skills Authority), to receive 18 cents (0,18) of every rand for provision of unemployment training and learnership program creation and funding. The second recipient of the levies received will be the Sector Education and Training Authority (SETA) as selected by the employer, and they will receive the balance of the 1 Rand (i.e 80c) In some rare instances, the SETA themselves will be able to collect the levy direct from the employer.

The SDA further stipulates that employers will be required to train certain of their employees in the processes required pertaining to the development, implementation, monitoring and assessing of skills development plans and courses. The Act emphasises that only on completion of the relevant training programs will employers be able to claim back a portion of their levies from SETA. So, presently only SETA accredited trainers can train their employees until such time as their own internal assessors have been trained and accredited.

In addition, it states that any employer seeking recovery against the levy payment by way of grants must have registered with SARS in terms of the Skills Development Levies Act 1999 (i.e. submitted from SDL101 to SARS) must have actually paid their levies to SARS, and must be up to date with

levy payments to SARS / their SETA.

According to the SDA, in the first years of implementation four categories of levy grants have been identified:

Grant A will be paid back to every Employer / Company which either contracts with a Facilitator or that will take it's own responsibility for the establishment of a Workplace Skills Plan or which creates its own in-house training plan, and in this context, an Employer can recover 15% of the total levy paid in a year.

Grant B will be a "reward" to the value of 10% of the levy paid in a year for Employers/ Companies that actually complete and submit a Workplace Skills Plan which is accepted by the SETA and which satisfies the minimum criteria for the Workplace Skills Plan as specified by the SETA, and, to get their grant, the Employer / Company must have had grant A approved.

Grant C will be a "reward" to the value of 20% of the levy paid in the year for those employers / companies that complete the education / training interventions specified in the Workplace Skills Plan, perform the required assessments and produce the necessary reports as required by the SETA, this grant will only be applicable if grant A and grant B have been awarded to an Employer / Company.

Grant D is a purely discretionary grant up to 5% of the value of the levy paid in the year, which SETAs are empowered to issue as an incentive to further education and training interventions within a sector. A SETA can only spend this money once it has identified and/or produced adequate prove and documents regarding trends and shortcomings, firstly within Employers /

Companies in the sector and secondly in the sector generally as a whole. Learnership sponsoring will also be allowed with this type of grant.

The Act describes this levy as also the only one of the four types of levies that is not in proportion to the amount of skills levies paid by Employers / Companies within the sector, as is the case with grants A, B and C. It further explains that these grants will, if necessary, be supplemented by the National Skills Funds. In fact it has been found that this grant could, in some instances, be well in excess of he Employers contribution to this SETA.

2.6 SUMMARY

This chapter reviewed related literature on the problems and challenges facing the training and development units of the employment sectors. The concept of training and development was explained. The chapter further outlined different training and practices employed by other sectors and/or countries. The purpose and the attributes of a good training and development were described.

From this chapter, the following conclusion can be made about training and development practices:

- A legal framework or obligations and financial incentives for employers to provide training and life long learning is essential, to give training a statutory underpinning.

- Employers should try to retain highly-skilled employees by employing long-term strategies. According to Causer and Jones (1992), this can only be possible by ensuring a good 'fit' between employee and organisation when recruiting, providing training, developing flexibility in

the use of labour building employee commitment to the organisation. All these elements usually are related as being important components on HRM.

- Company's success depends on manager's ability to motivate employees to achieve organisational goals. And, it is vitally important for managers to understand motivational factors effectively. Aherne (1991) contends that employees motivational or development indicators should be traced from one simple fear of physical, finance or social financial or social punishment, through the scientific management movement that stresses financial reward to the more holistic and paternalistic approach.

- The company, aiming at creating and sustaining superior performance should take into account the important variable in the employees job design. Adding to this, it should create and encouraging work movement that offers guidance for designing a framework for a motivational strategy.

The following can be regarded as potential stumbling blocks that may hinder the progress of training and development:-

- Labour market that focus to a short term approach to filling the skills gap and fails to deliver long term training. Such organisations investment create skills gap since the sectors' normally depend on poorly qualified employees or cheap labour.

- The hope that workers will take responsibility for their own learning is a myth, as this will not deliver the skill development that the country's economy needs, and this will result in the country's competitors increase.

It is evident from the literature review that, to a greater extent, a number of strategies and/or guidelines can be employed by the employment sectors in their attempt to develop their training and development models.

CHAPTER THREE

DEFINITION OF THE PROBLEM AND MANAGEMENT QUESTIONS

3.1. INTRODUCTION

The aim of this chapter is to introduce concisely the problem the research will deal with and identify the content or the area within which the problem is situated. It will also give a more accurate approach to the issues and clarifies the purpose of the study.

3.2 RATIONALE TO THE PROBLEM

This research proposes to identify and evaluate the human resource development practices in the Department of Agriculture Conservation and Environment (DACE). It sees it necessary to highlight amongst others, specific anomalies that require urgent attention by management in order to transform the Department's HRD to be effective and adapt to the global good governance agenda:

- Lack of a training policy and strategic training plans: Training is ad-hoc in the department with poor training design and/or programmes. Training needs analysis is done improperly if not inappropriately. The training unit does not comply to the required induction programme to cater for newly appointees hence their training and development needs are not catered for. Training programs are not well co-ordinated and communicated both within the Department and between other training structures. This weakens the current co-ordination structures and mechanisms. Training in the department is not prioritised. Instead ,it is perceived as a cost, as a result training budget is always the first to be cut and under-utilised. Top management of the department is totally

not committed and supportive to training and development inniatives. Furthermore, the training unit is unstructured, incapacitated and with very limited training equipment.

- Poor utilisation of human resources: Peoples' needs are not responded to. For example, there are qualified and competent staff in the department, but they are ineffectively and inefficiently utilised. As a result, employees are demotivated and demoralised. Furthermore, there is limited use of performance management system and general ignorance from management towards career path and succession planning facilitation, which hampers the implementation of equal opportunities and employment equity to promote the empowerment of the previously disadvantaged groups.

- Poor HRD planning: Managers are not trained to understand HRD importance and to integrate it into the overall strategic planning processes of the Department. Programmes for skills development are not undertaken in line with human resource planning requirements, career path and succession planning. Even though HRD is strategic, the plans are not implemented and evaluated. In addition, line-managers are not involved in determining training and development programmes because top management ignores such inniatives.

- Lack of career development initiatives and worker diversity: Generally, there is a low level of service delivery. The reason being that employees are inefficient and not innovative because they are not trained in a wide range of skills and new competencies. Most of the staff work on routine jobs. Their jobs are not enriched and the work environment is not supportive and collaborative to enhance worker

participation. The work rules are not structured in a way that can fully utilise the skills and capabilities of all employees. Again, there is no room for improvement for poor performance in the department. Poor performers are not always supported to improve and address deficiencies hence rewards and promotions are stagnant.

- Poor HRD monitoring and evaluation mechanisms: The HRD unit lack monitoring and evaluation systems to measure performance and evaluate HRD outcomes, and to review legislation, in particular, to ensure compliance with the New Constitution.

- Poor organisational culture: Generally, the Department is disempowered in terms of work ethics. It does not strive to promote and maintain a standard of professional ethics.

3.3 STATEMENT OF THE PROBLEM

The overall South African Workforce experiences serious economic problems. These problems have been identified as serious obstacles towards human resources development in the employment sector. The primary purpose of this study is to find out whether there are workable and effective strategies or approaches that can assist in eliminating the problem to be studied, with particular reference to DACE. This study will attempt to research the solutions to the problem as they have been unfolded in the research questions below:

- Is there lack of skills within the Department, which makes the workforce unproductive and unmarketable?

- Is there lack of motivation by the Department's employees to venture

into entrepreneurial careers during the time of retirement or when they are being retrenched?

- Is there poor performance towards the expected department's strategic objectives as far as skills development and technical training is concerned?

- Is there a gap existing between the previously white privileged and black marginalised management in terms of economic opportunities?

- Is there a mismatch of skills between what is required by the Department and what exists in the labour market?

- Is there an ad-hoc nature of the accreditation system by training providers that weakens the development towards effective uniform standards within the department and across the public services and other sectors?

- Is there poor design on training programmes, inappropriate training needs assessment or analysis and methodology therefore?

- Is the training and education approach fragmented and uncoordinated in the Department? Does it result in the absence of resources and accountability for ensuring that employees are empowered and developed to take up challenges they face?

- Is there an ineffective and inefficient public service due to incapacitated staff?

- Is there lack of a strategic, needs-based, outcome-based and competency-based approach to Public Service Training and Education (PSTE), directly related to the development needs of the public service as outlined in the Restructuring and Development Programme (RDP), the White Paper on Transformation of the Public Service (WPTPS) and other related legislation?

3.4 SUMMARY

This chapter has stated a brief synopsis of the problem under study. It has presented a detailed rationale, which clearly stated why the problem should be considered for study.

The identified study problems if carefully considered and addressed, will allow the speedy and successful implementation of the workplace skill plan, the employment equity plan and the accelerated developmental training for affirmative action programmes in the DACE, and ultimately, the envisaged excellent service delivery in the Department will ultimately be accomplished. The outcome will not only leave the DACE workforce effective and efficient, but will also give the country the opportunity to compete globally and finally boost our country's economic advantage since agriculture, conservation and environment are the corner stones of the countries economy.

CHAPTER FOUR

RESEARCH DESIGN

4.1 INTRODUCTION

This chapter purposely explains the rationale behind the methodology employed, and also how the research was conducted. That is, it briefly explains the study subjects, instrumentation used and procedure or plan to address the study purpose and objectives as well as the data analysis. It further outlines the steps that were taken to ensure the reliability and validity of the study. The theoretical framework provided in chapter two, and the objectives of the study as stated in chapter one (cf. 1.4), have been the guiding force in this research.

Empirical investigation is needed to analyse the employee's skills level. Therefore, the importance of training and development for the effective and efficient performance and service delivery of both the individual employee and the organisation as an employer, and the service provider should be emphasised, not only to survive in the demanding and turbulent environment, but to boost the country's economy as well.

4.2 RESEARCH TOOLS

Leedy (1993) argues that the research tools are merely ancillary to the ultimate goal of the research itself: to derive conclusions from a body of disparate facts and discover that which was hitherto unknown. He further pinpoints the general research tools below:-

- Library and its resources
- Techniques of measurement
  statistics
- The computer and its software, and
- Facility with language : both English and required foreign language

For instance, in the literature review, a thorough study of the secondary

and primary source with regard the historical employment background, the global human resource development experiences, problems, perceptions and practices has been done. The literature study also outlined the importance of improving human resource development. A dialogue search has also been gleaned. It covers a wide spectrum of primary and secondary resources, that is, journals, reports, books, documents etc. The literature promotes critical thinking and avail insight to various approaches, perspectives and methods of enhancing human resource development. Cresswell (1994) argues that the purpose of a literature study is to relate a research study to a larger, on-going dialogue in the literature about a topic, filling gaps and extending prior studies. For the purpose of this study, literature study relates to training and development successes, failures and as a tool to improve HRD.

Leedy (1993) goes further to reiterate that, with research especially, researchers should be careful not to equate the tools of research with the genre or methodology of research. He lucidly explains that, tool is ancillary, the methodology is indigenous. Here, he simply means that the tool is what the research employs to a mass data or manipulate it to extract meaning from it.

4.3 RESEARCH METHODS

Leedy (1993) goes on to say that the methodology of research is the particular characteristics that the whole research project assumes because of its procedures or character of its data. He pinpoints out that methodology is an operational framework within which the facts are placed so that their meaning may be seen more clearly. Put simply, research methodology assists in explaining more vividly the nature and origin of the data, the type of method the researcher has utilised to process such data to arrive to a conclusion. In this regard, Leedy (1993) spells out concisely, principal items below, which in most cases help

towards the achievement of a pragmatic presentation of the data:

- What data does the researcher need?
- Where is the data located?
- How do s/he intend to get the data?
- Precisely and in detail, what does s/he intends to do with the data.

In the light of the above, the following research methodology instruments have been discussed:

- Questionnaire
- Population and sampling
- Data analysis techniques

The data has been gathered from all employees from the top management down to the lowest level within the Department, using self-administered questionnaires. With regards the employees who were unable to fill the forms for themselves due to disability or illiteracy, assistance was offered.

Officials from Transformation and Training explained the research project as well as the procedures for collecting the data from the respondents. Questionnaires were accompanied by a seminar briefing to acquaint the employees with the effects of change management principles adopted in the Transformation and Training Division. This was done to assist employees in planning and developing their skills purposely for career advancement and the departmental prosperity and growth.

On perusal of literature concerned, the researcher has also found out that the qualitative research method will be suitable for this study. The reasons are that quantitative methods are more concerned with maximising the objectivity and testing the validity of what we think we are observing, whereas qualitative methods are more concerned with

subjectivity and tapping the deeper meaning of what is being studied.

Crabtree and Miller (1992) confirm the above by lucidly explaining that qualitative method is being used for identification, description analysis and explanation and generalisation. On the other hand, Rubin and Babbie cited by Sepuru (1989), assert that qualitative method is empirical in that, it utilises experience and observation en route to knowledge. However, although data will be analysed mainly through the qualitative method, statistical analysis will also be employed in this study.

4.3.1 Questionnaire as a research instrument

Borg and Call (1989) and Eichelsberger (1989) state that almost all the researchers in the fields mostly use questionnaires and interviews for many purposes. Questionnaires and interviews are common research instruments used for data collection in survey studies. Leedy (1993) confirms the statement by emphasising that a common-place instrument for observing data beyond the physical reach of the observer is the questionnaire. He indicates that since data sometimes lies deep within the minds, attitudes, feelings or reactions of people, this tool is very much appropriate and relevant in extracting such data.

4.3.2 Advantages of Self Administered Questionnaire and Seminar Session

The self administered questionnaire and seminar briefing were employed because of the following advantages:

- Speed : information from respondents could be obtained at the end of the session
- Ease of processing : the questionnaire could be carefully structured and precoded and processed, and very few open-ended questions are used
- Anonymity/confidentiality of respondents: respondent's information

remains confidential. It will only be known by the respondent, his/her supervisor and the researcher or the training official. This is crucial because doubts about confidentiality could influence the validity of responses. The HRM professional ethos in this regard always endorse the confidentiality and anonymity of personnel with regard to the disclosure of personal information.

- Homogenous stimuli : since questionnaire are standardised, the stimuli provided are similar
- Geographical coverage : respondents from all DACE Regional offices in the NWP could be reached
- Response rate : high response rate is common
- Interpersonal communication : researchers are always there to give clarity of wording misunderstanding, instructions and brief overview.

4.3.3 Disadvantages of self-administered questionnaires and seminar briefing

Costly : travelling and subsistence costs reduce the operational budget of the unit since officers have to travel to regional offices throughout the Province to self-administer questionnaire.

4.4 RESEARCH CONSTRUCTION

4.4.1 Population study and sampling design/frame

Each and every individual employee working for the Department of Agriculture, Conservation and Environment (DACE) has been targeted and hence contributed to the population study except for those employees working on contractual basis. This implies that every incumbent from the very top management structure to the lowest level has been identified as units or elements of analysis in the study.

The sampling frame has been drawn from all Head Office staff, Agricultural Field Services (AFS's) including their Field Service Units

(FSU's) Agricultural District Centres (ADCs) and the Technical Support Services (TSS). Random sampling was used to cover the whole population study. Random or probability sampling is an unbiased sample in the sense that each member of the population has an equal chance of being selected. Therefore, observation true of the sample in this study, have been assumed to be of the true population. For this study, the population is all the employees within the DACE in the North West Province (NWP).

According to Bailey (1994) the best known method of the probability sampling procedures is simple random sampling. He further contends that when this method is used, all members of the population have an equal and independent chance of being included in the sample. In this study, the sample frame will encompass the five regions of the department, namely, the Head Office, Technical Support Services (TSS), Agricultural Field Services (AFS) from central, East and West of the province, to allow every component of the department to respond to the study.

4.4.2 Administrative procedures for data collection and follow-ups

Two colleagues accompanied a researcher from the unit and one from recruitment section to conduct a field survey around the Province from 15 May to 28 June 2000. Almost all the staff participated in the briefing sessions and the filling of the inventory questionnaires. During the sessions, the process was explained and the staff members were invited to ask questions. A one day period was extended to the divisional staff members to fill in the questionnaires, sign and return them to their various supervisors to verify the information given and finally sign and submit to Transformation and Training Unit. Members who were absent during these briefing sessions were allocated time to join sessions in other Divisions. In the absence of line managers, colleagues were requested to

take copies of questionnaires for staff who were absent from work during the sessions and were requested to brief and assist them in filling the forms. Agreement was reached with immediate supervisors and managers to ensure that all questionnaires are answered and returned to the relevant unit.

4.4.3 Response rate

Most of the forms have been received and a very high and/or positive response was achieved, though not all the staff members have responded. Out of (n=2 274), 2209 usable questionnaires were returned. Latest submissions from those members whose supervisors were absent and who themselves were absent during their scheduled presentations have been extended. Although most employees were discouraged to fill in the forms due to the fact that they once participated in the exercise twice and never received any feedback, they were persuaded and promised a report back.

Besides, there was a general feeling that the audit report might be used As a strategy for retrenchment and this was also clarified.
Assumption is therefore made that those members who did not submit their questionnaires are either not co-operative or resist change or fear of the unknown.

4.5. QUESTIONNAIRE DESIGN AND LAYOUT

The measuring instrument has the greatest influence of the reliability and validity of the data collection, therefore great care has to be taken in the construction of the questionnaire. A well constructed questionnaire according to Schnetter (1989) foots the reliability and validity of the data to acceptable level of tolerance even although there are no right or wrong answers to the questions.

In this study, a short skills inventory questionnaire has been preferred taking into consideration, the total huge staff complement of the department to be studied. Despite this, information regarded as paramount to the study is contained in the questionnaire primarily to elicit the feelings, expectations and goals of the employees toward their envisaged values and work targets.

In addition, some guidelines of designing a questionnaire as pointed out by Bailey (1994) and McMillan and Schumacher (1993) were also considered:

- Double-barrelled statement in questions (two-in-one question/statement) which require the subject to respond to two separate ideas with a single answer was avoided. Biased questions as well as negative items were not included. This means questions were only limited to a single concept or idea of the aim of the study and its importance to assure them their confidentiality and to encourage them to participate.
- Slang in questions or wording and ambiguity were not included. It was ensured that an item achieves clarity so that respondents interpret it in the same way.
- The shortest version that conveys what is intended was preferred when writing a questionnaire of this study. Put simply, long and complicated items were avoided because they could be more difficult

to understand.

- Questions were asked in a more neutral form, because, if stated negatively, respondents would have unconsciously overlooked the negative word, so their answers would have been the opposite of the intended.
- Questions asked referred to concrete and specific issues and had specific answers, and
- Questions were relevant, as a result, respondents were asked questions that are important to them, because if they are unimportant, respondents would respond carelessly and the results would be misleading.

4.5.1 Pre-testing the questionnaire

McMillan and Chumacher (1993) are of the opinion that the questionnaire should be developed and tested to a small sample of respondents before starting the study. They further argue that respondents pre-testing the questionnaire should be drawn from the sample that will be used in the main study. According to these researchers if the questionnaire is pre-tested, the researcher will be able to know if it takes long to complete and if the instructions and items are clear or not. The results of the pre-test should then be used to refine the questionnaire.

Therefore, to determine any ambiguity and flaws the questionnaire was pre-tested using a sample of five (n=6) HR managers. Enough space was provided for respondents to comment on the points that needed to be considered for the improvement of the questionnaire. The pre-test results were checked and the suggestions made by respondents were taken into consideration to improve the questionnaire.

4.5.2 Format and content of the questionnaires

The format of the questionnaire will be based on the types of questions

asked to the respondents by the researcher. The questions are based on sections, namely A; B; C; D and E:

Section A - C : Gather information about biographical and demographical information of respondents.

Section D : Gather information about merit history of respondents.

Section E : Gather information about career planning of respondents.

4.5.3 Final questionnaire

The final questionnaire was administered to all the employees of DACE in the NWP.

4.5.4 Covering letter/memo

The covering letter or a memo forms part of any survey involving a questionnaire, purposely to introduce the questionnaire to the respondents.

The letter must be signed by someone who (appear to be) is associated with the respondents, preferably the head of the unit, department, institution organisation, school and so forth. Wiersma (1995) asserts that it should be on the letterhead of the institution with which the respondents are at least knowledgeable about. In most cases, if the letter or memo is signed by the most superior person stated above, stating all the specifications, the response rate is very often good because of his/her power influence.

In this study, same procedures as above were considered. A memo was

written, signed by the appropriate figure and faxed to all Regional managers informing them of the intended research and requested them to cascade information to their staff with all the necessary or specified details. Time schedule for the researcher's visit to their offices and what is expected of them were tabulated. The memo also reassured the respondents that the information they will be providing will receive the confidentiality it deserve.

4.6 PROCEDURE FOR DATA ANALYSIS

4.6.1 Coding and editing

Coding and editing were used. Coding is the process of reducing the responses in the questionnaires and grouping similar responses into categories which are represented numerically whilst editing expedites coding.

4.6.2 Data processing

Transcription was used as a method of capturing questionnaires information into the computer. A data file of respondents was constructed and the data was cleared by eliminating certain mechanical coding errors. Questionnaires were counted and converted into percentages. Some were analysed in terms of statistical dispersion measures.

4.6.3 Data analysis

Descriptive statistics like percentages, mean and standard deviation as well as measures of tendency and dispersion are employed in the analysis of the data. Furthermore, pie and bar graphs are also used in order to simplify the interpretation of the data.

4.7 SUMMARY

Questionnaires were the major instruments used in the collection of data in this study because of is advantages (of 3.2.1). Furthermore, the

methodology of the study was then explained to give an understanding of the procedures that were followed in the data collection.

CHAPTER FIVE

RESEARCH FINDINGS

5.1 INTRODUCTION

The purpose of this chapter is to present the finding of the research study. It reports on the empirical investigation of the current skills level analysis to enhance human resources training and development in the Department of Agriculture, Conservation and Environment, North West Province (DACE). The description of the findings follows the hypothesis presented in chapter 1 (cf. 1.5) and addresses the study problem in chapter one (cf.1.3). The qualitative and quantitative data collected through the investigation are summarised and discussed.

5.2 DATA ANALYSIS

Data in this chapter will be presented in tables, graphs, charts and written texts.

Review of data collection instrument

Data to be presented was amassed through the utilisation of the questionnaire instrument. Out of 2274 questionnaires distributed to respondents, only 2209 usable questionnaires were returned. All DACE staff completed the questionnaires.

5.3 DEMOGRAPHICAL DATA OF THE RESPONDENTS INTO TABLES

Stuart (1992) stresses the importance of recognising individual diversity of age, background, education and intelligence in analysing training needs and designing training programmes. He includes rules about assessing training needs and learning preferences, understanding the variety of learning styles, creating a learning partnership, training programme content, learning transfer from the classroom to the

workplace, and evaluating training outcome. Table 5.1 below was drawn to gain a picture of the biographical and demographic characteristics of the respondents. The profile provided helps us to know briefly who the employees of DACE are.

A brief summary of the information provided in Table 5.1 is discussed below.

TABLE 5.1 : DESCRIPTION OF DEMOGRAPHICAL DATA OF DACE EMPLOYEES

1.	Age (Question A-1)	Number1	%
1.1	20-29	47	7%
1.2	30-39	623	28%
1.3	40-48	613	28%
1.4	49-57	542	25%
1.5	58-66+	284	13%
	TOTAL	2209	100
2.	Gender (Question A-2)	Number	%
2.1	Male	1592	72%
2.2	Female	617	28%
	TOTAL	2209	100
3.	Race (Question A-3)	Number	%
3.1	White	220	10%
3.2	Black	1937	88%
3.3	Coloured	24	1%
3.4	Asian	28	1%
	TOTAL	2209	100
4	Highest Qualifications (Question B-7)	Number	%
4.1	Std 9 and below	1149	52%
4.2	Std 10 + other certificates	721	33%
4.3	National Diploma	120	5,4%
4.4	First Degree (including BVSC and BVMCH)	110	4,9%
4.5	Honours	62	2,8%
4.6	Masters	42	1,9%
4.7	Doctorates	5	0,23%
	TOTAL	2209	100

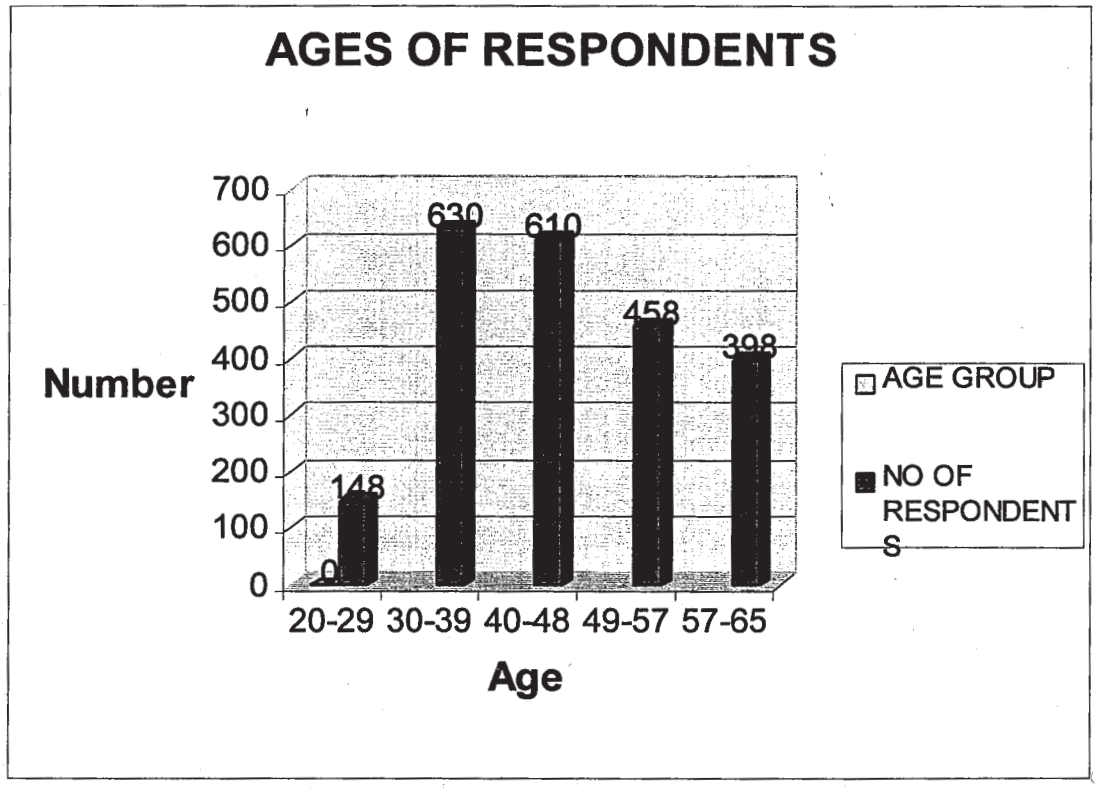


FIGURE 5.1 : AGE OF RESPONDENTS

5.3.1 Age of respondents (Section 1 Question A-1)

Respondents reported their age by choosing one of the five age groupings. Table 5.1 and Figure 5.1 indicate that the majority of the respondents, that is 28% are between the age of 30-39 and 40-48. These

respondents still have some years away to retirement and they have a reasonable experience in their jobs. 25% of the respondents are above the age of 48, that is, between the age of 49-57 whilst 13% are between 58-66 just on their last lap towards retirement. Only 7% are between 20-29 and they are just entering the labour market.

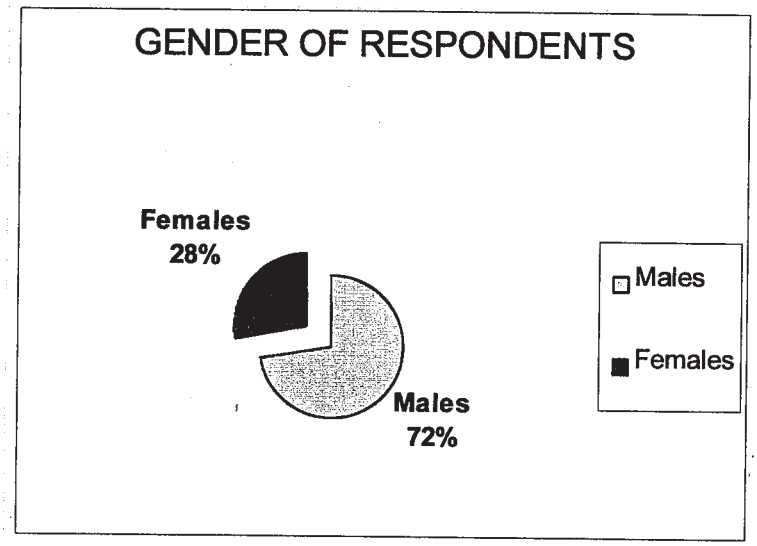


FIGURE 5.2: GENDER OF THE RESPONDENTS

5.3.2 Gender of respondents (Question 1 Section A-2)

Table 5.2 and Figure 5.2 clearly indicate that of the total respondents 72% (72.1%) are males an 28% (27,9%) are females. This suggests that females are still under-represented due to the traditional nature of the core functions of the department, namely, agriculture, conservation and environment. It is imperative to note that there is a paradigm shift in the work roles today, hopefully this scenario created by the imbalances of the past need to be addressed.

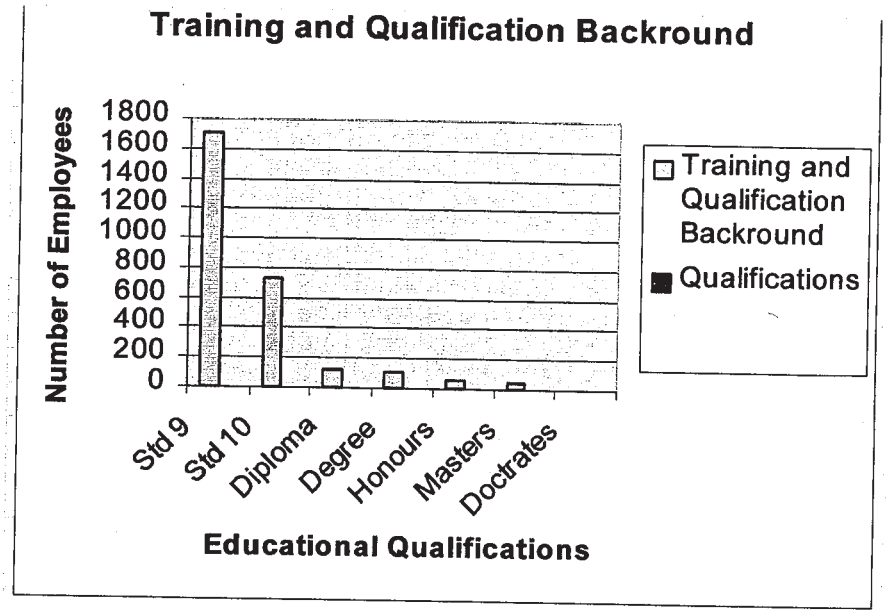


FIGURE 5.3 : HIGHEST ACADEMIC QUALIFICATION (QUESTION B-1)

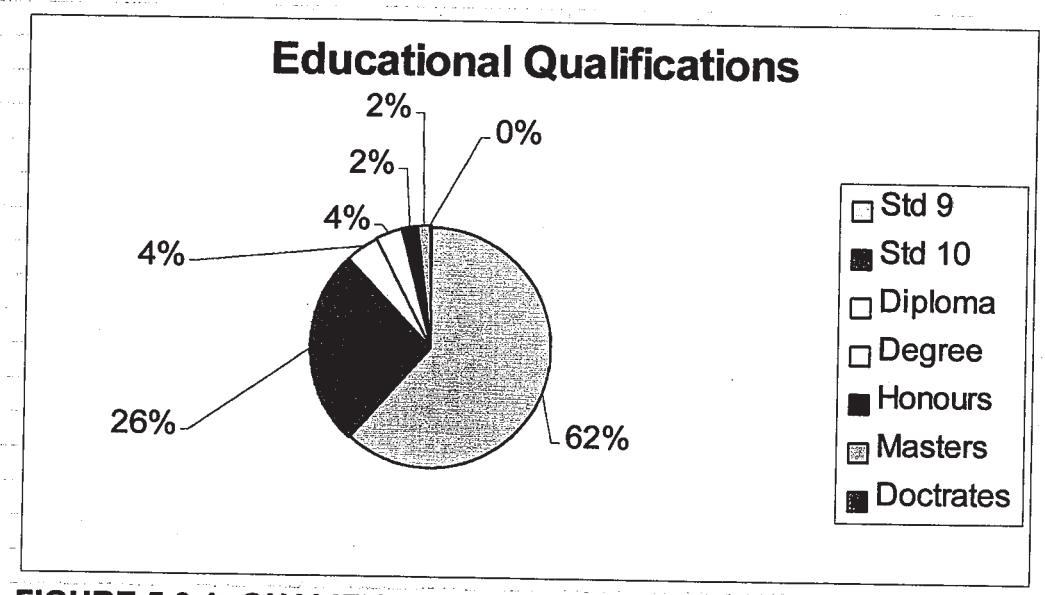


FIGURE 5.3.1: QUALIFICATIONS OF EMPLOYEES (NQF)

5.3.5 Highest qualifications of respondents (Question 1 Section B-1)

Respondents were further requested to indicate their academic qualifications. The most striking observation to be made from Table 5.3 and Figure 5.3 and Figure 5.3.1 is that out of 2209 respondents only 4,9% have earned their first degrees including Bachelor of Veterinary Science(BVSc) and Bachelor of Veterinary Medicine Surgery (BVMSc) and 5.4% national diplomas respectively. 2.8% have obtained their honours degree, only 1,9% have their masters degrees and 0% doctorate. 33% have completed their national senior certificate and are furthering their studies whilst 52% are below Std 10, that is Std 9 and below. This data expedites the department to implement ABET and to commit itself to lifelong or adult learning to fix the skill gap it experiences.

Employees who possess Std 9 and below are mainly from Technical Support Services (TSS) and are mainly black males. TSS comprises of a previously privileged white population in terms of economic benefits and/or educational background. This is evidenced by TSS qualification background in Table 5.3.5.1 below.

TABLE 5.4: QUALIFICATION BACKGROUND: TECHNICAL SUPPORT SERVICES (TSS)

QUALIFICATIONS	RACE	GENDER	RATIO
Post qualifications	90% (W) : 10% (B)	84% (M) :	16% (F)
National Diploma	70% (W): 30% (B)	75% (M) :	35% (F)
Std 10	80% (B) : 20% (W)	30% (M) :	70% (F)
Std 9and below	97% (B) : 3% (W)	88% (M) :	12% (F)

Table 5.4 indicates that in general, 75% to 84% males dominate females with regards to post qualifications and National Diploma. Young generation and the middle class take the lead in literacy rate with white male dominance because of the traditional nature of the Department. 70% to 90% of the population in the region comprises of whites. Std10 is dominated by the previously disadvantaged black males (88%) as compared to females (12%), and in terms of race, blacks (80%) dominate white (20%). Again, in Std 9 –0, blacks (97%) dominate whites (3%). Briefly, the implications here is that males are found both in very high managerial positions and the males and in very lower positions (general workers mostly blacks). Racial inequality plays a role here because of the legacy of the past.

NB: The abbreviation 'AFS' captured on the Table's caption refers to the Three Agricultural Field Services established by the Department, namely, Western, Eastern and Central service points.

'Asteriks' in TABLE 5.5 below indicate that qualifications and experience do not match the ranking. 'Bold' reveals the unusual situation in job mobility. This is briefly explained under the interpretation below.

'Concentrated; scattered and loosely scattered' below refer to the line or measures of dispersion as far as employees experience (years) is concerned.

TABLE 5.5 : QUALIFICATIONS AND EXPERIENCE IN YEARS : HEAD OFFICE AND AFS's

QUALIFICATIONS	RANKING	CONCENTRATED	SCATTERED	LOOSELY SCATTERED
Phd	Director		35*	
Masters	Director		20*	
	Dep. Dir.	30*; 20*		30*
	Asst. Dir.			20*
		20;25;		
	2nd level off.	21*; 20*		20*
Honours	DDG			18
	Dir.			35*;16
	Dep. Dir.	20*		35*; 25*; 20; 16
	Asst. Dir.	22*; 24*		21; 23*; 25*;
	1st level off.	10-15; 16-20*; 21-25*		
BVSC / BVCH	Dep. Dir.	8		34*
	Asst. Dir.			20*; 17
1st Degree	Dep. Dir.			38*; 34*; 30 18; 32*
	Ass. Dir. 1st level Off.	18; 20*' 19; 22*; 25*		10; 9; 15; 26*; 30*
Diploma	Dep. Dir.	12		
	Ass. Dir.	10; 18; 16;		11
	Snr Techs	12; 10; 5; 3		34*; 22*; 20*; 4; 9; 7
Std 10	Dep. Dir.			**18**
	Ass. Dir.			12; 34; 22; **6**
	1st level off			18; 21; 20; **5; 7**
	Snr Clerks	3; 15; 12		2; 9; 3; 35; 15; 38*; 16; 27*; 20; 18
St 9-0	Ass. Dir.			**36**
	Asst. Clerks	20-30; 30-40;		1-10
	Gen. Workers	30-40; 20-30; 10-20		

As indicated earlier, asteriks in Table 5.5 highlights the mismatch found when comparing employees' qualifications and experience in employees' ran king. Asteriks reveals that an employee has been promoted to a more higher rank despite the fact that his/her experience is less than it is required in terms of relevant measures. This situation again occurs whereby the employee has neither appropriate experience nor qualifications but s/he has been promoted.

On the other hand, unusual situation is revealed whereby an employee has been promoted because s/he has extensive experience but possesses very less qualifications that cannot even be considered even if relaxation measures are in place or can be applied. This situation occurs due to the personal favours, political handshakes received by the employees from the system or authority (both previous and current). It also occurs as a result of racial discrimination. This practices are experienced by employees located in the Head Office and its Regions except TSS.

TABLE 5.6 : QUALIFICATIONS AND EXPERIENCE IN YEARS : TSS

QUALIFICATIONS	RANKING	SCATTERED	LOOSELY SCATTERED
PhD	Asst. Dir.	16	25*; 20*; 4
Masters	Dep. Dir.		30*; 20*
	Asst. Dir.	20*; 18;	16; 14; 12; 6; 3
	Chief Techs.		24*; 18; 16; 8
	Snr Techs		9; 6; 3; 2
Honours	Director		
	Dep. Dir.	30*	12
	Asst. Dir.	13;12	24*; 20; 16; 11; 9
	Chief Techs		24*; 11; 6
BVSC / BVMCH	Dep. Techs		20;8
Degree	Directors		30*; 24*; 20; 15
	Ass. Dir.		24*; 19; 12
	Chief Techs		34*; 24*;20;9; 6;3;2
	Snr. Techs	2	18;9;1
	Techs		9;3;2;1
Diploma	Asst. Dir.		16
	Chief Techs		24*;18;16;12
	Techs	8;3	9;5;4;2
Std 10	Snr. Clerks	14;13;4	35*;30*;22;19;
	Princ. Typist		12;11;10;1
Std 9-0	Gen. Workers	30-40; 20-30 10-20	

Again, Table 5.6 above reveals the mismatch in terms of qualifications and experience in ranking employees based at the Technical Support Services Region. It also reveals the unusual situation with regard job advancement. However, Table 5.5 pinpoints that even though there are

some minor irritations with regard to above-mentioned variables the leverage or balance occurs.

TABLE 5.7: TOTAL NUMBER OF EMPLOYEES IN EACH OCCUPATIONAL GROUP WHO RECEIVED TRAINING DURING THE YEAR 31/3/1999 - 31/3/2000 IN THE DEPARTMENT

OCCUPATIONAL CATEGORY	SALARY LEVEL	TOTAL
Senior Officials and Managers	16-13	
Professionals	12-10	52
Technicians & associate professionals	9-6	136
Clerks, etc.	5-3	40
Craft and related trades, Operators, etc Elementary occupations	2-1	22
TOTAL	192	265

Table 5.7 above shows that the total number of employees who received training in each occupational level during the financial year 1999/2000.

TABLE 5.8: TRAINING COURSES RECEIVED IN THE OVERALL DEPARTMENT FOR THE YEAR ENDED 1999/2000

RANKING	RACE AND GENDER				NUMBER OF TRAINING COURSES OFFERED
	WM	WF	BM	BF	TOTAL
Directors and Deputy Directors	6			14	20
Assistant Directors	5	2	21	2	30
Professionals and Agricultural Technicians	4	12	58	45	119
Labourers					0
TOTAL					184

NB: The acronyms below explains the variable presented on the Table 5.8

Above:-

WM = White males; WF = White females

BM = Black males; BF = Black females

Table 5..8 indicates that the training courses undergone by various management levels for the year ended 1999/2000. Directors and Deputy Directors have been offered about 20 courses, Assistant Directors 30 courses, professionals and agricultural technicians 119, whereas nothing has been tailored for the labourers. This shows that in normal circumstances, when training is offered, management dominates training when one compares the number of courses received in the above scenario to the total complement of each level above, particularly in the Head office and three other regions excluding TSS..

TABLE 5.9: OCCUPATIONAL LEVELS AND ON-THE-JOB TRAINING OFFERED: TSS

MANAGEMENT POSITION	MAXIMUM COURSES DONE	MINIMUM COURSES DONE
Top management	20	12
Middle management	20	12
Lower management	8	6

Contrarily, Table 5.9 above reflects maximum and minimum courses received in all management levels, and it bear testimony of what training is in TSS. Top management as used in this context encompasses Deputy-Director General, Chief Directors and Directors. Middle management include Deputy Directors, Assistant Directors. Lower management include officers and technicians. This includes Senior Agricultural Scientists; Chief Agricultural Technicians; Chief Personnel Officers; Senior. Administrative Officers; Principal and Senior Communication Officers; Admin Officers; Principal Personnel Officers; whilst non-management include clerical staff and labourers. Top

management and middle management have undergone a maximum of 20 courses while lower management has undergone 8 courses. The minimum courses undergone are 12 and 6 respectively. It goes without saying that 90% of staff is well trained and developed, and that training is an on-going process in TSS.

TABLE 5.3.6.3: OCCUPATIONAL LEVEL VS AGE GROUPING

OCCUPATIONAL LEVEL	SALARY LEVEL	AGE GROUPING	F	%
Senior management	16-13	20-29 30-39 40-48 49-57 58-66	0 1 1 1 2	0% 0.045% 0.045% 0.045% 0.095%
Professional or middle management	12-10	20-29 30-39 40-48 49-57 58-66+	3 12 14 18 7	0.15% 0.54% 0.64% 0.84% 0.37%
Technicians + Associate Professionals or lower management	7-6	20-29 30-39 40-48 49-57 58-66+	98 262 214 134 99	4% 12% 10% 6% 2%
Clerks etc.	5-3	20-29 30-39 40-48 49-57 58-66+	13 86 110 97 96	1% 4.5% 8% 4.1% 4.3%
Crafts and related trade	2-1	20-29 30-39 40-48 49-57 58-66+	33 262 274 292 80	2% 12% 12% 13% 3.6%

5.3.4. Current position held in the department

Table 5.10 above represents the over-all picture of occupational levels, salary level and age grouping for employees in the department. Respondents were requested to state their ranks and their current posts. The Table indicates that of the total population, 0,23% represented top or senior management; 3% (2,5%) professionals or middle management; 36% (34,5%) technicians and associate professional or lower management and 61% (60,79%) were non-management (clerks, crafts and related trade respectively).

Top or senior management in Table 5.10 encompasses the Deputy-Director General, and Directors, middle management include Deputy Directors and Assistant Directors. Lower management entails officers, technicians and chief clerks or higher ranking clerical staff, whilst non-management involves lower ranking clerical personnel, crafts and related trade as well as Cleaners and Drivers/messengers.

TABLE 5.11: MERIT PROFILE: HEAD OFFICE AND AGRICULTURAL FIELD SERVICES (AFS)

RANKING	PROMOTIONS	AWARDS
DDG & Chief Dir.	2	
Directors	5	6
Deputy Director	5	20
Assistant Director & Contr. Techs	18	18
1st Level Officers & Chief Techs	10	14
2nd Level off & Senior Techs	19	19
Techs	11	11
Clerks & Typists	45	88
General Workers	23	44

Taking into consideration, the broad structure of the regions indicated

above, the data in Table 5.11 pinpoints stagnancy in promotions and, without promotions no awards can be possible. However, the data indicates favourable promotion opportunities in managerial levels. Average awards are for Batho Pele Launches.

TABLE 5.12: MERIT PROFILE: TECHNICAL SUPPORT SERVICES (TSS)

RANKING	PROMOTION	AWARDS
Directors	4	5
Deputy Director	3	6
Assistant Director/Control Techs	14	11
Senior Officers & Chief Techs	18	4
Officers & Senior Techs	6	5
Techs	4	46
Chief Clerks	36	11
Senior Clerks	18	41
General Workers	63	

The above Table highlights that though there are some minor irritations, promotions and awards are according to the expected standard.

TABLE 5.13: EMPLOYEES DESIRED CAREER PLANNING GOALS IN THE DEPARTMENT

CAREER PLANNNG GOALS FOR TOP MANAGEMENT	ALTERNATIVE PLACING
Minister of DACE; MEC; DDG; Chief Director; Director; National Conflict Mediator;	ARC; Agric Policy; Marketing; Communications; Labour Relations; Human Resources; Admin; Finance; Extension Service; NW Province; Gauteng Province; Industrial Dev.; Policy Planning Communications and information Directorate
CAREER PLANNNG GOALSTFOR MIDDLE MANAGEMENT	ALTERNATIVE PLACING
Director; Director Food Security in SA; Labour Relations Practitioner; RSC Specialist; Asst. Dir.; Pasture Specialist; Computer Programmer; International & Domestic Marketer; Farm Manager; Plant System; Chief Director; Chief Agric. Tech; CEO; Control Animal Health Tech; Motivational Speaker; Project Manager; Insect Control Specialist; Small Stock Management; PR/Communications; Entrepreneur; Horticulture; Agronomist; Consultant General;	Mmabatho; Pretoria; Ward Ext. Officers; Planning Info; Tourism & Environ; National Dept. Agriculture; IT Division; Logistics; Training & Transformation; Potch; HR; Financial Institutions (Both Public & Private); Dept of Education; Parks Board; Mankwe; Brits ADC; SADC; GIS; TV Production; SABINET; Integrated Pests Management; Moretele ADC; Tourism & Economic Dev.; Global Provisioning Systems; Witkleigat; Ditsobotla; Taung Irrigations Scheme; Bafokeng ADC; Taung
CAREER PLANNNG GOALS FOR LOWER MANAGEMENT	ALTERNATIVE PLACING
Health Tech; Director; Chief Control Animal Health; Agribusiness Manager; Credit Financial; Manager Agric. Journalist; Geologist; Horticulture Specialist; Control Tech; Assit. Dir.; Lab Manager; ADC Manager; Agronomist; Project Manager; Labour Manager; Labour Relations Specialists; Crop Specialist; Poultry Farmer; Computer Programmer; Dev. Researcher;	Meat Inspector; Parks Board; Anywhere; Nature Conservation; Rustenburg; Zeerust; Potch; Klerksdorp; Land Admin; GIS; ARC; Training Division; HR; LR Livestock Production; Agric. Development; Govt. Nursery; Forestry; Ditsobotla ADC; Sheila FSU; Communications; Agric Business; Extension; Finance Division;
CAREER PLANNNG GOALS FOR NON-MANAGEMENT	ALTERNATIVE PLACING
Chief Admin Clerk; Chief Accountant; Director; Personnel Officer; Chief Personnel Officer; Chief Typist; Officer; Chief Clerk; Snr. Clerks; Snr. Admin Control; Chief Vet Health Office; Information Analyst; Computer Training Office; Public Relations Officer; Executive Secretary; Home Craft; Internal Auditor; Store Office; HR Manager; State Accountant; Network Controller; Economist; Assit. Director; Snr. Receptionist; Director Communication; Dep. Director; HR Manager; Internal Messenger; Diesel Artisan; Supervision Horticulture; Cattle Ranging; Switchboard Operator; Receptionist;	Potch; Mmabatho; Bloemfontein; Cape Town; Land Admin; Lehurutshe; Rustenburg; Moretele; Taung; Brits; Pretoria; Agribusiness; Dept. Arts, sport & Culture Recreation; Mothotlung; Dept of Health, Transport & Parks Board; Kurumane; Taung; Physical Dev. Section; Admin. Clerk; Housekeeper; Agric. Dev. Centre; Water Affairs; Ramokoka; Taung; Dept of Works; Animal Health; Molopo ADC; Building Section; Moretele; Monomo; Mothibistad; Western Region; Tourism; Glen Red; Kanana FSU; Bafokeng ADC; Diefkuil FSU; Mogwase ADC; Wit Toes-passing; Rustenburg; Seoding FSU; Heuningvlei; Madibeng FSU; Ellendale FSU; Ramatlabama;

Table 5.14above shows that training is highly needed and should be on-going. Employment Equity opportunities and Affirmative Action (AA) program need to be adopted both in terms of employees' empowerment and job advancement, particularly in Head Office and other three Agricultural Field Services. Change management courses should be put up front to acquaint employees with transformation principles and practices.

5.6 SUMMARY

This chapter outlined the findings of the empirical investigation conducted to determine whether the employees' skills level is a workable training and development intervention to enhance career planning and advancement in the DACE, NWP.

The findings revealed that most of the employees have been ignored as far as training and development is concerned. In addition, career planning through appropriate training interventions and proper placement are essential to improve employees' skills and competencies and pave their work targets and explore available job opportunities.

Major challenges facing the four components of HRM, namely HRP, HRE, HRD and HRM in the DACE include:-

- training needs analysis to fix HR skills gap through developmental training and/or accelerated training programmes;
- mentoring;
- coaching and proper placement;
- training policy, and resources

Essential skills need for DACE employees include:-

- management skills

- management and supervisory skills
- computer skills
- project management training
- change management
- strategic management
- performance management training

CHAPTER SIX

DISCUSSIONS CONCLUSIONS AND RECOMMENDATONS

6.1 INTRODUCTION

Chapter six succinctly presents a brief summary of the study. This chapter focuses on the reflection on the major findings of the study as well as the recommendations of how training and development as part of a change management or organisational development (OD) intervention can be used as a tool to improve productivity and quality of service delivery in the Provincial Department of Agriculture Conservation Environment (DACE), North West Provincial. Appropriate Training Needs Analysis (TNA) is proposed and/or recommended as further research study towards the compilation and implementation of a proper Employment Equity and Workplace Skills Plan, and accelerated developmental training for Affirmative Action process.

6.2 SUMMARY

Chapter one addressed the aims for the study and the statement of the problem was outlined in chapter three. A concern about poor training and development efforts, racial and gender inequalities, in terms of economic advancement and total ignorance towards enhancement of specific employees' job related competencies as well as critical training needs were expressed. In an attempt to improve HRD in the department, training and development was viewed as a relevant tool to empower employees to meet both their individual and work target and improve the quality of service they offer to the public.

In chapter two, the historical employment profile, training and/or human resources development, experiences, perceptions, problems and practices in both the third world countries and developed countries were

outlined from the literature review. The chapter also outlined the importance of improving human resources development. Literature in other countries like United States reinforces the adoption to volunteerism as the best practice towards self-improvement and/or development. Chapter four outlined the research methodology of the study. It explained the rationale behind the methodology employed, how the research was conducted and what steps were taken to ensure the validity and reliability of the study.

In chapter five, the results of the empirical investigation are reported. The investigation lucidly stated that disparities in economic and/or employment opportunities and lack of commitment by managers towards employees' development are the inhibitors or barriers to quality human resource management, development and maintenance.

6.3. DISCUSSIONS OF THE RESEARCH FINDINGS:

From this study, there are important findings based on each of the specific objectives in chapter one (cf. 1.5), and these are essential towards the professional development of HRM and HRP in the department.

6.3.1. FINDINGS ON AIM 1:

Regarding aim 1, namely, to identify the employees' qualifications, experience, occupational levels and training offered (cf.1.5), the study revealed that there is a disparity in employees' qualifications in terms of race and gender due to the then apartheid regime that created separate development, class society with its common connotations of the so-called the 'have' and the 'have not', and their racial laws and other stereotypic practices that purposely led to educational and racial discrimination as highlighted earlier in chapter one (cf. 1.2.).

competencies and procedures, reasoning or intellectual skills. Given the opportunity, the workers would be provided with information text about their immediate environment, for example, sustainable agriculture and environment, rather than seeing or feeling what is happening with the information, they could infer the situation, deduce the outcome of possible interventions and then inputting in making decisions. This is the opposite, such immediate or timely information is exclusively for management and they maintain the exclusive right. As a result, the total workforce is not given the opportunity to develop and use their intellectual skills. Rather, they are only at the mercy of the computer, knowing simply which button to press when a certain thing happens, without understanding why they are doing it.

In the contrary, the findings revealed that training is only reserved for the selected white minority. For example, in Potchefstroom (TSS region), employees are offered continuous learning opportunities (on-the-job and off-the-job training) throughout their careers. They are given challenging jobs that stimulate their skills. They are also given responsibilities and autonomy in their jobs so that they have opportunities for empowerment. Employees are provided with opportunities to engage in career planning hence have become self-guided professionals. This as well evidences that training is largely skewed in TSS area, that training is uncoordinated, and unstructured that training needs assessment is either done inappropriately or is never done. The success of training is typically seen at TSS.

The following serves as indicators:

- High productivity,
- High job satisfaction,
- Positive or raised morale,
- Reduced employee turnover,

- Staff retention
- Excellent clientele relationship or customer service.

It is again clear that gender inequality is a norm in this department. Men occupy management positions, especially the top management positions, and, very few women occupy middle management positions. However, with the emphasis on new legislation compliance to equate the nation, there is a probability that the department will begin to change its traditional practices.

The study further indicates the imbalances in the race ratio due to employment inequality practices. This presents a major problem for Affirmative Actions (AA), in that transferable skills are vital to the empowerment of AA candidates. Added to this, the majority of people in the designated groups targeted to as AA candidates do not yet have all the skills necessary to take up positions in the department due to the grossly discriminatory education and employment system of the past. Many members of the previously disadvantaged groups have found it difficult to develop vocational skills and hence lack skills.

6.3.2. FINDINGS ON AIM 2:

With regard to aim 2, namely to identify the occupational and geographical misplacement (c.f. 1.3) the study revealed that some employees feel they have been placed irrelevantly in terms of their occupations and geographical locations.

They have also indicated that their experience and qualification do not match their jobs. They have further indicated that they are just in those positions and geographical areas because they do not have other alternatives but to secure their employment. This misplacement phenomenon seemed to have occurred during the departmental major

restructuring process whereby some employees were transferred and/or deployed to the other regions of the department without prior consideration of employees' earnings and family background. In the latter, family disorders and/or breakdown is the norm of the day.

6.3.3. FINDINGS ON AIM 3:

Regarding aim 3, namely, the analysis of career advancement opportunities in the department, the study reveals that, again, TSS staff is rated the highest in attaining awards as well as promotions. This is evidence that doing a job well brings pride, self-respect and confidence more so when the skills are newly learned. TSS staff symbolises a team that is well trained to work efficiently. It is also clear that everyone in Potchefstroom is involved and committed, and for them, the beginning of each new workday is no longer a core. Good training and concern by the TSS management about the rate of learning in the induction period help to reduce the number of staff leaving through failure to achieve. Retraining and/or on-the-job training in the TSS region also helps to reduce the pressures on staff and their motivation to seek less stressful alternative employment. Almost 97% of staff in the region feel quiet satisfied to work, and they do not wish to be replaced or transferred to other regions. Lichtenburg and Mothotlung follow Potchefstroom.

In other regions of the department, the periphery is given few if any of these benefits. Human resource development is not valued. Instead, is perceived as a cost. One would predict that such a strategy would in the long term, going to be unsuccessful. Therefore what is needed to avoid such an occurrence is a dedicated, highly skilled and responsible workforce at all levels of the organisation and this can only be achieved if there is a total or a two-way commitment that would enhance employees growth and development, superior services for meeting the competitive standards of quality, flexibility and responsibility.

6.3.4. FINDINGS ON AIM 4:

Regarding aim 4, namely, to identify transversal and employees job related competencies, the investigation conducted revealed that these skills are currently lacking. As a result, the overwhelming number of respondents supported that training is the only way to empower and develop employees in order to assist them to explore future economic opportunities as well as meeting their work targets. As a result, most of them cited that their skills and knowledge need to be enhanced on a continuous basis.

The study confirms the findings on Aim 1, that training is minimal, and this causes a friction between employee competencies and what is required in both the employee's job and the labour market.

6.3.5 FINDINGS ON AIM 5

With regard to Aim 5, namely to analyse the critical human resource training needs according to job category, that is from both the department's and employees' point of view, the following findings were prioritised and summarised:

Top management prioritised the following as important competencies and specific training needs for development:

- Strategic planning and management skill
- Advanced leadership and management development
- Interpersonal and communication skills
- Resource management (managing people, financial and other resources)
- Personal effectiveness and development
- Managing diversity and change
- Project management

- Policy management
- Conflict management
- Change management

Middle management prioritised the following as important competencies and/or specific training needs for development:

- Advanced management and leadership development
- Interpersonal and communication skills
- Research, statistics techniques and report writing skills
- Managerial skills
- Resource management (managing people, financial and other resources)
- Professional competencies and personal effectiveness and development
- Conflict management

Lower management as well has identified the following importance competencies and/or specific training needs for development as their priority: -

- Advanced supervisory development
- Interpersonal communication skills
- Administration and management skills
- Management and leadership development
- Core agricultural, conservation and environment academic development courses

Lastly, non-management prioritised the following: -

- Office management
- Sore/materials management
- Public relations and front line courses
- Customer care

- Interpersonal and communication skills
- Basic supervising and management development
- Farm management
- Apprenticeship

It goes without any doubt that the training unit in the department is faced with a challenge of establishing specific training courses required to meet the employees' expressed developmental training needs; creating greater awareness of the importance and benefit of training; as well as developing empowered working ethos to increase the overall quality and productivity of their staff.

6.4. MAJOR RECOMMENDATIONS

RECOMMENDATION 1:

Recommendation one answers one of the objectives of the study objectives in chapter one (cf.1.5.), namely, making recommendations on training programmes that would meet the identified HR Training Needs.

It is therefore recommended that training should emphasise the development and continued sharpening of core competencies, covering conceptual, technical and interpersonal skills.

MOTIVATION

The above-mentioned recommendation should be based on the levels of job requirements according to the job categories. According to George and Tap (2000), human resources should focus on:

- Short/medium term training: the development of core competencies,
- Long-term training: the provision of specialised competencies

according to career requirements,

- Core programme courses: programme developed for core competencies (approximately 60%),
- Operational courses: generic courses development of technical/job specific competencies (approximately 30%),
- Customised courses: client-based courses designed for specific target groups based on their needs (approximately 10%).

Table 6.1. below is recommended to guide the training unit when designing basic competencies programmes by job category.

Table 6.1: Basic Competencies by Job Category

TRAINING PROGRAMMES	TM	MM	LM	NM
Strategic Planning and Management	H	H	M/L	L
Leadership	H	H	M	L
Managerial Skills	H	H	M	L
Managing People	H	H	H	L
Interpersonal and Communication Skills	H	H	H	H
Resource Management	H	H	M	L
Change Management	H	H	L	L
Personal Effectiveness	H	H	H	H
Information Management	M	M	H	H
Communication	H	H	H	H

- Training activities and programmes;
- Selecting candidates;
- Scheduling and conducting training; and
- Evaluating training.

Training should also be viewed as critical to performance management. It involves:

- Determination of job competencies;
- Identification of needs;
- Provision of learning;
- Assessment of performance management; and
- Assisting departments to develop training plans for their employees (to meet shortfalls of job performance)

Adding to the above, pre-and- post training (Training analysis and evaluation) should as well be viewed as the provision of job-related knowledge and skill with the goal of improving job performance, that is, to increase profitability, organisational effectiveness, employee performance, customer satisfaction and total quality. Effective training can save time and money and can enhance productivity and morale. Training can produce results - improved performance and organisational effectiveness. However, two major constraints to training effectiveness lie in the pre- and post-training stages, that is, need analysis and follow-up of training.

Very often, training officers, managers, supervisors and executives do not see the value of adequate needs analysis and follow-up of training. Training programmes should be based on systematic identification of needs and this helps to ensure proper selection of candidates to be trained. Training is also of little value, if it is not used on the job.

However, if the trainees use what they have learnt during training, back at the workplace, there will be a return on investment.

A map that sums up the achievement of proper and systematic TNA is as follows:

- Designate responsibility;
- Planning: study strategic plan, identify competencies, identify training needs;
- Ensure top management commitment and support, and inform managers and staff;
- Obtain information from all divisions/sections on training needs;
- Verify the information;
- Analyse and interpret data;
- Propose action plan, revise and modify;
- Finalise action plan; and
- Implement training plan, monitor and evaluate

The training unit should effectively utilise the afore-mentioned as this will enable the department to raise the levels of competencies and awareness of staff at all levels in terms of:

- identifying job-specific training and any wider development programmes needed to perform their current job to the best of their ability;
- developing a stronger managerial culture using the competence framework;
- developing and increasing number of employees with specialist expertise or in-depth knowledge of particular areas; and
- increasing awareness of training and development opportunities for staff.

The training unit within the Department of Corporate Affairs as the provincial training body or umbrella should as well:

- assist the department to regularly plan and update its strategic plans;
- determine its human resource need through HRP;
- ensure effective management competency development through systematic HRD programmes and;
- provide supportive HRM policies.

RECOMMENDATION 3

Resources play a major role in the management of training.

MOTIVATION

Training stuff

Training division must be adequately staffed with academic and non-academic staff as they will enable the provision of in-house courses. It is also important that trainers be given priorities for higher studies or attending developmental programmes. Trainers according to George and Tap (2000) should posses the following competencies:

- Understanding adult learning;
- Competency identification skills;
- Undertake TNA;
- Design courses;
- Be conversant with different training methods;
- Counselling skills;
- Group process skills;
- Interpersonal skills;
- Research skills;
- Management of Training;
- Presentation skills;
- Skillful in audio and visual aids use;

- IT skills;
- records management skills

It is also important that trainers be given priorities for higher studies or attending development programmes. If trainers are qualified and experienced, it will be cost-effective to develop in-house training capacity. Apart from enhancing the trainer's competence, it will have a multiplier effect as the trainers will share their knowledge with the many trainees they train. This will ensure that academic excellence blends with experience/reality - to best benefit the participants.

Training Budget

It is of paramount to note that employees can be valuable assets if taken care of. And, the only way to achieve this, is to make training an on-going process to ensure that employees are well trained. Therefore, sufficient funds need to be made available to realise in-house training goals. In-house training capacity should be enhanced so that it can reach a wider pool of people, be more cost-effective and be based on actual training needs.

Training Facilities

Training division need the facilities to ensure successful learning, especially to enable it to provide more in-house training and these should include:

- Up-dated library/resource centre;
- Adequate computers;
- Classrooms equipped with teaching aids;
- Recreational facilities;
- Printing and transport facilities; and
- Canteen facilities.

Information resource tool

The training unit should also expand its role from being co-ordinators of training scholarships and providers of training to include the role of:

- Establishing a training brochure that entails information on training opportunities available and a directory containing a list of major stakeholders, namely, training providers, training specialists, co-ordinators and so forth;
- Undertaking research;
- Publications (emphasising research);
- Facilitating stakeholders' co-operation;
- Managing monthly executive talks (by prominent persons); and
- Providing a forum for the exchange of knowledge;

It is always crucial that stakeholders interest be represented and met. In the training context, shareholders are the persons who have vested interest in the outcome of the training process. Therefore, involving stakeholders in the training related issues is vital to ensure not only relevance and the identification of real needs but also to ensure support for trainees and training division. Inviting key stakeholders to sit on a council, committee or forum that meet quarterly or bi-annually will ensure huge dividends. Skills development sub-committee should be established to form part of the bigger training committee.

RECOMMENDATION 4

The DACE should always recognise the importance of training and development.

It should at all times endeavour to develop a productive, efficient and quality employees that are able to meet the nation's political, economic and social challenges.

MOTIVATION

Effective training has to be aligned to the directions and values of the department as it provides programmes that will both help the department and its employees to meet their goals as illustrated by George and Tap (2000) model in Figure 5.2. below:

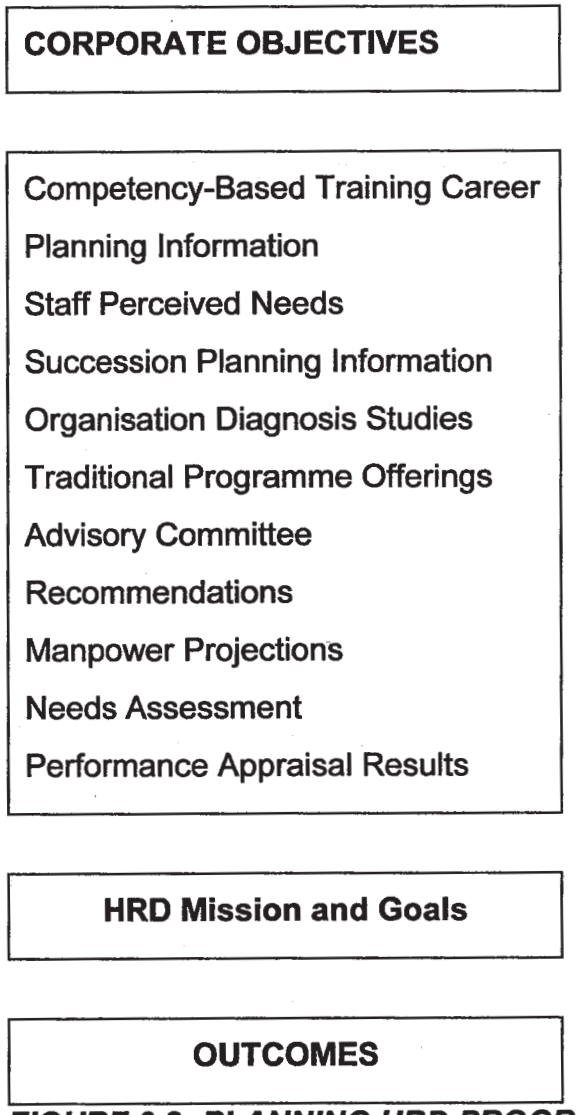


FIGURE 6.2: PLANNING HRD PROGRAMMES

This model lucidly explain that to ensure that the training efforts effectively meet organisational goals and expectations, it is important that everyone involved in training has the same understanding of the situation (current

- explaining career options open to staff;
- line managers to be encouraged to develop their staff, particularly on-the-job.

RECOMMENDATION 6

There is a need for better utilisation of human resources information system, policies and practices to help the department to be more effective and efficient.

MOTIVATION

Human Resource Management Information System (HRMIS)

Information technology is increasingly seen as a tool that facilitates public service transformation. The thrust of IT development will be to further develop IT infrastructure in order to create a strong foundation for building a knowledge-based society. The department should use the electronic system to deliver better quality services and products to the public more quickly, cost-effectively and conveniently. In other words, gearing towards the provision of excellent, top quality service involves designing the delivery of services around the needs of clients rather than following the old structures for the convenience of civil servants.

The department should also set up a HRMIS by obtaining relevant and timely information on which to base human resource decisions. The HR information system and technology are integrated approaches to acquiring, storing, analysing and controlling the flow of information throughout an organisation by having an information system.

It will enable the system to store:

- employee information;
- manpower planning data;
- recruitment information;

- placement information;
- records of confirmation and appointment;
- HRD records; and
- job rotation records

Human resource management and development policies and strategies

Human Resource Management (HRM) is the utilisation of human resources to achieve organisational objectives. It is the effective and efficient utilisation of human resources. The HRM in the department should therefore involve itself in all activities necessary to ensure that the acquisition and maintenance of a productive work force is in line with the organisational objectives. It should not only focuses on human resource needs (i.e. to have an adequate number of competent employees with the needed skills, abilities, know-how and experience to further the organisational goals) and costs, but also on the long-term issues of organisational continuity and productivity.

The following features in George and Tap (2000) are paramount in order for the department to accomplish effective HRM:

- HRM must match organisational strategic plan to deliver achievable organisational end results (outputs and outcomes);
- Human resources are vitally important to organisational success and HRM function must involve all aspects of the organisation's operations;
- Employees must perform at optimal level to assist the organisation in achieving its goal;
- Employees must have the necessary competencies for effective job performance;
- HRM must make everyday contributions to the organisation; and
- HR programmes must be comprehensive, taking cognisance of organisation culture, environmental change, organisation strategy and

and helps to ensure fair evaluation. They also indicate the following as items frequently covered in job descriptions:

- Major duties performed (key performance areas)
- Purpose (identify specific objectives of each key results area)
- Scope
- Responsibilities
- Tasks
- Percentage of time devoted to each duty;
- Expected performance standards to be achieved;
- Working conditions and possible hazards;
- Number of employees performing the job and to whom they report; and

- Machines and equipment used on the job.

Work Procedure Manuals (WPM)

WPM contains information that gives an overall picture of the department, such as its history, the rationale for its existence, functions, procedures, and officers/staff responsible for implementing these procedures.

Since each job consists of certain processes and procedure, George and Tap (2000) highlight that WPM helps in systematically documenting the sequence of a job so that it conforms to the said processes and procedures to avoid delays. Therefore it is a systematic approach that has to be developed to enable work to be carried out accurately and efficiently and this can work wonders for the department.

As a result, it is vital that processes, procedures, officers responsible for certain tasks and the work relationships between these officers are determined, arranged and documented for use as reference. Clear and systematic work procedures will increase the productivity of a department.

Desk Files

Another important management tool that can contribute towards the overall improvement in the productivity of the department is the desk file. The desk file serves to improve the efficiency and effectiveness of each individual in a department. George and Tap (2000) state that it is designed specifically to give detailed guidelines on all duties carried out by an individual during a day and that the preparation of an individual's desk file is based on his duty list. They also explain that the network of procedures and checklists contained in a desk file serve as a step-by-step guide to enable an individual to carry out his duties efficiently. The desk file also documents the authority that

authorises an individual to carry out his duties.

Clients' Charter: Setting Service Standard

Another step that will assist the department to ensure that work processes are clear and that ultimately client needs are met is the Clients' Charter.

The charter should concisely states what the department promises to deliver to its clients and this should ultimately lead to what each individual will assure to clients, in terms of service and content. This can be displayed in the form of a charter containing:

- What the individual will do;
- To what level/standard; and
- A photograph of the employee, to make sure there is accountability as well as pride in oneself.

In the light of the above, the customer will then be able to have specific information on the quality s/he will receive and is therefore able to evaluate the services rendered. The Client's Charter is the recognition of the sovereignty of the customer.

RECOMMENDATION 8

Employees of the department should be encouraged to involve themselves in volunteer programs as part of skills enhancement tool.

MOTIVATION

The Training and Development Unit of the DACE, should attempt embarking on voluntarism as part of its training strategy or intervention, seeing from chapter two 2 that this can be an important tool towards employee development. A committee in this regard should be established to work on

identifying the competencies that can be gained from volunteer experience. The committee plans should present this competency list to the company's human resource division with the goal of having volunteer activities listed as alternative ways for employees to gain new skills.

To name but a few, such list may encompasses: public presentation skills, teamwork, strategic planning, project management, time management, media-relations, public relations, budgeting, communication skills both written and verbal, stress management, research and analytical skills and so forth.

The Training and Development manager should create partnership by networking with other departments, and non-profit organisations to establish educational speaker's bureau or board of directors so that instead of sending an employee to a course on public speaking for example, the training and development manager can pinpoint the employee that needs such skill and take appropriate action. Fortunately, the government is now encouraging inter-departmental or inter-governmental clusters, for instance, on Gender, HIV/AIDS, Provincial Events Volunteer Committee and Communications Forum. In this regard, employees can engage themselves in these structures to gain knowledge and experience necessary or required by them in their current jobs or for multi-skilling purposes. Communication professionals who are not employed as communicators for example, should be allowed to join communication forums, and other related structures to gain experience and become expertise in their field.

Furthermore, instead of diversity workshops, employees might be encouraged to volunteer with minority groups. And instead of sending employees off to a hotel for a day on team building exercises, the company

might sponsor a local community-improvement project to take charge.

In light of the above, training and development unit is requested to research volunteer activities that might enhance employee development. This will also be a relief in cases where budget constraints are severely experienced.

The unit should liaise with other divisions to provide release time in certain situations for an employee to participate in a community project.

Volunteer programs whether community involvement or otherwise gives a boost to retention and recruitment, according to research revealed in chapter two of the study, because of its reputation and image. Voluntarism can help companies to create an ethos of service, because volunteer programs create favourable and lasting impressions of what service to other individuals means. Over and above, this service behaviour can then be brought back to the workplace and modelled.

Coming back to corporate identify, reputation and image, the company can sum up the company's reasons for volunteering or engaging in employee programs or efforts in a billboard campaign that can run throughout the province or nationally. On the billboards, the company can picture employees volunteering their time in the community. The headline can read simply, "because we live here too" (or can be suggested by the total volunteer employees).

Citing as an illustration, the manager in any division, it can be Communications, Training and Transformation, HR planning, Policy Planning or Entrepreneurial Development can provide some days or months paid leave to co-ordinate a valuable community project, so that in turn the employee

gains valuable project and strategic management skills coupled with interpersonal, communication, budgeting, report writing, public speaking and media-liaison skill and so forth. These kind of managers when they return back to the workplace can in a way teach his/her co-workers or staff to work together more effectively as a team. Over and above, his/her staff will easily and willingly always assist him/her as a manger and ensure that the manager's work is done effectively and efficiently in his/her absence only because they have acquired all the skills and/or competencies needed in that kind of a managerial task.

RECOMMENDATION 9

Training unit need to encourage lifelong learning in the department to keep advanced with the ever changing and complex economic environment.

MOTIVATION

With the amount of change facing South African organisations, it is vital that managers and leaders are sensitised to understand the impact of the adaptive or changing organisation, not only on themselves, but also on their subordinates. Organisational structures and workplaces are changing in ways which make traditional approaches to career planning and counselling obsolete or inadequate. Managers need to know more about management and leadership because without these skills, dynamic adaptive enterprises are not possible. Changes thus effect skills development in organisations.

It is no longer sufficient to be skilled in a particular job or specialisation, as these will certainly change over time or even disappear entirely. In future, individuals may find that the concept of job security is replaced by 'employability security', that is, the ability to adapt and enhance one's skills so as to be able to perform well in different types of jobs and organisations. Hardijzer (1999) in People Dynamics, contends that careers are now being shaped by professional and entrepreneurial principles, encouraging the ability to develop and market one's own skills and ideas, rather than by the sequence of jobs provided by one company. Therefore individual self-

development is of vital importance, personally and professionally, manifesting the understanding that locus of control rests within and that change happens from the inside out.

The significance consequence of change in his viewpoint, entails that people may in effect have to periodically acquire new skills and/or industry knowledge to renew their employability value. He argues that if time spend at work does nothing or little to develop any skills, individuals will not be able to achieve their full potential. In reality lifelong learning and continuous professional development should be adapted as they will be increasingly used. Employees today are being viewed as self-managing professionals whose security is not corporate career paths but rather rest upon their core competencies hence they should prepare themselves for a lifetime of learning and exploration and this should be attached to the process rather than the structure. This will assists one to be responsible of his/her career in today's turbulent organisational environment and his needs with regards new career competencies, not just job skills.

As a result, the alleged tendency or attitude that employees tend to make life long learning their hobbies should be totally eradicated and/or removed from the mind-set of officials who take decisions on behalf of the employees' training and development with regards grants or financial assistance because the nation that denies its citizens intellectual skills or development not only becomes a dying nation but increase poverty and lowers country's economic competency and/or opportunities as well. The Department must therefore continue opening educational as well as cross training opportunities by providing assistance necessary for its employees who wish to upgrade their skills and acquire different job experience to prepare themselves for different jobs in the department. This is paramount because it does not only benefit the individuals by broadening their skills, but the organisational flexibility increases as well, and when this happens, employees' retention is also encouraged.

RECOMMENDATION 10

Staffing unit should assist in ensuring that departmental development matches its plans, jobs and people.

MOTIVATION

Clark in Pope (1992,) reiterates that the objectives of the new staffing approach is to place a major emphasis on hiring the right people, that is, people who are service orientated and train them. This enhances superior service and highly competitive workforce. He further asserts that the staffing function should therefore be considered to be of vital importance in this regard because high levels of productivity can be achieved only when individuals and jobs are properly matched. It should also be noted that HRM function cannot be successfully performed in isolation or vacuum hence should be integrated with department strategic objectives and other HR programs. It is further suggested that a recruitment brochure should be designed to emphasis and disclose what the department offers in terms of training and development to support superior service delivery and quality management, and this should be practised as a policy guideline for the staffing and recruitment procedures. The department must further formulate and commit itself to its own program tailored to train and develop its staff at all levels, besides training program offered by the Premiers' Department and this should be reflected in its mission statement.

RECOMMENDATION 11

Managers should encourage internal mobility for sustainable workforce.

MOTIVATION

Corporate HR is requested to design informational brochures which will serve as a referral to guide employees in establishing their career path and opportunities within the department to increase internal mobility and reduce staff turnover and other costs related to recruitment procedures. The brochure should entail key information about job responsibilities, qualifications, requirements and reporting relationships and all managers

should then ensure that such kind of information is disseminated timeously to all employees, without any delays to keep potential employees abreast of vacancies available within the department.

RECOMMENDATION 12

Managers should be encouraged to adopt succession planning to reduce the level of stagnancy experienced by the department.

MOTIVATION

It should now be an old tradition that management should fear to develop their subordinates instead of preparing them to be their future successors when they get promoted or retire. This indicates lack of managerial skills and hinders both department's and employees' performance. All managers are then requested to initiate the departmental succession plan as their tool to motivate their subordinates to the highest level of performance. This can be a wise move for them to open their ways because it might be difficult for them to get promoted unless there is a successor available to take their place. As a result, they should be willing to train and develop their subordinate and reduce the level of stagnancy experienced within the department Information regarding this should be based on material from the performance review and will in turn be used as a tool in ensuring that development review reports are always completed by the employees for discussion with their supervisors.

Such discussions should embrace employee mobility, how the employee feels about his/her current position and whether a successor has been identified and trained. A good strategy can be to keep a developmental file for each subordinate, indicating the training the subordinate is receiving, skills s/he is acquiring, and how well the subordinate is performing. Such kind of a record can further disclose critical incidents, for instance, where a subordinate has displayed desirable or undesirable behaviour that either need to be appreciated and reinforced or discouraged not a s a form of reward (negative or positive) but as away of positive development. Top management also, should participate in reviewing the succession plan for

each directorate.

RECOMMENDATION 13

Training unit need to initiate management development program to improve the overall effectiveness of managers.

MOTIVATION

This should be designed to improve the overall effectiveness of managers in their present positions and to prepare them for greater responsibility when they get promoted. It is the same as succession planning, but differs in that this particular program is more manager -centred, rather than the overall workforce. It is tailored to fit unique developmental requirements of the manager, for instance, their different ability, experience and personality and prepare them to catch up with the increasingly complex demands being made of managers because letting experience alone to train managers is too time-consuming and unreliable a process. Before a program is selected, it is advisable that a need analysis should be made to identify particular needs and problems of the manager or group of managers. The appropriate training activities should then be recommended.

This might be very advantageous in a case where a key position suddenly opens, for example, and there is no time to train a replacement , or , a top performer, so, if such training has been in practice, the earmarked person takes over the job with the relevant and/or the necessary training already preceded the training.

Stoner's (1981) asserts that training methods are thus recommended for this study, preferably, on-the-job training where role modelling or imitation, coaching, planned work activities, training position and job rotation are involved. Imitating the behaviour of an outstanding manager is seen as the easiest and the best way to learn good managerial habits, though watching a poor manager, on the other hand, can teach one a few things to avoid doing things wrong, but is not what should be done. If possible, the latter should be

discouraged as role modelling as it might not only be proposed for training purposes only, it might also require managers to set a good examples and take an active part in their subordinate's development.

Furthermore, managers are also encouraged to shift from position to position so that they broaden their experience and familiarise themselves with various aspects of their department's operations. Other important work assignments like requesting a trainee manager to head a task force or participate in an important committee meeting for him/her to gain insight into how other organisations operate and also improve his/her human relations skills can also be taken as an alternative form of training. Business and/or public management courses are also good in management development because managers can acquire administrative management practices and provide them with opportunities to meet people of their calibre from other divisions or organisations and can thus be exposed to useful new ideas and experiences that may be useful to them when they return to their jobs. In their contacts with their counterparts, managers are encouraged to form syndicates, local forums or branches where they can meet to discuss common issues and problems as well as affiliating with bigger associations of their professions. If such affiliation requires them to subscribe, the department is requested to offer a helping hand and develop its managers.

RECOMMENDATION 15

HRD should put performance management development system (PMDS) on the department calendar as a tool to enhance annual career and development reviews.

MOTIVATION

It is of critical importance that the primary purpose of performance management should both be viewed as a process for implementing the business strategy and as a vehicle for creating the desired culture. It should be owned by the whole department and the HR purpose should be secondary. In other words, the status of performance management should be put in the priority list as one of management process and integrated with

other business processes such as strategic planning and financial budgeting.

As a result, Mint (2000) in People Dynamic proposes that an organisational model which defines in clear terms, the relationship between the departmental business strategy, culture and processes should be designed to guide and kick- start the management decisions which need to be made prior to and concurrent with the design of a new PMDS, since, the identification of human performance requirements begin with the clarification of the current and future business goals of the organisation. Put simply, this model will serve as a framework that will assist managers to see the distinguishing line between assessment and people development. PMDS will then resembles the lever that pushes assessment to pull subordinates development. In other words, the model will help both the manager and the subordinate's in the assessment process because it will be able to pinpoint leadership skills, managerial potential, team building, personal style and traits, emotional intelligence and cross cultural adaptability as well as assisting each other in identifying personal development related to the individual traits.

As a supplement to the above, it is suggested that workshops with all heads of directorates be conducted at each directorate by the regional training managers to rubberstamp the proposal above. Again, to acquaint training officials and all managers including supervisors with performance management principles, annual refresher courses should be scheduled. Unionised employees should also be involved and equipped with this kind of practice to make management job more easier and to provide confidence in the employees to follow through. This management performance review and development program should also be linked to the planning process and strategic objectives of the department through the achievement of previously established objectives, performance assessment criteria involving service delivery, leadership and staff development and other relevant technical and behavioural skills as stipulated by the model. The process should address training and development needs and sets objectives for the coming year. It is very important that the appraisals system must be completed objectively and linked with merit reviews and performance rating completed from the

beginning of the year. An employee recognition program development is as well strongly suggested to reinforce excellent service delivery. If this can be seriously considered like in Technical Support Services, it will assist the whole department in achieving its intended objective and competitive advantage.

In total, annual career and development reviews should be enhanced, revealing individual's career moves available and the type of training required to advance within their speciality or move laterally to other areas, more so, employees will be kept informed for example, about dual career paths, to administrative, management jobs or technical specialities or multi-tracks, if there are any. Such tools will again assist employees in recognising their own responsibilities for career planning and development, with the help from the department's impact on the success of internal posting programs and career development assignments designed to broaden employees' skills.

RECOMMENDATION 16

Diversity management should be prioritised in the department's plans to discourage divide line between the core employees and the periphery.

MOTIVATION

Newell (1995) encourages the department to implement a policy of good human relations which does not only give priority to demonstrating a commitment to all employees but promote respect, trust and equal treatment amongst them as well as providing conducive and peaceful working environment which offers them the opportunity to develop skills and competencies relevant not just to their current jobs, but to jobs which will need to be done in the future, even if in different companies. He says ensuring employability for all employees is the key to success because future skills development demonstrates reciprocal commitment to the success of the company.

He suggests that to avoid departmental inflexibility, intellectual skills must be fostered in the workers so that they can fully exploit the information available in making decisions. The distinction between the managers as the privileged core and the workers as the periphery needs to be eradicated in order that

employees are empowered to use their unique human relations and/or intellective skills. While this is not going to be easy, it will provide the key to organisational success. The core thus should becomes all the employees in the organisation who will be working together in multi-disciplinary and multi-cultural teams. The removal of barriers between those with and without power in the department is the surest way to remove the prejudices and discrimination which remains in most organisations. Managing diversity will be the norm rather than the exception. If the department can change faster it will reap tremendous benefits from a healthy and diverse workforce whose members will be empowered to develop and use their skills and competencies for the benefit of both themselves and the department.

On the other hand, Newell (1995) recommends that the clear solution to eradicate a divide between managers and employees in terms of work responsibility and workload from those at the top to those at the bottom of the hierarchy, is by reducing waste talent stress (the reduction of under-utilised skills and potential) of those at the bottom level of the hierarchy **visa- vi** reducing overload stress (i.e., the responsibility overload of those at the top).

However, this would be difficult to achieve if managers resist change and still restrict access and understanding of information and knowledge to themselves so that only them are able to make decisions. If this poses a threat for them to make the decisions to pass some of their authority down, it will always remain a dilemma. Managers should attempt to change to be seen not as about controlling workers so that they can develop the skills necessary to take on the new responsibilities. Pro-active organisations appreciate the value of their workforce and invest on them as long-term or outstanding assets.

The afore-mentioned proposal confirms that to get the best out of the people depends on more than reducing the amount of stress in jobs and removing the direct sources of discrimination. Employees should be given full opportunity to use their talents within the department by offering scope of development in their jobs so that they feel confident of themselves. The viewpoint above gives a clear evidence that recognition is not only through incentive awards but also through positive development.

OTHER RECOMMENDATIONS

RECOMMENDATION 17

Employees should organise annual career workshops and career Developmental counselling to career planning initiatives within the department.

MOTIVATION

Annual career workshops can be aimed at fostering a climate in which participants can take stock of their achievements to date and give careful thought to the future direction of their lives and careers. The emphasis in this regard should be placed on life goals as specific work-related goals. In so doing, the individuals will be given a change to analyse both achievements and disappointment in their lives. This will provide them with the basis for assessing their personal strengths and weaknesses and later think about what needs to be done to man their careers and explore possible or available future opportunities. The use of such workshops will enhance group exercises and discussions that will allow participants to exchange ideas and information within a supportive atmosphere.

On the contrary, career counselling is recommended and can be offered annually to attempt and help individuals cope with a career crisis. Career counselling should target employees who are about to retire or who opt for early retirement. Such counselling would encourage such individuals to think through the entrepreneur options which might amongst others include, farming management, crop farming, animal farming as well as co-operative formation for sustainable livelihood, and actually accept their retirement. This would be a very smart idea especially in the department because most of the employees are already acquainted with agriculture

as both a career and an employment. The objective of the counselling should be to get the individuals to take responsibilities for identifying their development needs and for thinking through the training and experience opportunities which might help them to address these needs in time or whilst employed.

RECOMMENDATION 18

Quality change and diversity management requires encouraging effective and efficient implementation of equal opportunities for training and development.

MOTIVATION

All employees should be involved in programs of education and training (including ABET) as an approach towards commitment to economic opportunities. This kind of exercise is most essential and should primarily focus to the recruitment and staff evaluation personnel to assist them in confronting their own negative assumptions and stereotypes about employees; such as; black people are lazy; women are not suited to managerial jobs; women with small children are unreliable; old people are more difficult to train; people with disability are incompetent and so forth. If women for example, are not being promoted to higher levels because they lack particular skills, this should be provided rather than reinforcing prejudices and increasing the likelihood of such discrimination.

In this regard, individual members within the department will then be able to compete more equally in promotion opportunities in the future. It is therefore vital that the department should start introducing comprehensive monitoring procedures or other research method techniques to identify the status of various groups within the department in order to establish where these bottlenecks or blockages are occurring and take appropriate action. Statistical analysis of the workforce, attitude survey, review of application forms and selection decision, retention rates and participation in training courses can be used as monitoring techniques. Thereafter, introducing positive action training courses, for instance, should then be designed to attempt promoting members of these groups beyond this level. In addition, attitudes surveys can also de used to allow the department to monitor the dominant beliefs of departmental members and to identify prejudices whilst training can be

geared to changing such attitude. Future surveys can be used to monitor how much changes, if any, has actually occurred.

In addition, strategic Affirmative Action and development plan can be designed and practised as an enabling strategy to balance the ratio, and should therefore be aligned with the total department strategic objectives. It can be a powerful lever to improve both individual opportunity of AA candidates and the competitiveness of the organisation if planned effectively. It will help the process of transforming the organisation and designated people within the department through a planned learning efforts to acquaint them with the knowledge and skills needed for future advancement and appointments as well as it can empower management and the workforce to efficiently pursue organisational goals.

RECOMMENDATION 19

In-house videos or documentaries should be adopted by the training unit to be utilised as effective training resources.

MOTIVATION

It is strongly recommended that video for in-house courses should be used as a future training resources or documentaries. Such videos can create a real life situation if an immediate need arises or as induction courses for new appointees hence should be reinforced. As a result, realism can be enhanced by inviting managers within the department to role-play themselves during the film production.

The departmental meetings, workshops, exhibitions, seminars, symposiums, project work and other special events can be targeted in film productions and played to employees who were not part of the participants to acquire new skills and knowledge. Job rotation and temporary secondment can also resemble the real situations for non-participants to gain such practice.

RECOMMENDATION 20

HRD division requires communication and team work for building commitment and quality management in the department.

MOTIVATION

The fact that employees are neither promoted nor offered training to advance themselves towards job mobility and /or career advancement is due to lack of communication and commitment gap between themselves and their managers. Employees feel a critical need for on-going, timely and honest interaction. They do no want to be ignored, disregarded, brushed aside and made to feel worthless. As a result, being valued and respected by their immediate managers is critical to developing and maintaining commitment. So, if employee behaviour is influenced directly, positively or negatively by their immediate manager, the first step in building commitment is to improve the quality of managing.

As human resources developers the department should be in a unique position to design and lead plans for building commitment. There is a need to ensure that managers are trained to talk with their team members about their interests and goals for professional development; are aware of individual contributions they can make, recognise them for their input, and discuss with them the best way of approaching the changes necessary for succeeding in a tough environment. It is only when team leaders become more enlightened that employee commitment will grow. It is further suggested that one of the goals for leaders of today's organisations is to capture employee's hearts and minds, not only their hands and backs. The objective of leadership is not to think alike, or give commands, but to think together. This whole plan builds an attitude of working collectively and positively as a team and this attitude will help promote and sustain personal commitment and growth.

Involvement, respect and well-being increase feelings of self-worth, confidence and esteem and empowerment. Committed employees are willing to work harder, take on extra projects, make the organisation's well being a priority, make a win-win decisions for the organisation in interactions with customers, perform at peak levels, take great pride in personal accomplishments and organisational success and provide premier customer service.

RECOMMENDATION 21

In order to accomplish effective delivery of service, the department need to embark on a broad and proper on-going training needs analysis.

MOTIVATION

At least there will be budgetary constraints any longer since the Department of Labour has mandated all the sectors to allocate five percent of their overall operational budget for training. The only factors left to make training a success is to ensure how well training needs are identified and how effectively and how frequently training is delivered. This should be supported by senior personnel, the workforce and the unions. Managers should stop withholding information regarding training programs or schedules. Mr. Baird, the manager for TSS should be utilised and assist other managers to develop their staff as according to the study analysis, he appears to be the best manager in identifying and implementing such needs effectively and efficiently from the very first year of employee's appointment t until s/he finds other work options or retires.

It is thus recommended that with the aid of the skills level analysis compiled from this study, Transformation and Training Division should now start embarking on a broad training needs analysis for the following accounting year, and should include in their schedules, training to improve performance and training because of change. HR should encourage discussions with line managers to identify relevant training for new recruits. Both HR Division and line managers should tabulate and prepare a list of skills, knowledge and attitude that a person doing the job should possess from the job description for any particular job as this information is vital.

Katz-Docherly (1995) further pinpoint that appraisal records from career counselling interviews, from discussions with the line managers and particularly with the employees should contribute to the training needs assessment to improve performance. Further than this, members that have been identified as having potential to undertake greater responsibility should be offered development training. The very same procedure as above should be followed. The line managers and top management should define through appraisals, the skills, knowledge and attitude for the job to which promotion is possible.

There is another component of training that needs to be considered,

namely, training because of change. Teleconferencing as an advanced IT for contemporary managerial communication can be cited as an illustration.

For argument sake, let's assume that the department decides to adopt and use this new technology to keep abreast with the advancement of technology and cut its operational costs. The success of the utilisation of the facility will depend on new skills being learned by both managers and IT specialists. This implies that training have to be identified at the outset. Besides, training within IT itself, this should be an on-going process, for instance, changes in computer skills advance in leaps and bounds hence the department need to be flexible and adapting to such changes.

Since this study is initiated to be an annual effort, reviews or supplement to this study should be made and data will also need to be gathered, evaluated in comparison to the current study and recommendations be made available. Therefore, for further study, training officers can peruse training committee reports, minutes of management policy meetings, departmental records of personnel statistics of absenteeism, appraisals, strikes and evaluating previous departmental training audits as well. Some information can be obtained from senior management since they have an insight to divisional objectives and the strategic plans to achieve those objectives. Other sources might be information on staff turnover, age distribution, length of service, remuneration policies, job descriptions, job specifications and promotional policies. For example, the length of service leavers table may reveal current training inadequacy if most of the staff are leaving only after a very short period of time with the department. Another reason for high staff turnover could be poor selection at interviews in this regard, training will be vital for those conducting the interviews.

The training Division can also request a breakdown of training expenditure and costs incurred and this would indicate the success or ineffectual training activities. Furthermore, work-study conclusions could also forecasts future training needs. Lastly, line managers and supervisors who are familiar with existing training activities could be requested to comment on training successes and unsatisfied training needs.

RECOMMENDATION 22

The department's delegation or line of authority need to be fine-tuned for better accountability.

MOTIVATION

Delegation goes hand in hand with the PLOC in the organisation. PLOC is an acronym for the four traditional management functions, namely planning, organising, leading and controlling. Joyce (1999) in People Dynamics, reiterates that one cannot effectively delegate work until s/he has predicted the required results and set the appropriate standards necessary to evaluate and commensurate performance and its outcome. He asserts that responsibilities must be allocated to accomplish expected results, and the total job meshed into the existing structure. In his opinion, a person who has the potential to do the work should be selected and the job requirements should be communicated to the incumbent and agreement gained. In this case, it is advisable that conditions should be created in which the subordinate is given the opportunity to perform to the agreed standards, and this should be supplemented by training and development interventions.

Henceforth, performance should be measured, discussed and appropriate recognition administered. Adjustments should be made to the other management functions where necessary, thereby completing the loopholes of the performance management systems. Joyce has found that in most cases delegation is a skill a few managers practice successfully. He says most managers perceive delegation as merely a process of 'parcelling out' responsibilities or dumping work to others and in that circumstances, delegation is either ineffective or non-existent. He thus contends that to delegate means managers should surrender an appropriate amount of authority embedded on them to their subordinates. Managers who are weak in personal power or are ineffective in their delegation powers ends up doing their subordinates work, and sets them up for failure, as there is insufficient authority to complete the work required. The rights and powers are complementary, and lack of one or the other causes a breakdown in authority and subsequent accountability.

According to Joyce, effective delegation implies that the boss is still

indirectly accountable for all results and the work within the department. But by delegating in writing and establishing limits of freedom via measurable standards, a new direct accountability is instilled into each subordinate. Such manager in Joyce point of view, has a control process in place to ensure optimum performance, thus protecting his/her own position. He says one powerful advantage, even in an autocratic environment, is that the subordinates know that the boss will lend maximum support, because of his indirect accountability.

To achieve this, performance contracts are recommended and managers should adopt them as an on-going process which details measurable target to be achieved (an objective, a deadline, a task) by subordinates'. This will encourage initiative and creativity. Should such attributes not be apparent, as perhaps in a case of a new employee, closer supervision must be exercised to help the employee to gain the level of skill and experience required to handle the delegated powers. Things like limitations to subordinate's freedom, resources needed and recognition that might be awarded should be discussed in delegating authority necessary to achieve desired results. In this regard, managers should play their motivational role to enhance subordinates' competent to fulfil the delegated responsibilities and have the opportunity in the form of resource to do so.

Furthermore, mangers should also promote enthusiasm to allow subordinates to at least participate in setting limits to their accountability agreement between superiors and subordinates, and this will usually signifies acceptance of the new accountability. Joyce finally asserts that to instill accountability, the job must have criteria, and to install and maintain accountability, he advice managers that adherence to these criteria must be regularly evaluated.

RECOMMENDATIOIN 23

There is need to encourage line-mangers to assist the training unit in developing staff.

MOTIVATION

This is one of the most complex features in the organisation.

Nevertheless, managers need to change their skills, actions and behaviour towards a true transformation. As leaders and motivators, managers are the people to kick-start and drive the change process in the department, and, for this to be achieved, they must be conceptual, analytical, self-assertive and decisive and learn to have a nurturing relationship their subordinates.

Major shift or change of wheel is therefore necessary to drive our managers towards realising needs and the value of their workforce and avoid obstacles (such as training problems encountered) that might delay the performance of the department. The time has arrived that urges our leaders to start realising that people resources is very critical hence need to be empowered intellectually and otherwise. Managers should themselves transform employees from what is perceived as pessimistic workers to optimistic employees who are eager to learn, initiative and are able to take ownership and control of their responsibilities. Without any doubt whatsoever, the realisation that their needs and development towards self-actualisation are being taken into cognisance will build and fine-tune the department into a totally new image and a better-transformed department coupled with a total quality human resources management.

To add value to the above, a sense of unity to the programs and imperatives is required as an attempt to build consistency and integrity to our HRM. This can only be made possible if each and every individual from top to the bottom of the structure take ownership of transformation effort and share a wide understanding of why training efforts are required and how such efforts results will impact on both the organisation and themselves. A transparent and targeted efforts for achieving the changes needed and appropriate measures for evaluating progress in this regard is recommended to instil amongst management and the overall employees, the earmarked improved productivity that will at the same time increase the government revenues and such efforts will not only require the entire department to be actively be involved in setting priorities and targets towards concrete results, it will also serve as a map guiding the change strategy in everyone's mind. So, if the envisaged intention of the department is always geared towards winning- strategies, it should respond pro-actively and rather take this advice to cognisance

for better results.

Another strategy to make the envisaged change more simpler is to follow the analogy of perceiving our managers to the symphony orchestra conductor and/or general practitioners. The implication here appeals to our managers to resemble composers as well as conductors of the orchestra whose efforts, vision and leadership and the various instrumental parts that are so much noise by themselves, produce the living whole of music. Contrarily, since they are the first recipients of problems in the organisation, managers should imitate the general practitioners' role and identify the symptoms, diagnose the cause of the problem and decide on the control mechanism or alternative to be selected to resolve difficult decisions with which they are normally faced in their daily operations. Again, as resource allocators, managers should be able to use their managerial tactical or administrative skills to deploy the organisation's resources and attain the optimum degree of operational efficiency.

Taking for example, line managers who are faced with mormouth task of overseeing the lower management performance, skills, potential, they should thus diagnose their problems, then carry the problems encountered to the middle management who are responsible for the execution and interpretation of policies throughout the organisation and are accountable to top management, who are policy and decision makers responsible for the overall direction of the company. Line managers can accomplish this to the highest standard of excellence if they can adopt the analysis and findings of this study as their SWOT review to take stock of the level of their sub-divisional skills needs by putting individual KPA's at the fore-front, evaluating and measuring their performance, then and identify improvement steps necessary. Line managers should involve all the management levels' efforts towards effective and efficient utilisation of departmental resources, particularly human resources as in the case of music composer.

RECOMMENDATION 24

The department's need to adopt management by objectives (MBO) to encourage **espirit de corps** and initiative in sub-directorates.

MOTIVATION

Voluntary sub-directorates weekly or monthly workshops scheduling to share new ideas and skills on how to improve individual key performance responsibilities should be encouraged and this will automatically encourage mentoring and coaching, team spirit and a sense of pride and belonging to the group. For instance, schedules can include presentation skills, organisational skills, management skills, motivational talks, job prioritisation to meeting deadlines, and so forth, depending on what an individual's KPA's requires. If this kind of exercise can be encouraged, individuals will become leaders in their specific careers.

Besides, improved communication between managers and their staff will increase mutual understanding and thus help to make delegation more effective. Again, managers in such directorates will indirectly learn and practice Management by Objectives (MBO) which is rated number one management style in the business environment today. This normally harness subordinates freedom to carry out their plans, establish and set their own goals and develop set of actions for reaching the goals (expected responsibilities) while consultation, involvement and participation is the norm of the day. Adding to this, chronic workplace hostilities such as talking about other colleagues behind their back, giving others a silent treatment, refusing other people's right and privileges, and so forth, will be eradicated. This will be a three-in-one solution. Individual desires will be met, sub-directorates mission will be accomplished and the total departmental strategic objectives will be achieved. In total, the trio's successes will not only build a happy, wealthy and sustainable workforce or organisation, but will primarily resembles a pillar of a unified rainbow nation and for such an organisation, the word 'service' will be broken down to mean: S= outstanding service; E= exercising good judgement in difficult situations; R= readily excel in performing fair work sharing; V= valuing the benefits of initiative and teamwork; I= improving performance and sharing the ropes of others; C= consistently valuing safe working habits and E= excelling with a positive attitude and respect.

6.5 CONCLUSION

It would be fitting to conclude with the words of the Prime Minister of

Malaysia, Dr Mahathir Mohamad, as said by George and Tap (2000) that "it is blindingly clear that the most important resource of any nation must be the talents, skills, creativity and will of its people. What we have between our ears, at our elbows and in our heart is much more important than what we have below our feet and around us. Our people is our ultimate resource. And, in the pursuit of progress and growth, the nation must give the fullest emphasis possible to the development of this ultimate resource".

Mohamad has said a mouthful. Employers are faced with a very serious challenge of the ever-changing and complex environment. And, to stay on top of the change, they require adaptable, innovative, knowledgeable and skilled workforce. The findings of this study evidence these concluding remarks. The Department of Agriculture, Conservation and Environment, like any other organisation, is left with no option, nor amenity, but to utilise training as the prime tool for growing people and profits.

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