



An integrated career management model for the Public Service: The case of North West Province Departments of Cooperative Governance, Traditional Affairs and Human Settlements

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DECLARATION

I Shereen Sikwela (Student number 23259914) do solemnly declare that this thesis entitled:

An integrated career management model for the Public Service: The case of North West Province Departments of Cooperative Governance, Traditional Affairs and Human Settlements

Submitted in fulfilment of the requirements for the degree, Doctor of Philosophy in Social Science with Public Management and Governance at the North-West University, Potchefstroom Campus, is my own work and has never been submitted by me to any other University. I also declare that all the sources used have been acknowledged by means of complete in-text referencing.

I understand that copies of this thesis submitted for examination will remain the property of the North-West University.

Signed..... on this day...2ND of.....February...2023

DEDICATION

A special dedication to Jika Mugombi Ndlela Chakabvepi

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I am greatly indebted to Our Heavenly Father, who has given me strength against all odds to finish this thesis.

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ABSTRACT

The democratic developmental Public Service requires technocrats, professionals and managers to address the country's challenges (Coats & Passmore, 2008; Ronn, 2010; Franks, 2015:55; De Wee, 2016). Occupations mentioned above are specialists operating at the self-actualisation stage, in which robust career development opportunities are essential. However, opportunities for growth and development are only a modest part of an essential and complex career management practice. Hence, the study determined that through proper implementation of career management in the North West Public Service, the practice can assist the development of necessary skills in achieving the ideals of the National Development Plan, 2030, especially concerning the reduction of poverty, unemployment and inequality. This study focuses on the North West Province Departments of Cooperative Governance, Traditional Affairs and Human Settlements since the Departments struggles to recruit and retain skilled professionals due to a lack of competitive salaries, including lack of career development opportunities, among other reasons. Hence the challenges above prompted this research to develop a comprehensive and integrated career management model for the NWPDCOGTAHS that can be extended to other Public Service departments.

The study utilised a mixed methods research approach. The approach involved a literature review, self-administered questionnaires, and semi-structured interviews, among identified sampling strategies to investigate career management practices within the North West Province Departments of Cooperative Governance Traditional Affairs and Human Settlements. The findings revealed that role players are distortion agents rather than active participants in career management. Most role players are misusing the legislative frameworks due to a lack of practical understanding of how legislation fits the holistic picture of achieving Departmental goals and objectives. Role players do not share the same practice background in implementing career management. For the reasons above, the study deemed it necessary to triangulate findings with Heidegger's perspective of being-in-world. By triangulating with the perspective above, the study presented an alternative perspective of viewing career management as holistically interwoven with other human resources management practices, reduction of poverty, and how the role

players must understand how the legislative framework employed in career management preserves their career identities.

Key words: career management, Cartesian, Heidegger, Being-in-the-world, strategic human resources management, integration, senior manager, HR practitioners, line managers, professionals, skilled technicians, NDP, poverty, inequality, unemployment.

ACRONYMS

CD	Career Development
COGTA	Cooperative Governance and Traditional Affairs
EEA	Employment Equity Act
HRDSA	Human Resource Development Strategy for South Africa
HR	Human Resources
HRM	Human Resources Management
ISCO	International Standard Classification of Occupations
NDP	National Development Plan
NPG	New Public Governance
NPM	New Public Management
NWPDCOGTAHS	North West Province Departments of Cooperative Governance, Traditional Affairs and Human Settlements
NWPDCOGTA	North West Province Department of Cooperative Governance and Traditional Affairs
NWPDHS	North West Province Department of Human Settlements
NWPDLGHS	North West Province Department of Local Government and Human Settlements
PMDS	Performance Management Development System
RO	Research Objectives
RQ	Research Questions

RSA	Republic of South Africa
TPA	Traditional Public Administration
SMS	Senior Management Services
WPHRM	The White Paper on Human Resources Management
WPTPS	The White Paper on the Transformation of the Public Service
WPAAPS	The White Paper on Affirmative Action in the Public Service
WPPSTE	The White Paper on Public Service Training and Education

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CHAPTER 1 INTRODUCTION

1.1 ORIENTATION AND BACKGROUND

The democratic developmental Public Service requires technocrats, professionals and managers to address the country's challenges (Coats & Passmore, 2008; Ronn, 2010; Franks, 2015:55; De Wee, 2016). With the occupations mentioned, the ideals of the National Development Plan, hereafter referred to as the (NDP), could be realised by 2030 (Republic of South Africa, 2014a:41). Skilled technicians, professionals and managers are specialist individuals with relevant skills who operate at the self-actualisation stage, in which robust career development opportunities are essential (Republic of South Africa, 2016a:16). Opportunities for growth and development for the occupations mentioned are only a modest part of an essential and complex career management practice. Career management is essential because it assists the developmental Public Service in meeting its strategic objectives (Clark, 1992:9-10) by improving employees' performance and aligning their career aspirations with organisational goals and objectives (Rees, Järvalt & Metcalfe, 2005:90; Popescu, 2015:182; Ismail, Ferreira & Coetzee, 2016:2). In addition to meeting the Public Service strategic objectives, career management meets the individual employee's needs by embracing the employee's creativity and ensuring that the employee is both competent and proactive (Ronn, 2010:12-13).

As a complex practice, career management entails the engagement of various role players with the legislative framework, career development theories and human resource management practices. Concerning various role players, the senior manager will integrate career management into the strategic goals and objectives of the Department (Republic of South Africa, 2003:1; Jarvalt, 2012:29). The senior manager must work with the line manager responsible for day-to-day human resources management practices. At the same time, work with human resource practitioners who ensure the availability of career management policies and ensure that career management is considered by both line managers and senior managers (Republic of South Africa, 1997b:13; 2011a:18). In addition, careers are now protean and boundaryless, and the individual employees are responsible for their career (Republic of South Africa, 1997b:25-28; 2011a:19; Schreuder & Coetzee, 2016:37-38).

On another note, recruitment and selection, training and development, succession planning, performance management, mentoring and coaching must be integrated with career management to achieve the democratic developmental Public Service's strategic objectives and ensure employees are competent and proactive (Greco & Kraimer (2020:40). By integrating career management with other human resource management practices, the Public Service guarantees the recruitment of a suitable employees capable of building their career in the institution (Botha, 2014b:211). Through performance management, the Public Service improves career development by understanding the competencies needed to deal with the challenges of this dynamic environment (Van Hoek, 2014a:220; Vermeulen, 2016a:176). In addition, training supports career management since the practice is usually assigned the duty of developing career development programmes (Vermeulen, 2016a:176). For the above to be imaginable, career development theories such as trait and factor, lifespan development and cognitive development must engage in concord. For instance, trait and factor theories are compatible with recruitment, selection, and diversity management. Lifespan development theories are attuned to retention, coaching and performance management, whereas mentoring and coaching relate to cognitive development theories.

Nevertheless, various Public Service reports reveal the lack of effective implementation of career management and other human resource management practices in most departments (Republic of South Africa, 2017b; 2018a; 2019). There is a flawed human resource management planning process because senior managers neglect the role. As a result, career management continues to be a solo practice that does not contribute to strategic goals and objectives (Jarvalt, 2012:29; Republic of South Africa, 2016b; 2021a). Politicians and senior managers compromise and manipulate the recruitment and selection process (Republic of South Africa, 2018a:34; 2020b:11). Employees play a critical role in abusing the system by falsifying qualifications and exaggerating their expertise and work experience, thus misleading departments to appoint the wrong person (Republic of South Africa, 2020a:23). Human resource management practices such as performance management fail due to line managers not standing by the performance assessments they give to their subordinates (Republic of South Africa, 2021b). The challenges mentioned above are disturbing since the proper integration of HRM practices can maximise the human resource contribution in realising the "grand plan" proposed for

2030 (Delery, 1998; Hirsh & Carter, 2002; Popescu, 2015:188; Vermeulen, 2016a:175). Hence the role players' misguided behaviours are an obstacle that inhibits the integration process (Brewster, Morley, Buciuniene, Järvalt & Randma-Liiv, 2010:244; Seema & Sujatha, 2013:1919; Grobler, 2016:59) and thus lead to detrimental effects of realising the Public Service goals and objectives.

To address the shortcomings, the Public Service can draw lessons from other developmental states since South Africa aspires to become a developmental state (Republic of South Africa, 2011c; Mathebula, 2016:47; Wade, 2018:523). Becoming a developmental state requires the emergence of certain preconditions and the establishment of the country's political and cultural ideologies. Referring to the political ideology, South Africa is a Constitutional democratic country relying on an ideal governance framework that promotes participation, coordination, collaboration and synergy across all administrative institutions (Republic of South Africa, 2011a:12). The cultural ideology of the country reveals that Ubuntu is the foundation of the South African communal cultural life. Ubuntu's core values include interdependence, shared humanity, and the duty of individuals to one another (Nussbaum, 2003:2; Ewuoso & Hall, 2019:93). Based on the above, South Africa can transition from poverty to economic development based on a strong foundation of collectivism, coordination, collaboration, respect and individual obligation to one another, which are some principles engrained in successful developmental states (Tonami, 2018:1212).

This study explores how collectivism, coordination and synergy pertaining to the role players mentioned above and across all administrative institutions facilitate achieving the NDP grand plan of eliminating poverty, inequality and unemployment by 2030 (Republic of South Africa, 2011a) through career management. To explore collectivism and coordination, the study considers the relational process ontology as it best explains New Public Governance in a Constitutional democratic country like South Africa and reinforces each role player's unique and creative contribution to an institution (Osbourne, 2006; Runya, Qigui & Wei, 2015). The relational process ontology contends that in New Public Governance, hereafter referred to as (NPG), the root of being is perpetually co-created among all beings (Stout, 2012:390; Stout & Love, 2015:466). The relationship mentioned above synthesises the hierarchy and control proposed by Traditional Public Administration, hereafter referred to as (TPA) with competition, and fragmentation relied

upon by New Public Management, hereafter referred to as (NPM) in "structured non-hierarchical social interaction" (Thayer 1981:38; Stout, 2012:390). The ontology preserves equilibrium in the public sector, and decision-making on employees' careers symbolises power distribution among role players.

To elaborate, TPA through control heightens the essence of the Constitution, which preserves the rule of law. The rule-based nature of TPA led South Africa to formulate and implement policies and regulations to manage public servants' careers. These include, among others, the Public Service Act 103 of 1994, as amended; The White Paper on the Transformation of the Public Service, 1995, the Constitution of South Africa Act, 1996. In addition, there is also The White Paper on Human Resources Management in the Public Service, 1997, A guide to career management in the Public Service, 2011, Public Service Regulations, 2001, Senior Management Service (SMS) Handbook, 2003, as amended, The White Paper on Affirmative Action in the Public Service and the Public Administration Management Act, 2014.

Besides the importance of the law postulated by TPA, the creativity and innovation of individuals implied by the NPM are possible due to the unique and creative contributions of the role players (Stout, 2012:390). The success of an integrated, pluralistic relationship postulated by the relational process ontology depends on the law, and existential and creative role players responsible and accountable for any decisions they may make. Purposeful role players should engage in career management and understand the urgency of decision-making. Regarding the above argument, the role players involved are not simple cogs within a fixed Public Service, which was the case in TPA. Nor are they merely autonomous, private actors engaged by the exchange and free contract of NPM. The role players mentioned above continually create career management through a sound mutual relationship (Stout & Love, 2015:467).

The mutual relationship and the "structured non-hierarchical social interaction" are further expounded on by Heidegger's ontology of being-in-the-world, which argues against the Cartesian perspective (Van der Hoorn & Whitty, 2014:725). Heidegger clarifies how policies, regulatory frameworks, the purpose of career management and the role players' social identities form a mutual relationship, which is not causal as depicted by the Cartesian perspective. Considering the above, the motivation of this study was to develop

a career management model that anticipates the future direction of the North West Provincial Departments of Cooperative Governance, Traditional Affairs and Human Settlements, hereafter referred to as (NWPDCOGTAHS) that reflects the more comprehensive organisational strategy of the Public Service (Popescu, 2015:184).

1.2 PROBLEM STATEMENT

The NWPDCOGTA and NWPDHS are struggling to recruit and retain scarce skilled technicians and professionals due to a lack of career development opportunities, including its inability to meet market-related salaries provided by the private sector (North West Provincial Government, 2016:7; 2020b:9; 2021a:24). Engineers, architects, town planners, building inspectors, and project managers are the most critical skills sought, but both departments are failing to attract or retain them (North West Provincial Government, 2020a:9; 2021a:24). Unfilled funded positions of the mentioned critical skills have led to the vacancy rate in the departments exceeding the Department of Public Service and Administration, hereafter referred to as (DPSA) norms and regulations (North West Provincial Government, 2021a:23). Further, women in senior management positions are underrepresented (North West Provincial Government, 2020a:20).

To address the above, there are bursaries and training initiatives accessible to employees who want to develop their careers (North West Provincial Government, 2020a:80). Both departments are currently recruiting and processing transfers for the mentioned skilled employees seeking funded employment positions (North West Provincial Government, 2020a:9; 2021a:23). Legislative frameworks such as the Retention Policy, Employment Equity Plan and a Succession Planning Policy, were implemented to ensure the retention of scarce skilled professions and guarantee gender equality and representation of women (North West Provincial Government, 2016a:2; 2018b:3).

Even if the mentioned departmental employment policies appear to have a supportive and employee centered purpose, it is evident that these policies are designed in a “manipulative fashion” to improve departmental goals and objectives and are only feasible in an ideal situation where economic and social challenges are minimal (Stout, Tower & Alkadry, 2015:154). In that ideal situation, both departments can invest in recruitment, employee development and retention benefits to improve organisational performance, but this is not the case because there are prevalent socio-economic challenges in the

Province. These challenges range from poverty and inequity in human settlements to poor municipal management and inadequate infrastructure (North West Provincial Government, 2017:5; 2020b:21; 2021a:15). Service delivery and inequality challenges such as a to lack of housing and poor infrastructure lead to protests on poor living conditions. Therefore, instead of improving career development initiatives to address the above, both departments rely on outsourcing engineering and architecture services to provide houses for the North West province inhabitants.

The study is not disregarding the attempts by the Departments on outsourcing services to developers because the achievement of goals and objectives of providing houses to the inhabitants of the North West Province is commendable despite a few challenges such as the poor performance by developers and contractors (North West Provincial Government, 2020b:9; 2021:17). The decision taken by the Departments reveal commitment to the Public Service goals and objectives to eradicate the discrepancy between the rich and poor people and between rural and urban areas (North West Provincial Government, 2020a:21) and reduce informal settlement households (North West Provincial Government, 2021a:17). Thus, realising the ideals of NDP by 2030 (Republic of South Africa, 2014a:41) (*see reference in section 1.1*).

However, the attempt above equally neglects the developmental Constitutional right of employees since career development initiatives are not impressive. Engineers and architects are difficult to attract and retain due to a lack of experiential learning and career development opportunities (Auditor's Report, 2020). There is a great deal of "job-hopping" among the administrative staff, which causes instability (North West Provincial Government, 2021b). Job-hopping signals a lack of career development opportunities since career growth is the ultimate deciding factor when considering whether to change jobs (Ifije, Aigbavboa & Sitholimela, 2016:25). Hence, job-hopping can signal that the departments must improve career development opportunities.

The above reflect that there is no doubt that the decision of outsourcing taken by NWPDCOGTAHS is a clear indication that preference is granted to providing houses to inhabitants other than enhancing employee development practices to achieve the mentioned goals because teleological guidelines lead to termination of employee development benefits and initiatives "without a second thought" (Stout *et al.*, 2015:154).

The myth behind implementing HR policies and career development initiatives mentioned is to convey a message that the NWPDCOGTAHS acknowledges and recognises the Constitutional right of employee development, but it is evident that when held in balance with organisational costs and benefits, employees' career developmental goals never see the light of the day. There is a "trade-off" between organisational goals and employee goals. Based on the argument above, the study explores the lack of a comprehensive integrated career management model in NWPDCOGTAHS, resulting in the continuous lack of attraction and turnover of scarce skilled technicians and professionals, whereby the Public Service goals and objectives and individual career development goals are hierarchical and competitive.

1.3 RESEARCH OBJECTIVES

Based on the orientation and background and the problem statement, **the primary objective of this study was to:**

- Develop a comprehensive and integrated career management model for the NWPDCOGTAHS that can be extended to other Public Service departments.

Given the above primary objective, the secondary objectives of the study were:

- Analyse the relevant theories and practices concerning career management in the Public Service.
- Analyse compliance with the statutory and regulatory frameworks for career management in the South African Public Service.
- Explore best practices and models of career management in other developmental states.
- Examine, with empirical analysis, the current challenges and problems of career management in the North West Province Department of Cooperative Governance, Traditional Affairs and Human Settlements.

1.4 RESEARCH QUESTIONS

The following research questions were formulated for this study:

Primary research question:

- What should be included in an integrated career management model for the South African Public Service that includes the NWPDCOGTAHS as a locus?

Secondary research questions:

- What are the relevant theories and practices concerning career management in the Public Service?
- What do the statutory and regulatory frameworks of career management in the South African Public Service entail?
- What are the best practices and models of career management in other developmental states?
- What are the current challenges and problems of career management in the North West Province Departments of Cooperative Governance, Traditional Affairs and Human Settlements?

1.5 CENTRAL THEORETICAL STATEMENTS (CTSs)

The following central theoretical statements can be made in the formulation of an integrated career management model.

CTS 1: Career management entails the engagement of various role players. For instance, career management requires the senior managers to provide the Department's strategic vision and integrate career management into the goals and objectives of the Department. It entails the engagement of line managers responsible for the day-to-day HRM practices. Finally, the HR practitioner ensures the availability of policies, and the individual employees are responsible for their careers (Republic of South Africa, 1997:25-28; Republic of South Africa, 2003:1; Republic of South Africa, 2011:19; Jarvalt, 2012:29; Schreuder & Coetzee, 2016:37-38).

CTS 2: Human resources planning, recruitment and selection, performance management, retention management, diversity management, mentoring and coaching, succession planning, and training and development should integrate with career management (Delery, 1998; Baruch & Peiperl, 2000; Schuler, Dolan & Jackson, 2001; Hirsh & Carter, 2002; Rees *et al.*, 2005:584; Seema & Sujatha, 2013:191; Grobler, 2016:59).

CTS 3: Developmental states from the Sino-Centric region can offer lessons vital for democratic South Africa. Specific to developmental states are preconditions to becoming developmental states grounded on political and cultural ideologies. South Africa is a democratic country based on political ideals such as decentralisation, coordination and participation. Further, South Africa's cultural ideology of Ubuntu informs its cultural ideology (Nussbaum, 2003:2; Bolden, 2014:2).

CTS 4: The relational process ontology contends that in NPG, the root of being is in a constant state of co-creation among all beings (Stout, 2012:390; Stout & Love, 2015:466). The relational process ontology preserves equilibrium in the Public Service, and decision-making represents power distribution among role players. The Constitution maintains the rule of law (Stout & Love, 2015:462).

CTS 5: The rule-based nature of TPA led South Africa to formulate and implement policies and regulations to manage public servants' careers. These include, among others, the Public Service Act 103 of 1994, as amended; The White Paper on the Transformation of the Public Service, 1995; the Constitution of South Africa Act, 1996; The White Paper on Human Resources Management in the Public Service, 1997.

Creativity and innovation implied by the NPM are possible due to the unique and creative contributions of the role players, which impact the outcome (Stout, 2012:390). The success of a pluralistic relationship stipulated by the relational process ontology depends on the purposeful, unique and creative role players engaged in career management.

CTS 6: Policies, regulations, the purpose of career management and role players involved form a mutual relationship, whereby the above are engaged and involved in career management.

CTS 7: The North West Province faces complex social and economic challenges (North West Provincial Government, 2017:5; 2020b:21; 2021a:15), such as poverty, unemployment, inadequate infrastructure, high level of illiteracy, inequality between the rich and the poor and urban and rural areas (North West Provincial Government, 2017:25; 2020b:21; 2021a:16).

CTS 8: Assigned developers and contractors compromise service delivery because they cannot implement projects. The Department struggles to recruit and retain scarce skilled

technicians and professionals. Scarce skilled technicians and professionals include engineering-related professionals, quantity surveyors, town planners, building inspectors, architects and project managers. The Department is also losing senior managers due to ageing (North West Provincial Government; 2017; 2021a).

CTS 9: Challenges experienced in the Department include job-hopping of administrative professionals. Lack of representation of women in senior management positions. Public managers fail to perform their tasks correctly, and there is a lack of compliance with existing policies and regulatory frameworks. The challenges experienced above result from disengagement between role players involved and HRM practices and the legislative frameworks.

CTS 10: Career development theories such as trait and factor, lifespan development, and cognitive development must engage in concords. For instance, trait and factor theories are compatible with recruitment, selection, and diversity management, whereas the lifespan development theory is associated with retention, coaching and performance management and cognitive development is associated with mentoring and coaching.

1.6 RESEARCH METHODOLOGY

The following diagram by Saunders, Lewis & Thornhill (2012; 2016) informed conclusions about the research methodology choices relevant in adopting the research philosophy, research approach, data collection tools, and data analysis employed in this study.

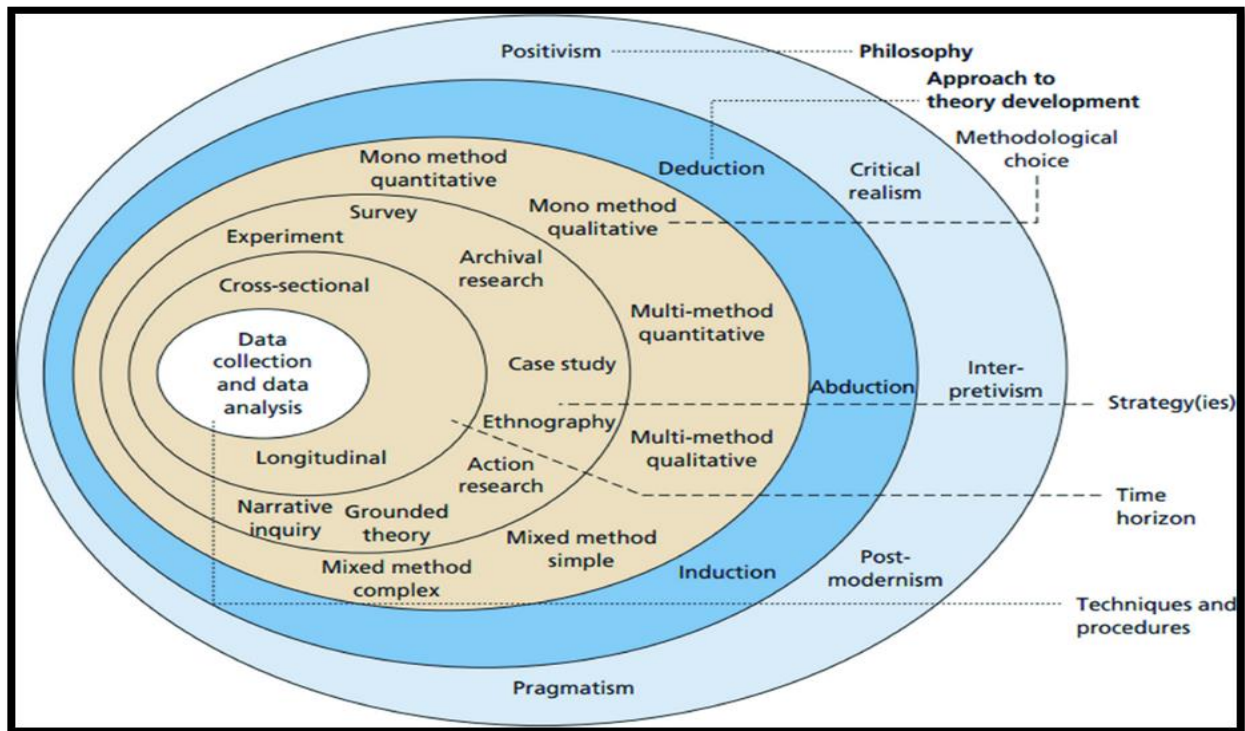


Figure 1-1 The Research onion

1.6.1 Research philosophy

According to Saunders et al. (2012), the research philosophy is the most critical layer of the research onion. It guides all subsequent decisions regarding theory development, methodological choice, strategies, time horizons and the techniques and procedures used in the research methodology. The philosophy serves as the foundation for the research and guarantees the use of appropriate procedures. The primary schools of scientific research philosophy include positivism, interpretivism, critical realism, and postmodernism. Positivism and interpretivism are two well-established schools of scientific research philosophy relevant to this study.

Positivism reflects the philosophical stance on a natural world, and the objectivist assumptions inform this approach (Park, Konge & Artino, 2020:690). Interpretivism studies social phenomena in their natural settings and is useful when the researcher wants to investigate how respondents understand the social world and the meaning they assign to it from their point of view (Saunders et al., 2012:58). Positivism applies where actual quantitative data is available to serve as the foundation for calculating the future

and making predictions, typically in the research area of demography (Melnikovas, 2018). Interpretivism explains rich insights into subjective meanings concerning the law-like generalisations provided by positivism. Interpretivism enhances qualitative data collection, and it is appropriate for studies focusing on constructing future narratives and understanding the spectrum of future concepts to provide insight (Kumar, 2016). Due to the adoption of both philosophical assumptions mentioned above, mixed methods research approach is employed.

1.6.2 Research approach

Mixed methods research combines quantitative and qualitative research strategies, procedures, approaches and perspectives (Delpont & Fouche, 2011:434). The underlying concept of mixed methods research is that combining methodologies improve the comprehension of study questions and objectives (Creswell & Clark, 2007:5; Granikov, 2020:2). Using both approaches imply methodological triangulation (Noble & Heale, 2019:67). Career management is a complex study that needs triangulation of approaches to explain and explore complex human behaviour. Employing both approaches leads to the validation of data from both quantitative and qualitative research (Noble & Heale, 2019:69).

1.6.3 Research design

Mixed methods research informed the implementation of both quantitative and qualitative study designs. According to the Research Onion diagram above, the study design can be a survey, an experiment, a case study, or action research. However, Kumar (2016:134) categorises quantitative research designs according to the number of contacts, reference period, and the type of investigation. Therefore, the quantitative paradigm developed a survey study design for collecting structured data from a representative sample. The qualitative study informed the exploration of a case study (Saunders & Tosey, 2012:59).

According to Gerring (2004:342) and Neuman (2014:42), a case study is an in-depth examination of a single unit to comprehend a broader class of similar units. A case can include Departments where data was collected: the NWPDCOGTAHS. Cases also include types of employees. Therefore, the units of analysis were senior managers, skilled technicians, professionals and other public managers involved in career management in

the Department mentioned above. Since data source triangulation involves collecting data from different people, such as individuals and groups, to gain multiple perspectives and validate data (Carter, 2014:545), data source triangulation was employed.

Following Kumar's definition of study designs in quantitative research, the survey study design only collected data once from respondents. The above is a one-shot or cross-sectional research (Kumar, 2016:134). One-time distribution of questionnaires to the respondents implied one contact between the researcher and respondents. The advantage of employing this cross-sectional survey design was cutting costs incurred in data collection.

1.6.4 Instrumentation

The study employed both literature study and empirical research. In the context of empirical research, semi-structured interviews collected qualitative data, whereas self-administered questionnaires collected quantitative data as elaborated in the following sections.

1.6.4.1 Literature review

Rodrigues (2009:100) and Pan (2016:2) affirm that a literature review serves many important purposes, including establishing the need for the research, broadening the horizons of the researcher, and preventing the researcher from conducting research that already exists. Literature was gathered through:

- Annual Reports from the then NWPDLGHS and the new NWPDCOGTAHS
- Departmental policies include Succession Planning Policy, Bursary Policy, and Performance Management Policy, among others
- South African Government online reports
- Peer-reviewed journals from google scholar and other accredited journals
- Theses and dissertations
- Books and journals from the North-West University and other universities, both local and international
- Conference papers and newspapers

The sources above broadened the researcher's knowledge of career management, and conducting literature review refined the study and assisted the researcher in understanding the requirements of the study.

1.6.4.2 The empirical study

Both Semi-structured interviews and self-administered questionnaires were conducted for the empirical study.

1.6.4.2.1 Semi- structured interviews

Qualitative research aims to view the research topic from the interviewees' perspective (King, 1994:14; Vosloo, 2014:331). Thus, semi-structured interviews permitted the exploration of topics and yielded a deep experiential account of career management in the NWPDCOGTAHS. The study conducted interviews with the human resources practitioners, including the Director for HRM responsible for:

- Organisational Design, HR Planning and Systems
- Human Resource Utilisation and Capacity Development
- Labour/Employee Relations
- Employee Health and Wellness
- Human Resource Administration

The interviews were comprised of line managers that included directors, deputy directors and assistant directors from NWPDCOGTA and NWPDHS. The participants above were purposively selected because the HRM Director influences career management planning and implementation. Human resources practitioners play an invaluable role in integrating career management, both vertically and horizontally. Line managers enforce HRM activities on the operational floor of the organisation. Besides interviews, the study employed self-administered questionnaires to collect data.

1.6.4.2.2 Self-administered questionnaires

The study employed questionnaires because the instrument can save time and resources (Brynard & Hanekom, 2005:38; Kumar, 2016:172). As well as reach many respondents (Robson, 2002:234; Rahman, 2020:106). In this study, respondents were emailed

questionnaires or given questionnaires to complete on their own time. Both distribution methods were adopted since employees operated on skeletal staff and worked in shift systems. Questionnaires were distributed randomly to professionals in the NWPDCOGTA, skilled technicians, academically qualified junior managers, inspectors and professionally qualified and experienced specialists in the NWPDHS.

1.6.5 Population and sampling

Briggs, Coleman and Morrison (2012:143) define "population" as identifying a group of units of interest forming the entire aggregation of cases that meet designated criteria. Under population, there is a target population and an accessible population. A target population is the entire set of individuals who meet the sampling criteria. An accessible population is the portion of the target population to which the researchers have reasonable access (Grove, Gray & Burns, 2014:351). Sampling refers to selecting a subset of persons or things from a larger population, also known as a sampling frame (Scott & Morrison, 2007:219), to represent a particular population (Neuman, 2014:246; Acharya, Prakash, Saxena & Nigam, 2013:332).

The target population for interviews included the senior management for human resources management, human resources practitioners and line managers (directors, deputy directors, and assistant directors). This study employed a purposive sampling technique. Purposeful sampling is also known as judgement sampling. This sampling technique is based on the researcher's judgement as the sample includes the most critical, skilled and experienced participants who benefit from the study (Grinnell, Williams & Unrau, 2008:153; Kumar, 2016:243). Therefore, the senior manager, human resources practitioners and line managers were all purposively selected to contribute to the study. The total number of participants interviewed was 26.

The target population comprised 76 professionals from the NWPDCOGTA. The NWPDHS population included 93 skilled technicians, academically qualified junior managers and inspectors and 21 professionally qualified and experienced specialists (North West Provincial Government, 2020b:80: 2020a:93). Therefore, the total population under investigation includes 190 skilled technicians and professionals. The researcher wished to include most of the target population mentioned above, but the unforeseen events which resulted from the COVID-19 made it difficult to access most professionals,

especially from the NWPDCOGTA Department. Hence, the researcher randomly distributed questionnaires to the accessible population. Everyone in the population had an equal chance of being selected for the sample. One hundred and ten respondents informed the sample from the population above.

1.6.6 Data analysis

Data analyses occurred in two phases - phase one comprised quantitative data analysis. To analyse quantitative data, SPSS was employed. The scale used for categorical data was nominal and ordinal. Therefore, the categorical nature of data led to the employment of non-parametric tests, including the Mann Whitney test, Kruskal Wallis Test and Spearman correlation. In Multiple Regression, variables such as career satisfaction, aspirations, career choices, and collaboration, among others, were computed and converted to total interval scores. The Multiple Regression analysis was appropriate for predicting or estimating the relationship between the independent and dependent variables.

Phase two was qualitative data analysis using Atlas ti. Raw data was collected, transcribed and cleaned. After transcribing, the research used Atlas ti to create 145 codes and 21 code groups. The study formulated relationships using various analysis tools, such as the word cloud and Code CO-Document to develop themes. Further, triangulation interpreted findings by integrating Heidegger's ontology of *being-in-the-world* and findings from questionnaires and interviews.

1.6.7 Limitations and delimitations

The main principle of quantitative data collection is that the more responses, the more representative the data. Therefore, the researcher would have preferred to engage most participants. This was practically impossible given these limitations and delimitations:

1.6.7.1 Limitations

The following limitations were experienced:

- This study began before the Coronavirus outbreak, and it followed a structured plan in place. However, because of the Coronavirus outbreak, which prompted

financial difficulties, the challenge encountered was a lack of financial resources to conduct this research. The researcher's travels to and from the NWPDCOGTAHS became prohibitively expensive.

- The researcher encountered most challenges in the NWPDCOGTA Department; respondents in NWPDHS were more forthcoming and helpful than respondents in NWPDCOGTA, who were challenging to reach. However, the study fairly represented scarce skilled employees.
- Most respondents were not in their offices due to the closure of units for sanitisation because of the Coronavirus outbreak.
- Most respondents were despondent, scared of contact and under stress. Pleading with them to participate in the study voluntarily was a massive undertaking because the mood was usually low due to either loss experiences or the disease taking a toll on them.
- Lack of trust was also a negative determinant in collecting data because respondents thought the research was a decoy to spy on politicians and senior management. The permission letter to conduct research was presented to respondents to show this research was voluntary, confidential and for academic purposes only.
- Some respondents filled questionnaires in haste in the researcher's presence. Some respondents failed to complete the questionnaire on their own time, even if the researcher insisted on collecting hard copies when respondents were ready.

1.6.7.2 Delimitations

The following aspects were not included in the study:

The study did not focus on professionals who were not on the scarce and critical skills list during the distribution of questionnaires.

The study does not provide a complete literature review of Heidegger. Instead, it draws on selected pertinent issues related to career management.

The following legislative frameworks were been excluded from the study:

- Labour Relations Amendment Act of 2002.

- Occupational Health and Safety Act 85 of 1993.
- Basic Conditions of Employment No. 75 of 1997.

1.6.8 Ethical considerations

Ethics dictate that behaviour regarding human relations should conform to the code of principles, the rules of conduct, the responsibility of the researcher and the standards of conduct of a profession (Kumar, 2016:289). The study ensured ethical conduct in the following manner:

- Permission to conduct research was sought from the NWU Ethics committee (*see reference in annexures*).
- The researcher provided participants with relevant information regarding the study, including explaining the study's purpose and importance. All participants and respondents knowingly, intelligently, clearly and manifestly, understood the significance of the research (Akaranga & Makau, 2016:6).
- The respondents' anonymity were upheld by not requiring them to identify themselves in the questionnaires. Confidentiality, privacy and anonymity are mandatory in research. Lavrakas (2008:243-244) and Resnick (2018: 113) emphasises that respondents' privacy and confidentiality should be respected. Babbie and Mouton (2008:523) and Kumar (2016:283) view that to ensure confidentiality, the researcher, might identify the person's response but promise not to do so publicly. To ensure the realisation of the above, the study employed codes to represent the respondents and not their real names.
- The researcher explained that participation was voluntary, with participants able to withdraw from the study at any time. Voluntary participation is a significant ethical issue in research. This study ensured that respondents and participants were not coerced to participate (Akaranga & Makau, 2016:6). Further, the respondents and participants signed consent forms to indicate that participation was voluntary.
- The researcher highlighted the communication of findings to the respondents at their request

1.7 SIGNIFICANCE OF THE STUDY

The study's primary objective was to develop an integrated career management model for the Public Service. There is evidence of neither a career management model nor a career management policy in the NWPDCOGTAHS. The above stem from a lack of recognition of career management in the Department, disengagement between human resources management practices, role players involved, and human resources management policies failing to form an intricate mutual relationship.

Following the discussion above, the study intends to:

- Develop a comprehensive, integrated career management model for the NWPDCOGTAHS extended to other Public Service departments.
- Contribute to the public human resource management knowledge, particularly career management. Career management must be understood as a referential totality, not as a collection of detached properties with no impact or interaction with one another. By employing Heidegger's work, the study views career management holistically interwoven with other human resources management practices, policies, regulations, and role players. Inferring that career management cannot be comprehended in isolation.
- Contribute to public administration theory, particularly governance, by demonstrating that governance is not only collective decision-making, a collaboration of systems, practices, and processes; governance entails the importance of co-constructing relationships between role players and policies, regulations, and practices. To policymakers: well-formulated policies must extend beyond the suitability of properties and must be interwoven into practices, as constructing policies entail creating holisms of human resources management practices. Policy formulation is not merely about developing tangible properties that conform to particular social phenomena; it also involves redesigning human identities, navigating the messy implementation process, and educating public servants to use the policy.

1.8 CHAPTER OUTLINE

This section discusses the thesis structure regarding the study's goals and objectives.

Chapter 1: Introduction, orientation and problem statement of the study

Chapter 1 presents the introduction, orientation, problem statement, research questions and objectives, central theoretical statements, and the study's research methodology.

Chapter 2: Theoretical framework of career management

Chapter 2 explores **RO1**. It accomplishes this goal by critically analysing the conceptual framework of career management and identifying the role players involved. The chapter examines the theory of public administration and career development theories. Finally, it emphasises the relevance of integrating career management with the organisational goals and objectives and other human resource management practices.

Chapter 3: Statutory and regulatory framework of career management

Chapter 3 answers **RO2**. The chapter begins by discussing the legal framework of the Public Service's developmental context. The chapter discusses regulations, strategies, and policies, given the importance of guiding public servants to avoid manipulating and exploiting human resource practices at the departmental level. Finally, the chapter discusses human resource management policies in the NWPDCOGTAHS.

Chapter 4: Best practices and models of career management in developed and developmental states

Chapter 4 explores **RO3**. This chapter fulfils the objective above by describing the developmental state's conceptual framework, the preconditions for becoming developmental states, the values central to developmental states and ideologies to promote developmental states. The chapter discusses Leftwich's and Johnson's models of the developmental state, and the chapter concludes with a discussion of an appropriate proposed model for this study.

Chapter 5: Towards an integrated career management model: Empirical findings

Chapter 5 examines **RO4**. The chapter commences by discussing triangulation and highlighting its necessity in data analysis. The chapter analysed semi-structured interviews and questionnaires. Finally, findings were triangulated with Heidegger's ontology, informing the development of an integrated career management model.

Chapter 6: An integrated model of career management in the Public Service

Chapter 6 explored **the primary objective**. The chapter commences by reflecting on the study's objectives, questions and central theoretical statements. Chapter 6 summarises all the chapters. In addition, recommendations of the study are presented, including an integrated career management model for the Public Service. Finally, the study exposes gaps for further research at the end of the chapter

1.9 CHAPTER SUMMARY

The primary purpose of this chapter was to present the background to the study to identify the gaps which led to this study. First, the introduction and background provided the grounds for the problem statement in the NWPDCOGTAHS. The study formulated research questions, objectives, and central theoretical statements. The research methodology to answer the research objectives was discussed, with the significance of the study, ethical considerations, and the chapter outline that informs the structure of the whole thesis. The following chapter discusses the conceptual framework of career management, the role players involved and relevant human resources management practices integrated with career management.

CHAPTER 2 LITERATURE REVIEW: CAREER MANAGEMENT THEORETICAL FRAMEWORK

2.1 INTRODUCTION

The preceding chapter provided an in-depth background to the study. It explicitly outlined the problem statement, the research questions and the study's objectives as a guideline for developing an integrated career management model for the Public Service. This chapter analyses ***the relevant theories and practices concerning career management in the Public Service*** as set out in RO1 and stated in section 1.3. It achieves this goal by critically examining the concept of career management, and the role players involved and discussing how each role player could be utilised in the career management process for optimal outcomes. More importantly, this chapter analyses the indispensable role that coordination and democratic decision-making play in effectively implementing career management. Coordination is explained using the relational process ontology, which is at the core of the concept of NPG adopted in this research. The chapter employs the dialectical method to analyse NPG, encapsulating the values of both TPA and NPM.

The chapter recognises the eclectic principle of public administration and examines career management through the lenses of psychology utilising existentialism and career development theories. This is vital because existentialism posits authenticity and responsibility as viable means through which collaboration in decision-making can be sustainable. In addition, the literature reviewed in this chapter suggests that existential role players could incorporate career management into the organisational strategy at the macro level (Public Service). The crux of the argument is that effectively integrating career management at the macro level to alleviate unemployment and eliminate inequality and poverty by 2030 as postulated by the NDP is inextricably contingent on the performance of decentralised micro-level departments, specifically the NWPDCOGTAHS, which is the focus of this study. This is because micro-level decentralisation has exposed poor coordination and gross exploitation of human resource management processes, including recruitment and selection, retention management, and performance management, to mention a few. This implies that if the role players involved are inefficient, career management will remain an autonomous HRM practice that fails to resolve poverty,

inequality and unemployment challenges faced by many South Africans. The following diagram compiled by the researcher represents the structure of this chapter:

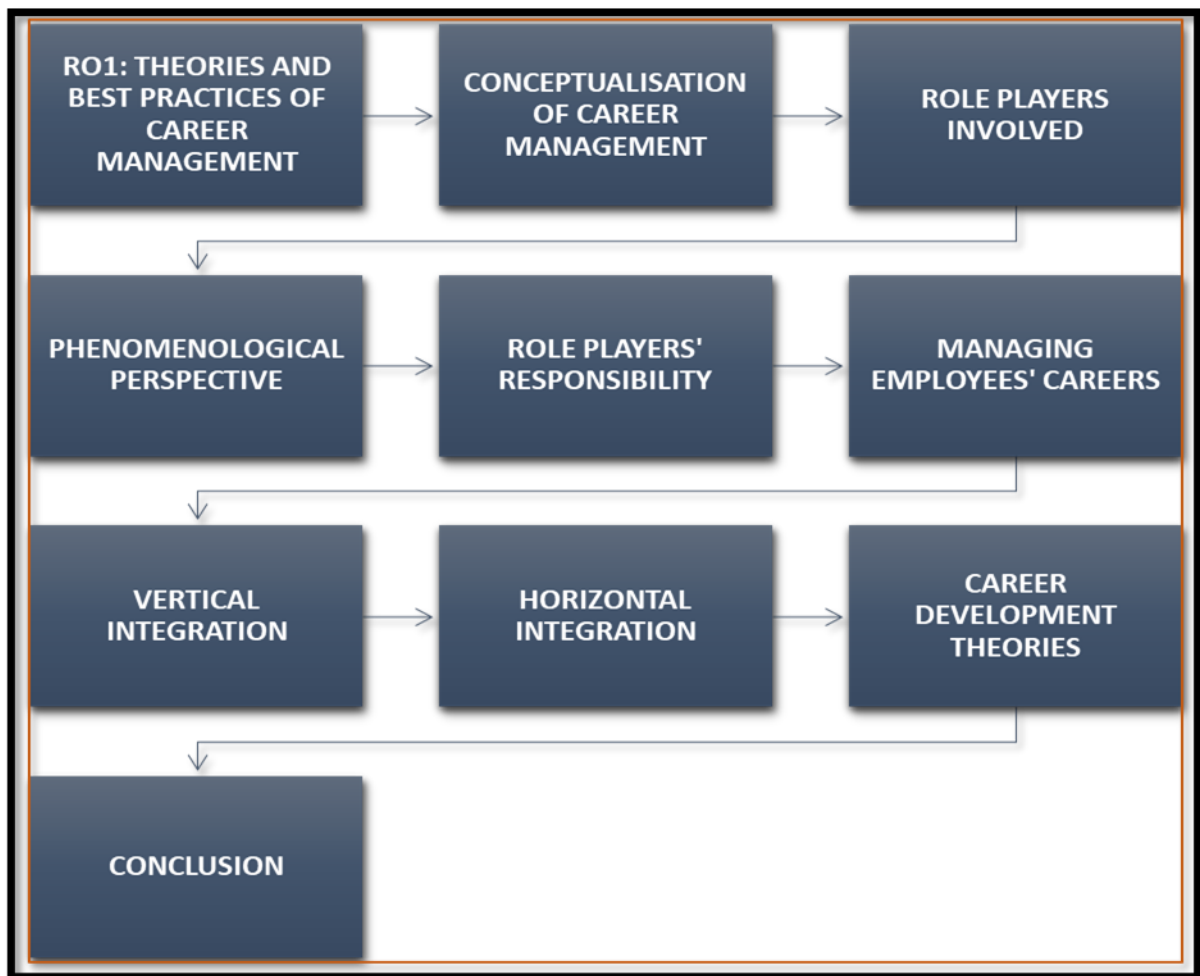


Figure 2-1 Structure of the chapter

2.2 CONCEPTUALISING CAREER MANAGEMENT

Career management encompasses strategies and practices utilised by institutions to accomplish their goals and objectives. Randma (2001:15) and Hernaus, Pavlovic and Klindzic (2018:84) describe career management as a specific human resource management approach aimed at enhancing the efficiency of an organisation. Career management is also a strategy that manages and encourages employees' professional development in compliance with organisational requirements, priorities, capacities, and aspirations (Republic of South Africa, 2000; Hartzenberg, 2005:5; Bagdadli &

Gianecchini, 2019:354). Similarly, career management refers to the core human resource management activity through which organisations, managers and employees play significant roles in the achievement of specific goals and objectives of an organisation (Lefter, Deaconu, Marinaş & Puia, 2008; Schreuder & Coetzee, 2016:64). This illustrates the potentials of career management as a technique that could effectively enhance the performance of the Public Service if it is appropriately applied.

For Patrick and Kumar (2011:25), career management presents an opportunity for employees to evaluate their individual beliefs, interests, skills, strengths, and weaknesses, define their career purposes and adopt career plans tailored toward achieving their career goals. These definitions highlight the interdependence between organisational and individual career management. For instance, professionally developing employees implied by Hartzenberg (2002:5) and Bagdadli & Gianecchini (2019:354) is instrumental in the achievement of the organisational goals and objectives outlined by Randma (2001:15) and Hernaus *et al.* (2018:84). Therefore, it is pertinent for employees to not only engage in professional development programmes that enhance the performance of the Public Service, but they must also nurture and improve their values, interests, ambitions and abilities.

The previous definitions underscore these key elements of career management listed below:

- It is a critical human resources management practice.
- It requires the collective effort of the organisation, employees, and managers.
- It strives towards the realisation of the goals and objectives of the organisation.

Based on those above, the study defines the concept of career management thus as:

An essential human resources management practice that achieves the organisation's grand plan through the collective efforts of individual employees, managers, and the organisation.

Ideally, individual employees ought to proactively plan their careers by collecting information on values, talents, and abilities, which will enable them to advance their career trajectory (Patrick & Kumar, 2011:5). Hartzenberg (2002:12) and Hernus *et al.*

(2018:84) aptly assert that the onus for *career planning* remains the sole responsibility of individual employees and their supervisors and that employees who plan their careers are more likely to achieve their goals.

Public managers must keep employees informed about available *career paths*. This is especially important because career paths play a vital role in the performance of employees in the organisation as they become skilled and competent in their tasks through properly structured career paths. Organisations (the Public Service) must develop tools and strategies that assist employees and managers in undertaking strategic *career development* initiatives and making meaningful career management decisions (Schreuder & Coetzee, 2016:98). Collaboratively, employees, managers and the organisation must effectively integrate career management with other human resource management practices to achieve the NDP objectives of reducing poverty, inequality, and unemployment by 2030 (Republic of South Africa, 2011c) (*see reference in section 1.1*). Therefore, the basic elements of career management discussed in these sections include career planning, career pathing and career development.

2.2.1 Career planning

Career planning refers to the initiatives that propel individuals to take personal charge of their careers by making informed decisions towards their career advancement (Republic of South Africa, 2000:7; Schreuder & Coetzee, 2016:95; Jackson & Tomlinson, 2020:440). The following diagram compiled from Mandotra (2013:10) delineates the fundamental components of individual career planning:



Figure 2-2 Components of career planning

The components highlighted in the above diagram reiterate the need for employees to demonstrate responsibility for career planning. The self-assessment stage is mandatory in career planning since it is a procedure that specifically involves employees and compels them to literally “know themselves” (Townley, 1993; Svitek & Zak, 2020:11399). When employees possess self-knowledge, they must make the right career decisions (Clarke & Knights, 2015:1868). Socrates opines that self-knowledge is the beginning and end of existence. He contends that humans cannot live authentic, fulfilling lives without self-knowledge and self-discovery (Schultz, 2020:70). This informs his assertion that the “unexamined life is not worth living” (Lavine, 1984:361; Berzonsky, 2016:269). By undertaking a self-critical assessment, individuals can make informed decisions about themselves and focus on researching careers they desire, which results in them pursuing training and developmental initiatives to accomplish those career goals. They establish specific career objectives that will aid the organisation in mapping out the career paths best suited to them, especially in the dynamic environment where change is inherent (Republic of South Africa, 2000:7; Meng-Lewis, Wong, Zhao & Lewis, 2022).

Thus, when individuals know who they are, they can embrace prospective occupations and choose the ideal career path to accomplish their goals.

2.2.2 Career pathing

Career pathing comprises a series of activities relating to organisational functionality, including the promotion, transfer and rotation of employees (Cascio, 2003:376; Sandhya, 2016:5; Schreuder & Coetzee, 2016:103). Each employee within an organisation may have a variety of career path choices (Republic of South Africa, 2000:8; Tangodan, 2018:61). Organisations use career pathing to execute developmental practices such as formal and informal education, employee training programmes, and job experiences aimed at enhancing individuals' employability (Schreuder & Coetzee, 2016:65). In terms of employability, the principle presupposes constructive career behaviours and abilities that enable employees to perform, develop or establish careers through job-related and career-related meta-competencies (Potgieter & Coetzee, 2013:2).

It can be argued that career pathing is invaluable to both horizontal and vertical aspects of employability. Employees and public managers must be realistic about the time frames set for the attainment of career goals identified in career paths (Hartzenberg, 2002:1; Godshalk & Sosik: 2003:418; Tandogan, 2018:61). Since career management is not only about progression, but also about efficiency (Merchant, 2010; Héder & Dajnoki, 2017:59), effective career pathing benefit both the organisation and the individual employees. The primary advantage of having realistic career paths is that organisations with proper career paths boast of higher employee retention rates than those without, as this assures employees of the possibility of their career growth within the organisation (Pinnacles Corporation, 2016:1).

Hence, there is a connection between career pathing and career development. This is because career paths can be predicted or identified through the career development programmes of an organisation. However, as a human resources intervention programme, career development does not focus solely on encouraging linear and vertical career progression. Rather, it instigates employees to become more resilient and self-confident to adapt to the protean nature of organisational environments (Patrick & Kumar, 2011:26; Majid, Eapen, Aung & Oo, 2019:144).

2.2.3 Career development

Career development includes psychological, sociological, educational, physical, and economic factors that influence an individual's career (Napitupulu, Haryono, Laksmi Riani, Sawitri & Harsono, 2017:277; Armstrong, 2020:340). A well-designed career development strategy facilitates the maximisation of an organisation's resources to recruit and retain employees by matching employees' talents, interests and priorities with the needs of the organisation (Thite, 2001; Chakraborty & Biswas, 2020:65). This implies that an effective career development programme equips both employees and the organisation to make informed decisions. It enhances employees' attraction, retention and motivation to be a proactive and creative workforce (Thite, 2001; Kapel & Shepherd, 2004; Chakraborty & Biswas, 2020:66).

Sections 2.2.1, 2.2.2, and 2.2.3 emphasise important aspects of career management. Career management commences with career planning, which is the responsibility of each individual employee and culminates in career pathing and development. While the individual employee is ultimately responsible for career planning, the organisation and managers contribute to career pathing and development by offering mentoring, coaching, training and development opportunities (*see reference in section 2.2.2*). The stakeholders, as mentioned in section 2.2, must collaborate to achieve the organisation's overall goal. Nevertheless, self-awareness-driven career aspirations enable the organisation and managers to map out individual career paths and implement well-designed career development programmes. The next section examines stakeholders in career management.

2.3 ROLE PLAYERS IN CAREER MANAGEMENT

The previous section emphasised that career management is a shared responsibility between individual employees, managers, and the organisation. This section discusses the diverse roles played by the stakeholders mentioned above, explicitly senior managers, line managers, human resources practitioners and individual employees, in implementing career management.

2.3.1 Senior managers

Senior managers can influence the planning and implementation of career management. These managers ensure the strategic leadership of the organisation, define the mission and values of the organisation, and provide guidelines for implementing human resources practices such as career management (Armstrong, 2006:79; Armstrong, 2020:124). Senior managers represent the organisation's core strategic perspectives, and unless they play their roles effectively, career management will remain an inconsequential human resource management activity (Purcell, 2001; Mom, Chang, Cholakova & Jansen, 2019:3015). Therefore, the pivotal role of senior managers necessitates the possession of technical skills and an in-depth understanding of career management (Jarvalt, 2012:31). Since senior managers provide the strategic leadership of the department, their responsibility in this respect is not overemphasised. For example, senior managers must ensure the maintenance of the pluralistic relationship with other managers, such as line managers, to promote the creative abilities and individual potentials of everyone involved in implementing career management.

2.3.2 Line managers

Line managers are crucial in implementing career management because they enforce HRM activities on the operational floor of the organisation (Evans, 2015:460; Bos-Nehles, Van der Heijden, Van Riemsdijk & Looise, 2020:736). Bos-Nehles *et al.*, 2020:736 and Kehoe & Han (2020:111) state that it is the responsibility of line managers to oversee the operational personnel team, manage the day-to-day human resources strategies, and understand the career goals of employees (Republic of South Africa, 2000:10). They must be proactively involved in the formulation and implementation of career management strategies (Armstrong, 2006:80; Evans, 2015). Line managers must be capable of handling career management to mitigate how much human resources practitioners monitor and restrict their autonomy. Decentralising and assigning line manager's autonomy in career management is a positive effect on implementing the practice, despite the concerns of excessive autonomy (Jarvalt, 2012:32; Evans, 2017:3142; Armstrong, 2020:333).

The importance of the line managers cannot be undermined, as tasking them with HRM responsibilities accelerate decision-making processes of human resources management

issues (Brewster & Larsen, 2000:196-8; Evans, 2017:3129). Since they are accountable for the success of career management, the efficient execution of line managers' responsibilities or the lack thereof has direct consequences for the understanding and alignment of employees with an organisation's career development strategies (Renwick, 2003:263; Evans, 2015:461). Therefore, with senior managers, line managers must consult with human resources practitioners on the viability of career management and communicate with employees under their guidance to decipher their expectations and career aspirations (Terhalle, 2009; Armstrong, 2020:619).

2.3.3 Human resources practitioners

HR practitioners are no longer solely responsible for managing employees, instead, they share this task with line managers (Armstrong, 2020:619). However, human resources practitioners play an invaluable role in integrating career management, both vertically and horizontally. Concerning vertical integration, some obstacles to implementing career management strategies include the inability to convince senior managers to support career management initiatives (Armstrong, 2006:81; Jarvalt, 2012:33). Human resources practitioners need to ensure that senior managers concentrate on career management issues and must ensure that line managers actualise career management programmes (Armstrong, 2006:80; Armstrong, 2020:114). Additionally, human resources professionals are expected to ensure that career management and other human resources practices relevant to career management contributes to organisational goals and values.

2.3.4 Individual employees

Individual employees are significant role players in career management as they are solely responsible for their careers (Republic of South Africa, 2011:17). Thus, employees must pursue career choices that nurture their self-fulfilment and spur them to advance their careers in the Public Service (Bloland & Walker, 1981:199; Greenhaus, Callanan & Godshalk, 2018:56). For employees to make informed career choices, they must first understand their values, attitudes, abilities, and strengths (*see reference in section 2.2.1*). This is because the manner of self-appraisal is a mandatory scale for creating an appropriate fit between the individual and the Public Service. These introspections are compulsory to the Public Service as it facilitates the recruitment, promotion and retention

of employees who align with the organisation's core values, as it ultimately influences the organisation's performance (McMillan, 2012; Armstrong, 2020:266).

Employees under-utilise the opportunity to optimise their potential as expected. For instance, instead of improving their employability, unqualified employees hastily dismiss career development as an empirical means of occupying leadership positions without the level of proficiency (Republic of South Africa, 2016a:4). Employees who erroneously regard career development and promotion as an empirical means to an end or as a measure of the outcome of results continue to lose their sense of purpose and the essence of their careers (Maboloc, 2010:36; Greenhaus *et al.*, 2018:12). The perception of promotion as a measure of outcome is equally problematic because it diminishes the unlocking of the unique and creative potentials of individual employees, and if not adequately addressed, it poses insurmountable challenges in the entire career management process.

This section revealed that senior managers, line managers, human resources practitioners and individual employees are all key participants in implementing career management. Since each role player is indispensable, it is crucial that their functions are optimised to their fullest capacity. Considering that man is a phenomenological self, and phenomenology views society as free individuals making choices within the context of society's value system (Stewart & Mickanus, 1974:128-129; Qutosh, 2018). Phenomenology also offers a sound basis for this study by shaping the opinions of the existentialist role player (Ongaro, 2017: 137).

2.4 PHENOMENOLOGICAL PERSPECTIVE AND THE ROLE PLAYERS IN CAREER MANAGEMENT

Phenomenology was proposed by Edmund Husserl (Ongaro, 2017:136), and it was popularised through the writings of Martin Heidegger and Maurice Merleau-Ponty (Morcol, 2005:4; Qutoshi, 2018:216). The viewpoint advocates a hybrid model in which organisations replace a purely hierarchical structure, resulting in decision-making decentralisation, the promotion of situational leadership, and the encouragement of highly professional and mobile employees (Waugh & Waugh, 2006:506; Stout & Love, 2021). Similarly, because of its emphasis on intentionality, this study does not distinguish phenomenology from existentialism (Joullié, 2016:174). Existentialism begins with the

belief that humans are "the true centre of philosophy and [...] the only justifying force" (Lavine, 1984:326; Käufer & Chemero, 2021).

This study promotes decision-making consensus in phenomenology by extolling the full participation of all participants and coordination among various actors (Ehrlich, Ehrlich, DeLeon & Morris, 1996:23; Stout, 2014). When phenomenological decision-making is used, it establishes an inter-subjective agreement through a democratic dialogue (Stout, 2018:227). It considers the decision-maker an essential factor in determining organisational behaviour and attempts to explain decisions about how one perceives and defines a situation (Norman, 1967:59; Qutoshi, 2018; Stout, 2018:227). NPG is based on the phenomenological foundation. Rather than being deontological (rule-based) as proposed by TPA or teleological (outcome-based) proposed by NPM, decision-making is phenomenological and respects all sources of interest. To expatiate NPG, this study uses the dialectical method.

2.4.1 Dialectic process

According to Stout (2013a:225), in public administration, there must be some transcendent synthesis between TPA and NPM. Thus, this study adopts the transcendent synthesis postulated by Hegel, who also proposes adopting a dialectical approach to the thesis, antithesis and synthesis, as illustrated in the following diagram compiled by the researcher.

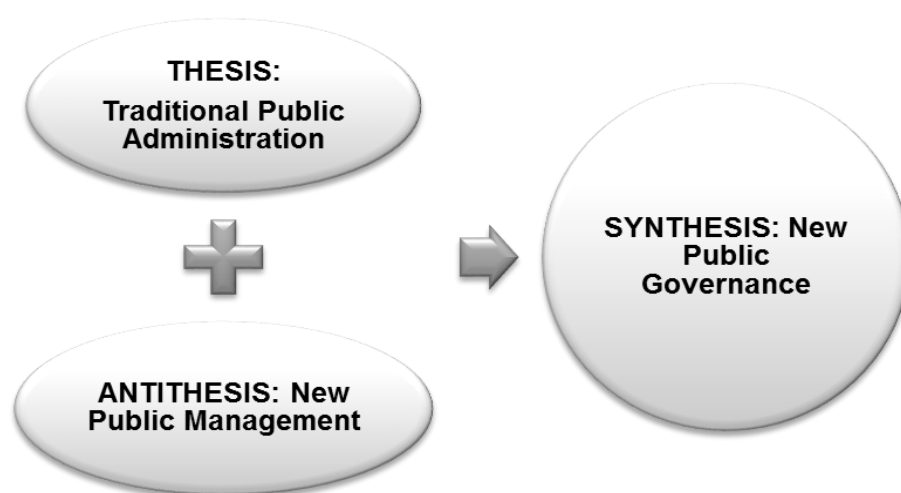


Figure 2-3 Dialectic process of Public Administration

The dialectics approach is a thought process in which conflicting perceptions reveal significant discernment not apprehended otherwise (Padgett, 2002; Bauder, 2016:65). Applying the dialectical approach acknowledges the interconnection that foster and incorporates differences. This process is traced back to Heraclitus (535-475 BC), who argued, "No man has ever walked twice in the same river" (Graham, 2008:11; Stout, 2012:389). Plato (428/427-348/347 BC) formulated a dialectical theory of the unity of opposites (Bloom, 1991) and influenced the original theoretical thought in history to describe categories/forms and being/nonbeing (Ma, 2018:2). Plato's dialectics underscore the combination of opposites (Hegel, 1894:49-50; Ma, 2018:2), a method espoused by Hegel.

Aristotle had a different view. He claimed that dialectics was merely a method of rigorous rational thinking and a technique of "deductive" reasoning (Ma, 2018:3). For Aristotle, the "contraries" of the opposites elucidate all things, either for themselves or for their components (Barnes, 1959:7; Bauder, 2016:65).

Hegel points out that the progression of the dialectical process occurs in these steps:

- First, a thesis must emerge (Popper, 1963). According to Hegel, the thesis is an assertion made by the intellect: a static and inadequate for understanding the inner tissue of nature (Ongaro, 2017:69).
- The thesis will then create an opposition (antithesis) due to a significant lack of value or quality within the bounded framework (Ma, 2018:5). The antithesis will interfere with invading the boundaries of the thesis by proposing a contradiction (Ongaro, 2017:69).
- Then, the antithesis will struggle with the thesis until there is a solution. Ultimately, integrating both thesis and antithesis must synthesise the respective ideals and the efforts to maintain their merits and escape their shortcomings (Ma, 2018:5).

The observation that the bureaucratic inefficiencies and impersonality of public administrators, which characterises the TPA **(thesis)**, initiated the advent of NPM **(antithesis)** applies to the context of this study. TPA and NPM are dialectical opposites, with each thesis or antithesis creating remarkable contradictions that impede the development of both individuals and entire societies (Love, 2008; Ongaro, 2017:141). For

example, in TPA the individual is an incomplete copy of a metaphysical source that is complete (Stout, 2013a; Stout & Love, 2014:423), whereas, in the NPM, the individual is isolated at all levels: from a metaphysical basis of being and other humans (Stout & Love, 2014:426). These are further explained in sections 2.4.1.1.1 and 2.4.1.2.1.

This study observes that the struggle between the TPA, and the NPM led to the creation of NPG. Therefore, it argues that NPG represents a synthesis of different dialectical pairs that addresses or dissolves the extreme contradictions generated by both TPA and NPM (Stout & Love, 2014:427). By synthesising the hierarchy proposed by TPA and the competition proposed by NPM into formal non-hierarchical social interaction (Thayer, 1981), a social link is created between different actors in career management (Stout, 2013b). Therefore, it is significant for ideal democracy because it disapproves of organised representation as a prerequisite for diverse autonomous individuals and acknowledges an inherent social connection as the basis for organising a unified political life (Rosenau, 1992; Stout & Love, 2021). Through this dialectical process, all individuals become active participants in the co-creation of career management. The role players discussed in section 2.3 are neither mere set-ups in the system as stated by TPA nor autonomous actors engaged in voluntary exchange and contract as proposed by NPM (Stout & Love, 2014:428). But despite their positions, all the role players involved are collectively responsible for implementing career management. This explains why this study emphasises the importance of recognising the fullest humanity and uniqueness of all individuals.

In this respect, the NPG evinces underlying positivist, humanist and individualistic, liberal, and neoliberal assumptions. By employing the paradigm as an integrated approach, this study does not restrict TPA but acknowledges the NPM. The idea of synthesis proffers a lasting solution to the conflicts, contradictions and dysfunctions created by separating an idea or object into thesis and antithesis, for example: traditional versus progressive. Through its application of Hegel's dialectical process, this study supports a third position (synthesis) as it addresses the dysfunctional tension created through the compromise between TPA and NPM. This issue is further elaborated upon in these sections.

2.4.1.1 Traditional Public Administration

TPA was the most influential administration model popularised by Woodrow Wilson in the United States of America and Max Weber in Germany, respectively (Lynn, 2001:154; Hughes, 2012:47). A rigid hierarchical model of red tape and unidentified employees driven by public interest characterises TPA (Hood, 1990:108; Rhodes, 1991:537; Hughes, 2012:43; Ongaro, 2017).

The fundamental tenets of the TPA include:

- politics administration dichotomy;
- administration science;
- efficiency as primary objectives;
- centralised power as the most responsible;
- hierarchy to ensure proper administration and;
- the law as the overarching guide to all operations (Hughes, 2012).

The study focuses on administration, science, and the law as an overarching guide to all operations. The legislation is requisite for the direction of all Public Service operations, including career management. Due to the importance of the legislation, the following section examines the undifferentiated individual ontology, which is specific to TPA.

2.4.1.1.1 Undifferentiated individual ontology

The undifferentiated individual ontology stipulates that the "one" is an incomplete copy of the metaphysical source: the "ONE" (Stout, 2013a:82). This position highlights the hierarchy between the supernatural and the ordinary that establishes the primary relationship of dominance (Stout, 2012:392) as illustrated in the diagram adapted from Stout (2013a:82).

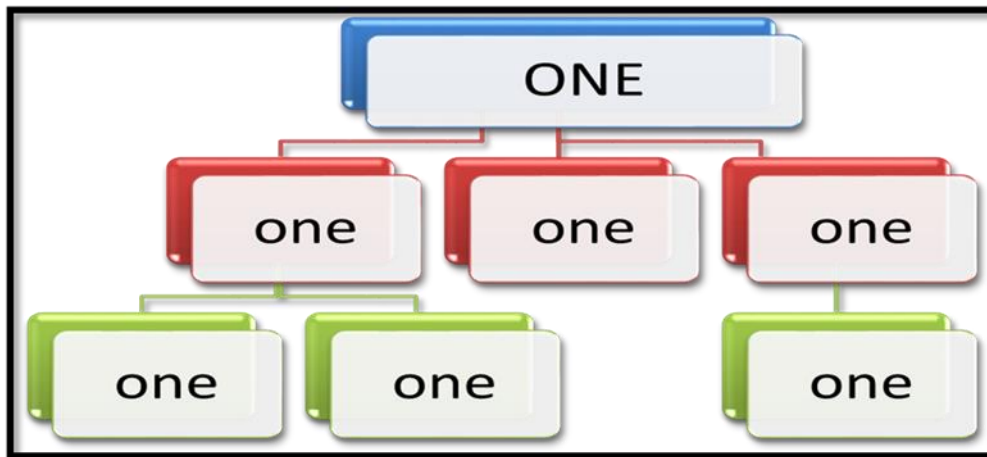


Figure 2-4 Undifferentiated individual ontology

There is an ardent approval through a hierarchical relationship with the source of existence and those who serve the good and the right (Stout, 2014:275). Individuals are identified by their roles in this position and categorised into different predetermined hierarchical moulds (Catlaw, 2007:167; Stout, 2013:82; Love, 2013:578). Those who occupy a particular position can claim conformity with the image of the divine right, and the higher they are, the closer they are to being in that position of speaking on behalf of the divine (Thayer, 1981; Stout, 2013). This explains why this position is grounded on monism.

According to monists, the whole (ONE) is ahead of its parts (Schaffer, 2010:31). For instance, Tahko & O’Conaill (2012:150) aver the existence of a single central entity on which all other entities depend. Thus, monism assumes a top-down approach (Giustinu, 2017:18). The “ONE” is central, and everything else is part of it, so the “ONE” has proper parts, but those parts depend on it (Schaffer, 2010:31; Benocci, 2016:1983; Giustinu, 2017:20). Monotheism is related to patristic religion, as patristic philosophy affirms that God is the only “ONE” (Ongaro, 2017:38).

“Thou shall not have any other gods beside me (Exodus, 20:3)”

The hierarchy between the “ONE” and the ordinary “one” establishes a primary relationship of dominance, such as the pre-eminence of God over humanity (Stout,

2013:83). Besides God, the “ONE” in Monotheism/Monism may refer to the King, the Queen, or even the Pope in a church setting, but in the South African context, which is that of a democratic state, “the only ONE” refers to the Constitution (Stout & Love, 2015:456).

The Constitution is the basis for public administration (Stout, 2012:95). Good can only come from law-abiding practices, so good is required by the right (Ongaro, 2017). The justification for this stance is that the Constitution and all laws arising thereof should guide public managers and other employees in the career management decision-making process. This is because employees and public managers are ‘servants’ of the law. Nieburn (1963) identifies humans as servants living within a social order obligated by law, representing a type of deontological responsibility (Stout, 2015:456).

2.4.1.1.2 The servant public manager and servant employee

TPA claims that public managers cannot take decisions because of the apprehension that they could take decisions not in the public's interest. The law must direct public managers to make the right decisions. John Locke insists the absence of statutes signifies the absence of freedom (Lehto, 2015:12). Other classical liberalists such as Adam Smith, Montesquieu, J. Stuart Mill and Friedrich Hayek (Çaha, 2001:23; Harrison & Boyd, 2018:199) reiterate the above view. Classical liberalists argue that the authorities must exercise power to prevent people from harming others (Butler, 2015:7). Hence, classical liberalists understand the need to regulate the self-interest of individuals to prevent them from being manipulated by power (Stout, 2013:84; Butler, 2015:7).

Based on the classical liberalists’ line of argumentation, the laws, policies, legislation, and theories are inextricably crucial to career management. Any decision about career management, which focuses on systematic processes and Public Service arrangements, will benefit the public. Adhering to the rules and procedures and maintaining a systematic and legally binding approach to career management (Stout, 2013:95) would ensure that public managers and individual employees mentioned in section 2.3 do not misuse their positions in implementing career management. This paradigm identifies the deontological nature of decision-making; this is why it focuses on fundamental ethical rules followed regardless of the outcome (Hooker & Slator, 1996:7; Tabarcea, 2012:983; Gray & Schein, 2012:9; Bauman-Vitolina *et al.*, 2016:110).

The impersonality of public managers and their lack of autonomy in decision-making indicates that classical liberalists follow the conviction of enlightenment that the universe is offered objectively and is directed by rules of both nature and society (Stout, 2013:84; Outram, 2019:115). Simply put, "the world is simple and shows unity by natural laws to which humans must react" (Stout, 2013:84). Diverse methods used in the natural sciences, engineering and mathematics, such as instrumentalism, objectivism and research, have been applied to management (Vigoda, 2003:4; Kinder, 2012:2), and public administration when the accumulation of facts should create evidence. Positivism was, therefore, prevalent at the time (Legge, 1995:308; Park, Konge & Artino, 2020:691).

Applicable to this study is the conception that when a technical aspect is considered in career management, it leads to a correlation between the methods of managing organisational functions that ensure the overall functioning of an organisation, such as career planning, career paths, and employee motivation and effective monitoring and evaluation. For instance:

- Standardised career paths drive career management through structured probation periods.
- Then, scientific selection methods supported by scientific management effectively ensure that proper recruitment and selection are applied.
- This precipitates efficient employee promotion and systematic employee mobility (Tubey, Kurgat & Rotich, 2015:140-141).

The above indicates the need for career management to be universal and verifiable in government departments (Sulkowski & Nauk, n.d:12). Similarly, organisational management processes such as recruitment and selection, employee motivation, employee promotion and career path planning should be based on objectivity (Townley, 1993; Park *et al.*, 2020:690). As far as recruitment is concerned, the search for people with experience, expertise, skills and psychophysical abilities requires clearly defined competencies, which can be assessed by existing career development theories of employee selection and evaluation (Greenwood & Freeman, 2011:273; Sulkowski & Nauk, n.d:13). Thus, psychophysical predispositions such as the personality traits and orientation of an individual who describes human behaviour towards the environment are deemed a prerequisite (Sulkowski & Nauk, n.d:14). Diverse literature relevant to the

systematic aspect of career management will be further discussed in this study. These include the theories discussed in section 2.7, the Constitution of South Africa and other numerous legislative frameworks, including the Recruitment and Selection toolkit, Managing Employee Retention: Information Guide for Government Departments (2006), the Public Service Mentoring Programme, and the Guide to Practice in Career Management in the Public.

Using the Constitution and other legislative frameworks with career development theories will assist public managers in efficiently recruiting and selecting employees and training and developing them without undermining service delivery principles or being unreasonable. However, due to overemphasis on rules and regulations and red tape, the TPA initiated the competing idea of the NPM.

2.4.1.2 New Public Management

Varied scholars hold different views about NPM. For example, some scholars characterise it as an evolution, while others either identify it as a novel paradigm shift or a competing vision (Omurgonulsen, 1997:523; Islam, 2015:142). For this study, NPM refers to a competing vision which opposes TPA.

NPM broadly encapsulates:

- Hands-on Public Service professional management stipulates that the Public Service must allow managers to manage (Hood, 1991:4; Hughes, 2012:85).
- Specific performance standards and measures require targets to be identified and goals to be set for maximum results (Hood, 1991:4; Hughes, 2012:85).
- The disaggregation and decentralisation of Public Services (Hughes, 2012:86).
- Effective output control (Taylor, 2001:177; Cavalcante, 2019:204).
- The shifts to competition promotion in the successful provision of Public Services (Hughes, 2012:86; Cavalcante, 2019:210).
- The focus on greater efficiency and sustainable resource usage such as cutting costs, increasing labour control, and resisting union demands (Hood, 1991; Cavalcante, 2019:210).

The theoretical basis of NPM is grounded in economics and management (Hood, 1991:5; Hughes, 2012:74-77). From an economics perspective, the NPM generates a collection of administrative reform doctrines based on ideas of contestability, consumer preference, openness and a strong emphasis on rewards (Promberger & Rauskala, 2003:3; Torfing, Andersen, Greve & Klausen, 2020). From the management dimension, it produces a collection of reform doctrines based on professional management experience, requiring independence to control and enforce better output (Promberger & Rauskala, 2003:3; Kalimullah, Alam & Nour, 2012:4; Torfing *et al.*, 2020). In terms of management, most strategies are adopted from the private sector (Hood, 1991; Pollitt, 1994:1; Hood, 1995; Maesschalck, 2004; Horton, 2006:533; Hughes, 2012:83). The competing vision of NPM is evident in the differentiated individual position (discussed in the next section), which contradicts the undifferentiated individual position described in section 2.4.1.1.1.

2.4.1.2.1 Differentiated individual ontology

According to the differentiated individual position, the substance of each being is embedded within the being, and there is no distinctive hierarchical structure since each entity is the "One" (Stout, 2012:390; Stout, 2013:109). In this respect, humans are independent psychophysical sources that are complete (Stout, 2013:109), as illustrated in the following diagram adapted from (Stout, 2012:390).

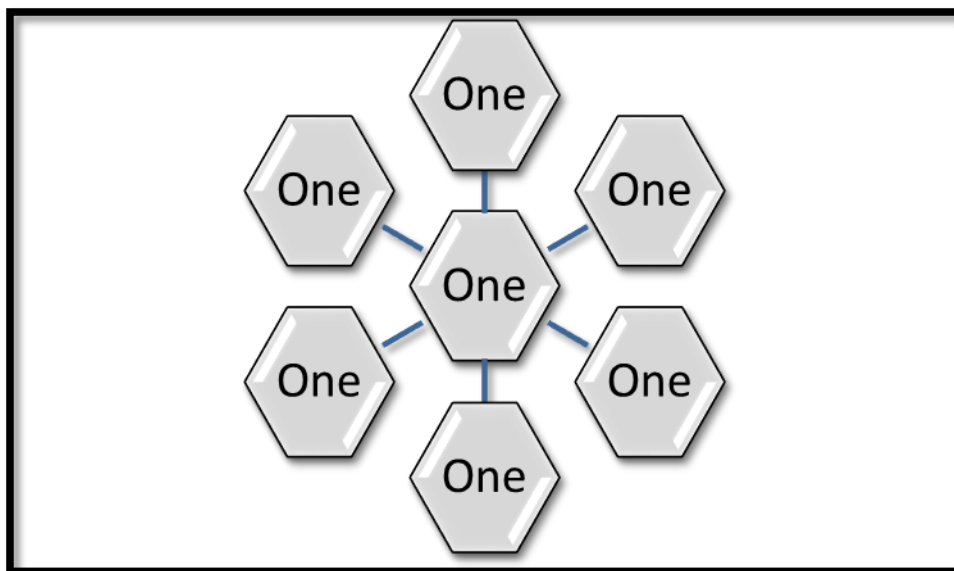


Figure 2-5 Differentiated individual ontology

Unlike the undifferentiated individual ontology, this position as exemplified by individual anarchism, atheism, and pantheism, states that individual anarchism advocates individual sovereignty, which rejects any form of political authority intended to limit individual freedom (De la Horra Ruiz, 2015:11). The Oxford English Dictionary defines anarchy as a lack of government or power resulting in lawlessness, and an anarchist is “a person who believes that the government is immoral and deserving of abolition” (Suissa, 2010:7; Woodcock, 2018:5). Individuals are supposedly compelled to compete in a globalised economy (Love, 2012:366), and engage in market competition (Stout, 2012). Apparently, all humans are equal. The differentiated individual ontology postulates specific characteristics relevant to this study, namely:

- the flattening of career structures and the disaggregation of hierarchies; and
- an independent individual capable of taking decisions for the public good.

2.4.1.2.2 Flat career systems

The differentiated individual ontology allows individuals to clearly articulate their desires (Love, 2012:370; Stout, 2012). This is because the position avows that humans are a collection of autonomous individuals who decide about anything that affects them (Suissa, 2010:9; Stout & Love, 2021:427). Essentially, this position envisions every man as a master (Harmon, 1995; Stout, 2018:226). The differentiated individual ontology underscores individual anarchism as pursuing individual sovereignty. This study follows the line of argumentation in defining career management as the responsibility of the individual employee and the decentralisation of the role of public managers as a prerequisite of the functioning of the Public Service.

Introducing lean organisations through decentralisation, which is a precept of the Cartesian perspective, has engendered the flattening of careers in Public Service (Sewell, 2005; Stout, 2018:226). Individual anarchists consider all hierarchies unnecessary since they undermine the right of those at the bottom to directly control their affairs and force some individuals in the organisation to give orders and others to obey them (McKay, 2010:299; Stout & Love, 2021:427). Careers have changed from stability to mobility, and individual employees have become responsible for their careers (Saviskas, 2012:13;

Bagdadli & Gianecchini, 2019:354). According to pantheism, we are our gods, so we can be responsible for our professions. Based on this view, careers have evolved from linear to protean and boundary-less.

A protean career is one in which an individual is in control of their career, and the success of such a profession necessitates continuous learning, self-awareness, personal responsibility and autonomy (Hall, 2004:6; Cortellazzo, Bonesso, Gerli & Batista-Foguet, 2020:2). Such careers are characterised by employee-driven rather than organisation-driven relationships (Direnzo, Greenhaus & Weer, 2015:541). Briscoe & Hall (2006) and Li, Ngo and Cheung (2019:1) suggest that a protean career has two core dimensions: self-directed and value-driven. These dimensions are likely to take measures to set specific targets that would allow them to achieve their principles (Briscoe & Halls, 2006; Rahim & Siti-Rohaida, 2015:271). Therefore, protean careers emphasise the unique psychological success of individuals; it motivates personal achievement and confidence (Hall, 1999; Li *et al.*, 2019:3).

Boundary-less careers are characterised by organisational creativity and employee autonomy (Roper, Ganesh & Inkson, 2010; Bravo, Seibert, Kraimer, Wayne & Liden, 2017:519). According to DeFillippi & Arthur (1994:307) and Wiernik & Kostal (2019:215), a boundary-less career comprises a sequence of job opportunities that go beyond the boundaries of any single job setting. Careers have become unpredictable and complicated due to advanced technologies, global competition, and ever-evolving social norms (Hall, 2002; Arthur, Khapova & Wilderom, 2005; Gubler, Arnold & Coombs, 2014; Wiernik & Kostal, 2019:283). Thus, boundary-less careers espouse self-reliance (Kaspi-Baruch, 2016), just like flat career systems and decentralisation in NPM promote the autonomous public manager, who can make rational decisions.

2.4.1.2.3 Autonomous public manager and decentralisation

As creators, humans are rational and capable of taking responsibility for their actions (Dunleavy & Hood, 1994:9; Stout, 2018:226). The differentiated individual ontology differs from the undifferentiated ontology in that it considers public managers as rational individuals who are intellectually independent and able to decide rationally (Suissa, 2010:10; Stout & Love, 2021:423). This implies that self-governing individuals, and public managers cannot be bounded by bureaucratic duties, as they will creatively devise a

renewed and analytical approach toward policy decision-making (Love, 2012:371; Tubey *et al.*, 2015:142).

Rather than being stifled by the red tape, the autonomous manager defines and uses the tools of the private sector to provide public goods and services fully autonomous and evaluated by their capacity for self-care (Stout & Love, 2015:457). Public managers take control and implement effective solutions in Public Service (Tubey *et al.*, 2015:142). The NPM principles enable public managers to achieve results (Stout, 2013:122). Thus, a public manager is an active individual who is proactive rather than reactive in exercising their decision-making authority and executing their responsibility to benefit the Public Service (Rauskala, 2003:2; Ongaro, 2017). The public manager possesses the capability to make individual choices to accomplish their set goals (Stout, 2013:113). Arguably, individuals cannot be free-thinking, imaginative, bold, and exciting if instructions, bureaucratic rules and regulations subjugate them, and if they are fixated on ideological boxes (Ongaro, 2017:161).

As John Stuart Mills, who is the forerunner of modern liberalism and an ardent exponent of decentralisation (McKay, n.d:218) aptly put it, “the only freedom worthy of the name is to seek our good in our way, as long as we do not try to deprive others of theirs” (Goenaga, 2009:5; Miller & Perrino, 2019:6). This sentiment expressed by John Stuart Mills is also shared by other modern liberalists such as Jeremy Bentham, John Keynes and John Rawls (Ongaro, 2017:159) and is embraced in this study. The notion of personnel management evolved into human resource management in the 1960s and 1970s during the prevalence of modernist liberalism (Siegel, 2011:120; Dundon & Rafferty, 2018:5).

Unlike TPA, which is deontological, NPM is results-based or teleological. A decision is acceptable provided the action it serves is for the greater good (Vallentyne & Lauwers, 2014:2). Since a significant emphasis is placed on results rather than the process, public managers can explicitly tailor their strategic plans following their goals while simultaneously devising innovative directions about how to address pressing issues. Broad guidelines direct individuals and public managers must work in a rational, objective-driven, action-oriented market-like manner to meet the expectations of those performance measures (Stout, 2013:122). Such performance measures are vital for appraising

progress in terms of management results (Stout & Love, 2021). Public managers are freed from procedures and regulations to meet the performance measures set; in doing so, they become more efficient and effective (Harmon & Mayer, 1986; Stout, 2013:122). How they achieve the outcomes is solely up to them (Ongaro, 2017:170, Stout & Love, 2017:139).

The previous discussion of NPM identifies the salient aspects important to the discourse in this study. These include the decentralisation of career management duties to public managers and the autonomy of individual employees regarding their career aspirations. This is in line with the definition of career management mentioned adopted for this study.

Career management is an essential human resource management practice that promotes the organisation's grand plan through the collective efforts of individual employees, managers, and organisation.

Multiple players are responsible for an organisation's career management, and line managers play a pivotal role as they are tasked with the department's day-to-day operations. TPA established the value of the law in career management and demonstrated how adherence to the law contributes to the implementation of career management. In a similar vein, decentralisation accentuated the understanding and acknowledgement of the diverse roles of the line manager and the individual employee. The primary argument in this respect is that individual employees cannot be put in fixed boxes and expected to follow hierarchical career paths. Protean and boundary-less careers must prompt employees to find meaning in meaningless and chaotic career paths. By subjecting employees to a state of continual redefinition and rediscovery of their career essence, individual employees learn to understand their value systems, attitudes, and strengths. This must also motivate each employee to address the conception, discovery and projection of meaning in career paths otherwise chaotic and create a meaningful career in alignment with the likes, attitudes and values of the individual (see reference in section 2.2.1).

The study deviates from the ideas of the Republic of South Africa (RSA) (2016a:4), which postulates that unstructured careers, through open recruitment and open promotion, provide opportunities for the recruitment of inefficient employees and demoralise employees already in the Public Service system. This disagreement arises from the observation that employees must express the freedom of managing their careers not only because they are unique and personal but also because by allowing individual employees' freedom of choice, they can create meaningful careers that unlock their full potential. As a substitute for structured career paths (Republic of South Africa, 2016a:9), the Public Service must strengthen the need for freedom of choice, accountability, and authenticity in navigating unstructured career paths.

Section 2.4.1 suggests that competing claims such as TPA vs NPM are actively trying to prove a legitimate role in the governance process (Evans & Wamsley, 1999:123; Dickinson, 2016:47). Therefore, integrating both paradigms seek to address the question of allowing evolution to meet human needs (Stout, 2013:224). This study posits that NPG combines TPA and NPM; this point is discussed further in the next section.

2.4.1.3 New Public Governance

According to Osborne, Honore, Bond & Dutton (2011:417), the short-lived NPM served as a transitional stage from TPA to NPG. There is a co-existence of the TPA and the NPM in the NPG (Osborne, 2011:419; Pyper, 2015:29). For instance, some critical aspects of the NPG such as public policy governance, administrative governance and network governance are a convergence of the different models (Pyper, 2015:29). In a similar vein, Osborne (2011:420-421) and Dickinson (2016:47) contend that NPG is neither a normative new paradigm for displacing both TPA and NPM nor one of the best ways. NPG is a manifestation of public administration in the context of 'reflexive modernity' and 'network culture' (Pauly, De Rynck & Verschuere, 2017:22). It is influenced by the theory of social networks, specifically pluralism that involves the governance of organisations, emphasises the structure and results of services, and proposes trust as a governance mechanism (Runya *et al.*, 2015:11). NPG represents both a plural state whereby multiple interdependent actors contribute to the provision of Public Services and a pluralist state in which multiple mechanisms guide the policymaking mechanism (Osborne, 2010:9; Dickinson, 2016:44).

The NPG transcends the aim of cohesion achieved through TPA and NPM and posits the public manager as the answerer, the one who knows how to behave, exudes determination and makes decisions (Stout & Love, 2013:287). NPG combines the ideals of both TPA and NPM as specified by the relational process ontology discussed below.

2.4.1.3.1 Relational process ontology

In a relational process ontology, separate individuals constitute a unit and function in a continuous synergetic and dynamic manner (Stout & Love, 2015:464). The relational process ontology believes that "the source of being (One) is within all beings (one)," and this common source binds all beings regardless of their differentiations and uniqueness of expression (Cobb, 1981:19; Stout & Love, 2021:425). In this sense, every individual represents a distinctive locus of intrinsic value and a unique contributor to society, as stipulated in the following diagram adapted from Stout (2013:143).

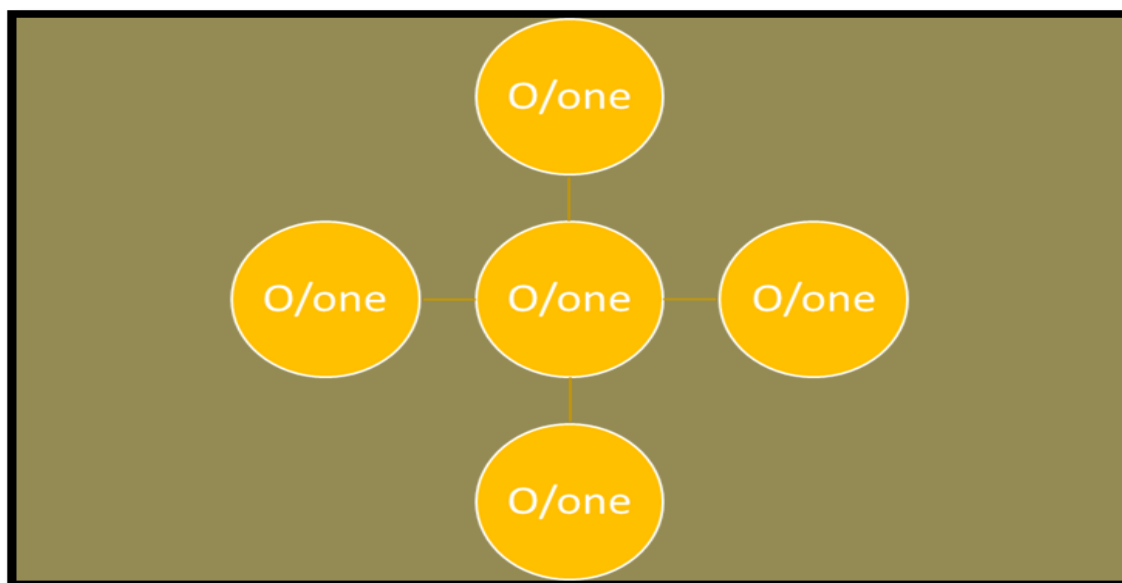


Figure 2-6 Relational process ontology

The relational process ontology contends that in NPG, the "root of being is embodied in a constant state of co-creation among all beings" (Stout, 2012:390; Stout & Love, 2015:466). This relationship leads to the political process of social anarchism, which synthesises the hierarchy proposed by TPA and competition insisted upon by NPM. Relational process ontology preserves equilibrium in the Public Service in that decision-making represents the distribution of power among role players, and aided by the

Constitution; the rule of law is maintained (Stout & Love, 2015:462). The elements of creativity and innovation implied by the NPM are made possible due to the unique and creative contributions of the role players, which influence the outcome (Stout, 2012:390).

Individuals are not just interconnected with environments through complex permeability, but they are also constantly redefining identity through a modern co-creative process (Love, 2012:374; Stout & Love, 2015:464). An individual must decide what is right by communicating with others, and everyone has a duty within the group. Collectively, they could decide what is reasonable and what constitutes the right course of action (Stout & Love, 2013:287). This position ascertains the flexibility of individuals and reinforces that a collective multitude of unique individuals related to each other remains the best form of management (Stout, 2012:395). It is important to emphasise that working collaboratively does not deprive an individual of their individuality; contrarily, that uniqueness makes the interconnection meaningful (Levine, 2011; Love, 2012:376). Therefore, one can safely assert that humans are evolving unique expressions of a dynamic, relational, and multidimensional source (Stout & Love, 2017:139). One exists within social contexts and can be affected or influenced by the environment (Stout, 2013:142).

This position extends to polytheism, social anarchism, and pantheism. For instance, polytheism envisions a multitude of divine beings without a hierarchical structure (Stout, 2013:145), and believes in the existence of numerous, diverse gods (Jain & Ramdas, 2005:3; Zaleha, 2008:26; Stout & Love, 2021). In this study, different divinities such as senior managers, line managers, human resources practitioners and individual employees hold different powers and play various roles in career management. From a social anarchist angle, all things are equal and equally impactful because they are related (Stout & Love, 2013:287). Social anarchism states that decision-making advocates the full participation of all role players; it emphasises cooperation and eschews individualism (Ehrlich *et al.*, 1996:23; Holohan, 2019:73). Everyone involved is expected to contribute unanimously to implementing career management, irrespective of their position or administrative rank. Each role player has a diverse identity with stable and evolving elements that are socially embedded yet co-creative since they are all sacred and relational (Stout & Love, 2014).

TPA and NPM are interrelated to an extent and rarely presented in the purest form, in any political theory, or at any point in history (Stout, 2013). For example, TPA denies the

notion of *many* while NPM disavows the idea of a sole *One*. Hence, the synthesis accommodates their core ideals of One and the Many while retaining a sophisticated, mutable understanding of nature. One can rightly argue that although science and liberalism have liberated humanity from the hegemony of religion and monarchy, they have invented an alternative but equally strong ontology that creates less than ideal social outcomes from many perspectives (Stout & Love, 2014:430). Within this framework, managers have an educational and facilitative role comparable to that of stewards, who foster collaboration as a democratic way of life (Stout, 2018:227). That is why the phenomenological perspective is discussed in this study to highlight how it influences role players' mutual efforts in career management.

In summary, the phenomenological viewpoint reminds all the role players in career management that *one cannot speak for another* and reiterates that decision-making requires different role players to be autonomous (Stout & Love, 2017:466). If each role player acknowledges their unique nature, implementing career management will be improved.

2.5 ROLE PLAYERS' RESPONSIBILITY IN CAREER MANAGEMENT

Based on the relational process ontology highlighted in section 2.4.1.3.1, NPG underscores the freedom of the individual, the highest respect for equality, and advocates cooperation and solidarity (Goodwin, 2007:135; Sørensen & Torfing, 2015:159). Similarly, the active participation of individual role players in the group leads to developing practical communication skills and motivates the individual to become more purposeful and determined with a developed personality (Sørensen & Torfing, 2015:159). An individual role player's freedom is inextricably linked to the freedom of choice of all the other role players, as they have to be unique and creative participants to ensure the effectiveness of the career management process. Additionally, effective collaboration constitutes a critical reinforcement of the boundless freedom of the individual and the democracy that the Public Service seeks (Goodwin, 2007:135; Stanica & Aristigueta, 2019:189).

However, the Public Service currently comprises a collection of managers who do not take responsibility for their decisions. For instance, various reports reveal an appalling level of apathy among public managers who fail not only to demonstrate responsibility but also lack accountability for human resources management issues affecting career

management (Republic of South Africa, 2016a, 2016b; 2016c; 2017b; 2018a; 2019a; 2020a). This is even though public managers, especially line managers, through decentralisation, 1997), have the freedom and responsibility to manage the day-to day human resources and practices of career management. Managers' prevailing sense of lassitude has devastating consequences for human resources practices such as recruitment and selection, and performance management, among others (Republic of South Africa, 2018b:30; 2018c;). For example, the Public Service fails to manage the recruitment and selection process and the performance of employees because objectivity cannot be guaranteed, and there are proposals that subjectivity must be minimised (Republic of South Africa, 2018b:30). However, minimising subjectivity might prove impossible. Since subjectivity is a form of "being human," it cannot be easily avoided. Sartre argues, "man is indeed a project that has a subjective existence," unlike "a patch of moss, a fungus spread or a cauliflower" (La Caze, 2012:30).

Careers are now protean and boundary-less, and the individual employees are now responsible for their careers (Republic of South Africa, 1997:25-28; 2011:19; Schreuder & Coetzee, 2016:37-38). However, several reports indicate that unstructured careers remarkably contribute to the turnover of employees and job-hopping among employees who are not yet adequately equipped to assume senior management positions (Republic of South Africa, 2016d:5; North West Provincial Government, 2016c; Republic of South Africa, 2016a; 2016b; 2018c; 2019c). Conversely, Merchant (2010) and Héder and Dajnoki (2017:59) contend that career management is not only about obtaining high management positions but also entails attaining optimal personal development of an employee to contribute to the organisation's overall grand plan. The subjection of employees to unstructured careers must motivate each employee to address the conception, discovery, and projection of meaning in a chaotic career path by creating meaningful careers that suit the individual's preferences, attitudes and values (Herrmann, Hirschi & Baruch, 2015:205).

The philosophy of existentialism postulates that purposeful individuals are existential beings. It places humans at the centre of their lives and tasks them with taking responsibility for their actions (Ongaro, 2017:93). Existentialism forces humans to confront the realities of existential guilt and vacuum, and other issues like meaninglessness, freedom of choice, bad faith, authenticity, contingency and death.

Taking cognisance of the existential vacuum and guilt could influence role players to be authentic and responsible individuals who can deliberate with other role players about how to effectively manage employees' careers. The next section seeks to motivate why role players should adopt the existentialist approach. Thus, the philosophy of existentialism explored reinforces that the root of governance's legitimacy lies with the individual concerned (Stout, 2014:409).

2.5.1 Existentialism

Existentialism is an eclectic philosophy of the 20th century primarily based on a foundation of phenomenology (Lawler, 2005:216; Ongaro, 2017:93). As a philosophical theory, existentialism posits that humans are the principal agents of their lives and tasks them with taking full responsibility for their actions (Ongaro, 2017:94). It explores the intricacies of human existence on an individual level, and in connection with others. It further seeks to explicate the meaning and essence of the place of authentic values in life, freedom, responsibility, death, suffering, and guilt (Malik & Akhter, 2013:87).

Existentialism as a practical and applied philosophy is relevant to career management (McMillan *et al.*, 2012:27). This is because it appropriates the relational process ontology, which upholds the importance of law and promotes coordination and pluralism in all governance issues. After all, both atheist and theistic divisions exist in existentialism. For instance, atheists dispute the existence of God (no law), whereas theistic existentialists acknowledge God (law) as the source of human existence (Azhar, 2013:5), a stance in agreement with this study. Soren Kierkegaard and Gabriel Marcel are the earliest proponents of the theistic camp. Kierkegaard is a Christian existentialist, while Marcel opines that the relations between God and humankind are essential (Craig, 2019:3). Concerning the relational process ontology, God is essential precisely because the ontology preserves the precepts of TPA (One), which upholds pantheism. Likewise, the Law/Constitution of democratic South Africa represents God.

From the viewpoint of atheist existentialists, with reference to Sartre's Existentialism is Humanism (1946), God is not even considered an adversary. He argues instead that he is below God and above nature (Leddy, 1957:16). Sartre's stance focuses on humanism and fellow men (Leddy, 1957:16; Azhar, 2013:5). Leddy (1957:18) further contends that Sartre's ideas are synonymous with classical stoicism, which postulates that man can

efficiently study and enforce the rules necessary for the achievement of a "well-ordered human life." In stoicism, everyone is of equal value (Hill, 2015:14). Thus, in tune with the foci of this study, existentialism as humanism focuses on the relationship between role players. It also promotes being-with-others based on the assertion that humans are interconnected, and integration is an "existential given" (Stumm, 2008:10; Riemer & Johnston, 2014). The renowned existentialist, Karl Jasper, advises in this respect that individuals must treat one another with as much respect and loyalty as they would treat themselves (Azhar, 2013:112). These sections examine existentialist themes that relate to this study as they demonstrate how responsible individuals can collectively transform the implementation of career management.

2.5.1.1 Freedom of choice

According to West (2007:17), in the quest for self-discovery and purposefulness, individuals are often challenged by free choice. Individuals are free beings conscious of expressing and experiencing this freedom (Tobias, 2015). Thus, individuals must improve themselves by enforcing their freedom (Clemence, 1966:502; Hanaway, 2019). The lack of freedom of choice results in existential anxieties (Canavan, 2018:553), which Kierkegaard (1859/1956) believes are caused by the dizziness of freedom. When individuals are deprived of freedom, they are forced to live in a state devoid of compassion and characterised by a feeling of being ill-at-ease (Canavan, 2018:553). Arguably, the absence of the freedom to take independent career choices causes individuals to make decisions that are inauthentic and conformist, and such decisions can lead to losing self-potential (Sartre, 1943; Heidegger, 1962).

2.5.1.2 Authenticity

Authenticity concerns the essence for an individual to be loyal to him or herself since being true to oneself conforms to an individual's originality (Taylor, 1992:29; Müller & Kubátová, 2021:5). An authentic person is often cognisant of their potential, and that realisation is crucial to self-actualisation (Taylor, 1992; Orbach, 2008:284; Azhar, 2013). By being authentic, an individual attains self-actualisation, which is only attainable by the individual self through the acceptance of responsibilities making life worth living and goals never-ending (McMillan, 2009:68; Müller & Kubátová, 2021). Self-actualisation habitually

becomes an endless choice, specifying that every individual can make sound growth choices (Maslow, 1971).

2.5.1.3 Bad faith

Bad faith is the corollary of inauthenticity, threatening individuals from living a meaningful life (Breisach, 1962:189; Warnock, 1970:98; McMillan, 2009:66; Müller & Kubátová, 2021). Often, decisions made in bad faith lead to individuals betraying themselves, becoming insincere, being phonies, fakes, or posers (McMillan *et al.*, 2012:34). By virtue, existentialism requires individuals to be self-critical. Socrates declares that "if life is unexamined, it is therefore, a wasted life" (Lavine, 1984:361). This is because individuals do not engage in self-examination; they follow predesignated definitions of self, taking neither full credit nor blame for their actions. Heidegger contends that when individuals fall into the trap of unauthenticity, they unquestionably conform to the norms and dictates of society, and by doing so, they lead false public lives (McMillan, 2009:64; Müller & Kubátová, 2021).

2.5.1.4 Contingency

Contingencies specify that the potentialities of all influences that determine the trajectory of an individual's life are beyond their knowledge (McMillan, 2009:73). This implies that the future is an unpredictable mystery to the individual, that the world is unstable, and that the uncertainty of life confirms the possibility that their choices may fail to yield the intended results (Bugental, 1965:74; Müller & Kubátová, 2021). Therefore, individuals are challenged to confront their contingencies and accept uncertainty. Since it is impossible to positively anticipate the outcome of events, individuals must accept the unpredictability of human existence (McMillan, 2012:36). Contrary to a contingency that presupposes uncertainty, death remains the only certainty in life (Wong, 2008:65; Hanaway, 2019).

2.5.1.5 Death

Humans are the only living entities saddled with the cognitive awareness of their inevitable mortality and the anxieties of what may come afterwards (Wong, 2008:65; Craig, 2019). Mortality is the only aspect of life that can take on any purposive meaning; this explains why humans exist as purposive individuals (Stokes, 2002:151). According to existentialists, death affects the urgency of an individual's choice throughout life and

affects how time is observed (McMillan *et al.*, 2012:36). Heidegger states that individuals focus on death because:

- The knowledge of death shapes individuals' lived experiences.
- The awareness that death is imminent and precipitates the freedom of action.
- Death forces humans to take cognisance of the ephemerality of time (McMillan, 2009:73; McMillan *et al.*, 2012:36).

The rationale behind the discussions in section 2.5.1 is that public managers and individual employees must be responsible for the career decisions they make. The consensus in decision-making can be possible only if each actor accepts responsibility for their actions through the choices they make. Thus, existentialism urges public managers to be responsible for the public instead of embracing impersonality. The argument is that each role player must realise that they are existentially implicated in implementing career management. So, suppose they play their individual part effectively. In that case, career management will not just remain an independent human resource management activity but would contribute to the overall grand plan of the organisation.

This study encourages existentialist role players to be responsible and accountable for managing careers to integrate career management with organisational objectives and other human resource management practices. Indisputably, suppose role players are responsible and accountable. In that case, there are bound to improve in recruitment and selection, training and development, performance management, retention and diversity management, in turn improving the Public Service's effectiveness.

2.6 MANAGING EMPLOYEES' CAREERS

In section 2.2, career management was defined in this study as an essential human resources management practice that achieves the organisation's grand plan through the collective efforts of individual employees, managers and the organisation. Sections 2.3, 2.4 and 2.5 outlined the role players actively involved in implementing career management and discussed how being authentic and accountable might lead to the effective coordination and execution of career management.

This section reemphasises the argument that career management should not be an independent practice but must contribute to actualising an organisation's priorities, plans and objectives. Hence, career management must be strategically incorporated into the Public Service's priorities and goals. This necessitates strategic human resource management, a process whereby human resources functions are connected to the organisation's strategic goals to enhance the organisation's efficiency (Bamberger & Meshoulan, 2000:6; Bratton & Gold, 2017). The study ascertains that efficiently implementing career management can enhance the competence of employees to address the triple challenges of poverty, unemployment, and social inequalities encountered in the Public Service. Therefore, career management must be incorporated into the organisational approach as it is inextricably intertwined with the organisation's grand plan (Republic of South Africa, 2011:15; Popescu, 2015:182). The following section discusses strategic human resources management.

2.6.1 Strategic integration of human resources management

Hill & Jones (2001:5) and Boon, Eckardt, Lepak and Boselie (2018:39) define strategic human resources management as the intervention measures employed by an organisation to optimise its performance. Strategic human resource management focuses on two primary processes, namely adaptation and integration (Schuler, 2000:239; Armstrong & Brown, 2019:6). In adaptation, strategic human resources management represents an ongoing task requiring recurrent adjustments of the principles of public managers, the organisation, and existing resources (Creer, 2021:207). Adaptation also requires changes in behaviours as a practical means of enhancing the long-term performance of the Public Service (Wheelen & Hunger, 1995:3; Boon *et al.*, 2018:51).

Contextually, integration focuses on the incorporation and coordination of HRM practices into the organisational strategy of an organisation to enhance organisational performance (Jarvalt, 2012:3). It strives to achieve a strategic fit between career management and organisational strategy. The strategic fit is assessed from a vertical and horizontal integration viewpoint. Vertical integration occurs when career management and other human resources management practices are aligned with the organisation's overall strategic goals. Horizontal integration involves the integration of career management with other human resources management practices such as recruitment and selection,

training and development, incentives and performance management (Delery, 1998; Baruch & Peiperl, 2000; Schuler *et al.*, 2001; Hirsh & Carter, 2002; Rees *et al.*, 2005:584; Brewster *et al.*, 2010:244; Seema & Sujatha, 2013:191; Grobler, 2016:59).

2.6.1.1 Vertical integration

According to Jarvalt (2012:10), there is a distinction between the macro and micro levels of vertical integration in the Public Service. This study explores vertical integration at the micro-level with a specific focus on incorporating career management into the vision of the NWPDCOGTAHS. Arguably, if the vision of the NWPDCOGTAHS is “to facilitate a transformed developmental local governance and integrated sustainable human settlements in safe and dignified communities” (North West Provincial Government, 2019:2). In that case, career management must strategically fit into the vision of the Department and must be utilised in harnessing employees towards the realisation of the vision.

There is a link between the micro-level and macro level. For instance, the vision of the NWPDCOGTAHS enhances the NDP’s vision 2030, which states that “all South Africans must have access to affordable services and quality environments” (North West Provincial Government, 2019:2). So, the inability of the NWPDCOGTAHS to effectively implement career management and other human resources management practices creates a strategic vacuum that might impede the development of the entire Public Service (Jarvalt, 2012:22). This could also have devastating consequences like hindering South Africans from having access to quality living environments. The survival of the Public Service at the macro level depends heavily on the performance of departments at the micro-level. Therefore, it is pertinent for departments to work towards achieving the NDP goals proposed for 2030 and reduce poverty, unemployment, and inequality (Republic of South Africa, 2011).

This study recognises the challenges posed by incorporating career management with the organisational strategy and other human resources management practices both at the macro and micro levels. This is important as the Public Service emerges from a

position where various political, legal, socio-economic, and cultural factors jointly influence career management and other human resources management practices.

2.6.1.1.1 Political-legal perspective

In the political, and legal context, for vertical integration to succeed, the influence of political factors in specific countries must be considered at both micro and macro levels. Implementing career management in the Public Service has been influenced by underlying political-legal factors. For instance, South Africa is a democratic state entrenched with values such as human dignity, social justice, equity, and respect for everyone (Republic of South Africa, 1995; 1996; 1997a; 2011a). Since career management involves multiple goals and complex performance management objectives, the conflict between other objectives leads to vertical integration difficulties (Jarvalt, 2012:15).

The complexity of the Public Service is compounded by conflicts between democratic goals such as transparency, openness, equal opportunities, access to Public Service, fair procedures, accountability and citizen participation in decision-making, and efficiency, financial value and strategic decision-making. To further elaborate on the above statement, career management has been an empirical end to improve social justice and reduce inequality (Republic of South Africa, 1996; 2000; 2011a) and a strategy for enhancing individual development or efficiency (Republic of South Africa, 1997b). Not only does this make it practically impossible to strike a healthy balance between democratic and technocratic goals, but it has implications for developing career management and several other HR policies and tools (Jarvalt, 2012:20). The effective integration of career management into the organisational strategy is challenging.

Within social justice and reducing inequality, it can be argued that career management has succeeded despite prevalent challenges. For instance, the promotion of employees to management positions has been politically motivated to propel social justice (Republic of South Africa, 2011a), specifically to improve the statistics of previously marginalised individuals, such as the black population and women to facilitate their elevation to top leadership positions (Franks, 2014:3). Some Public Service employees were assumedly driven by affirmative action and the Broad-Based Black Economic Empowerment to occupy leadership positions (Maramura *et al.*, 2020:4). The above has yielded

commendable results as South Africa continues to experience significant racial and gender transformations regarding the increase in the population of previously disadvantaged senior managers in Public Service (Franks, 2014:49; Roodt, 2018:2:10). In a report published in 2019, Stats South Africa (2019:146) revealed a remarkable improvement in the fair labour absorption of the black population from 2011 to 2017, range between 40% and 44%. However, employees have been acting in bad faith and behaving by the corrupt norms and mechanisms of the society in which they operate by occupying management positions without the requisite proficiency (Heidegger, 1962; McMillan, 2009:64; Republic of South Africa, 2016a; 2016b; 2018b; 2019a). This is evident in the prevalence of mismanagement issues in the Public Service and the fraudulent inbreeding of incompetent managers who unscrupulously hire and promote incompetent subordinates to safeguard their positions (Franks, 2015:3; Republic of South Africa, 2016a; 2018c; 2019b). This trend validates Karl Marx's contention that an individual's personality and the kind of things they do are largely determined by the society in which they live (De Klerk, 2005:33; Arifin & Yuniar, 2021:4). Although the promotions have been arguably used for empirical reasons and to facilitate the statistics of marginalised populations in the Public Service, it has equally foregrounded the loopholes in the mismanagement of employees' careers in Public Service.

In the context of the legislature, public managers are often subject to scrutiny, limiting their autonomy to apply the strategic approach (Jarvalt, 2012). Unlike the private sector, the Public Service retains a plethora of constraints on procedures and formalisation processes; this decelerates the implementation of career management. Although the Public Service Act 103 of 1994 underlines the importance of decentralising the role of human resources management to public managers, the concern relates to the controlling of human resources management practices by politicians (Cameron, 2015:143; Khambule, 2021:8).

Unfortunately, this issue is exacerbated by the fact that the Act inexplicitly grants 'politicians' the authority to perform human resources management functions as they are responsible for the delegation of duties to the Director Generals or Heads of the Department (Republic of South Africa, 2011b; Khambule, 2021:2). So, they may choose whether to delegate such powers. The abovementioned limitation contradicts the Public Finance Management Act (1999), which holds public managers responsible for problems

within their area of jurisdiction regardless of the source (Republic of South Africa, 2011c:412). The complexities and contradictions of the legal framework might reduce public managers and human resources professionals to passive followers of rules rather than proactive developers of career management initiatives. This indisputably has negative consequences for the vertical integration of career management into the organisation's priorities and goals.

2.6.1.1.2 Economic perspective

The role of economic factors in shaping human resources policies and practices in the Public Service cannot be overemphasised. NPM instigated various organisational changes such as the downsizing, decentralisation, and reorganisation of the Public Service (*see reference in section 2.4.1.2*). As part of the restructuring process, careers were led to shortened and blurred career paths, decreased job security, work intensification, multi-functional jobs, and excessive competitive behaviour (Jarvalt, 2012:17-18). Even if decentralisation is the only hope of improving the performance of sluggish Public Service (Grindle, 1997; Cameron, 2015:143; Gumede, Byamukama & Dakora, 2019:55; Khambule, 2021:2), decentralisation of human resources management functions in Public Service is failing (Republic of South Africa, 2016a:4; Engdaw, 2022:3-4). For instance, line managers are neither adequately equipped to execute their delegations nor to perform any human resources management responsibilities (Levin, 2004:13; Republic of South Africa, 2016d; Republic of South Africa, 2021b:14). As Levin (2004:13) and Engdaw (2022:5) aptly observe, decentralisation has not empowered public managers, as they are designated responsibilities without the provision of the necessary toolkits to efficiently perform their duties. Similarly, Khambule (2021:2) contend that decentralisation has been proven ineffective because managers are held accountable for failing at human resources responsibilities, they are unequipped to execute or manage.

2.6.1.1.3 Socio-cultural perspective

Socio-cultural factors play a pivotal role in developing and implementing human resources strategies and practices in the Public Service. These include factors such as demographics, immigration, and differences in cultural perspectives. The most significant social factor in this context pertains to demographics. For example, young people are

infiltrating the Public Service, and open recruitment has resulted in the increased absorption of the young generation into the Public Service (Jarvalt, 2012:18). To reinforce this statement, South Africa has a management team which consists of young people, and this is also the case in the NWPDCOGTAHS (North West Provincial Government, 2016; 2021b). Because young people are attracted to leadership roles (McLaren, 2006), they risk becoming executives, managers, directors or analysts without acquiring requisite intellectual and professional grooming and without undergoing proper cognitive development (Covell, 2016b:63-64). Therefore, although they rapidly advance to the top management positions, they might not necessarily have an adequate level of competence.

Another factor concerns the impact of political and economic developments on cultural values. For example, in the South African context, political and economic developments have transformed the immigration patterns, especially as the country is regarded as the breadbasket of other African countries (Kalitanyi & Visser, 2010:378; Biavaschi, Facchini, Mayda & Mendola, 2018:4-5; Souza, 2021:114). This perception of South Africa as the continent's breadbasket has led to the increasing influx of immigrants from other African countries seeking improved career prospects and living standards (Theodore *et al.*, 2018:1; Souza, 2021:115). Similarly, it is alleged that South Africa is experiencing a rise in the number of young PhD holders from other African countries who complete their degrees as a gateway towards acquiring permanent residence statuses to ascend to management positions in the Public Service. This worsens the stiff competition for recruitment and promotion in the Public Service.

NPM's enhancement of individualism and reduced collectivism remarkably changed the cultural aspects of the Public Service. The cultural shift from the supremacy of collectivism towards a more individualistic and achievement-based orientation has affected career and reward-related behaviours (Jarvalt, 2012:19). This has led to rapid changes such as the prioritisation of materialist values and economic and physical security above other goals. With career management used as a will-to-power, not will-to-meaning, there has been an increase in employees' job-hopping from one position to the next to ascend the career path and get placed in leadership positions faster.

On the surface, job-hopping displays the hunger for career development and the need to boost one's career success. However, employees' job-hopping behaviour is also attributable to materialistic values like building status-boosting packages or securing better compensation packages (Yuen, 2016:4:19). This study does not dispute that materialistic values attached to job-hopping are mandatory for career development, and the provision of financial independence, the freedom of choices to fulfil other financial human needs such as leisure, health insurance and education, which are specific to the individual (De Klerk, 2005:56; Tetteh, Spaulding & Ptukhina, 2021:91). However, since job-hopping is a will-to-power that is fundamental to materialistic ideals, it invariably contributes to the obsession over money as a source of power (Joshi *et al.*, 2014:229).

The “will-to-power will continue to thwart the will-to-meaning, thereby increasing the experience of existential vacuum” (Joshi *et al.*, 2014:230), which is the lack of recognised meaning and purpose in life (Frankl, 1984:107; Burkiewicz, & Knap-Stefaniuk, 2019:75). Employees will continue to perceive career development and promotion as an empirical end, a measure of the outcome of results, and by doing so they will continue to lose control of their sense of purpose and act in bad faith (Maboloc, 2010:36; Burkiewicz, & Knap-Stefaniuk, 2019:75). That is problematic because it hinders the unlocking of the unique and creative potentials of individual employees and if not adequately addressed, poses challenges in the coordination process in NPG. Ultimately, using the will-to-power as the basis for career development to improve the individuals' way of life could be detrimental because if the Public Service recruits, promotes and retains employees who are fraudulent, falsify documents and present the inauthentic self, it adversely affects their performance as they are strained and facing anxieties (McMillan, 2012). This will aggravate negative attributes such as frustration, hollowness, despair and laziness, which occur when individual employees undertake careers and career development paths that do not provide them with a sense of career meaningfulness and purposefulness (Cohen, 2003:205; Burkiewicz, & Knap-Stefaniuk, 2019:73).

Overall, if not properly addressed, the political-legal, economic, and socio-cultural factors can hinder the effective vertical integration of career management. In which instance, career management will be degraded to an independent human resources management practice that does not contribute to the priorities, objectives and goals of the Public Service. A critical examination of the above factors reveals inefficient coordination

mechanisms as the main deterrent of vertical strategic integration. This resonates with the conclusions made by Jarvalt (2012:23) that poor coordination has weakened departments at the micro-level. To ensure vertical integration, the Public Service requires a fundamental shift in the values, attitudes, and beliefs of public managers and employees involved in the daily functioning of the Public Service (Randma-Liiv & Jarvalt, 2011:42). Therefore, there is a need for a high-quality governance apparatus as stated in section 2.4, which supports coordination, collaboration, and synergy across all administrative systems (Christensen & Laegreid, 2007; Stout & Love, 2021) and demands trust, authenticity and responsibility. Coordination of authentic and responsible role players and the proper integration of career management into the organisational goals are a reckoned force in solving the economic development challenges faced by South Africa. However, the core reason for strategic human resources management is that incorporating HRM into the Public Service's strategy and horizontally integrating unique sets of human resources management practices leads to employees being handled more efficiently for the improvement of the Public Service (Holbeche, 2001; Farnham, 2010; Armstrong, 2021:32).

2.6.1.2 Horizontal integration

The discussion of vertical integration in the previous section underscored the essence of HR alignment with organisational priorities. This section accentuates the pertinence of the fit between different human resources management policies and practices. Career management constitutes a rational component of human resources management intricately linked to other human resources practices such as performance assessment, development, and motivational management (Rees *et al.*, 2005:584; Bagdadli & Gianecchini, 2019:353). Likewise, Hirsh & Carter (2002) and Greco & Kraimer (2020:40) contend that career management “comprises recruitment, personal development plans, lateral moves, individual assignments at home or abroad, development positions, career bridges, lateral moves and the provision of support to employees who wish to develop”. Therefore, an effective career management system does not solve all organisational problems; rather, it stimulates the resolution of organisational challenges, particularly when combined with other human resource strategies (Rees *et al.*, 2005; Bagdadli & Gianecchini, 2019:353). These sections discuss the horizontal alignment of career

management with other human resources, beginning with human resources planning in the following section.

2.6.1.2.1 Human resources planning

Human resource planning refers to an integrated and holistic resource planning process that ensures that the appropriate people are assigned the right roles to meet current organisational objectives (Armstrong & Taylor, 2020: 673). As a core human resource management practice, the organisational strategy guides human resource planning. This is crucial because it ensures that the right number of people with the requisite expertise is appropriately positioned at the right time to achieve long and short organisational goals (CIPD, 2015:18; Nienaber, 2016b:76). As for career management, human resources planning facilitates successful career planning of employees and enables them to achieve their goals (Republic of South Africa, 2011a:23). In addition, human resource planning is relevant to the development of an efficient career management strategy that conforms not only to the Department's strategy but also incorporates policies and procedures to position the necessary number of employees into the right positions (Kruger, 2007:3; Chakraborty & Biswas, 2020:63).

In this respect, senior managers are responsible for human resources planning and updating evolving organisational objectives. A sound human resources plan can lead to attraction, recruitment and selection, and employee development in line with organisational functions (Ekwoaba & Ideh, 2012:69; Chakraborty & Biswas, 2020:68). If the senior managers fail to efficiently execute their duties in the Public Service, organisational performance is undermined. It is disappointing that senior managers are cogs in the bureaucratic system, and their uniqueness is undervalued if managing employees' careers require creativity, responsibility and uniqueness. Senior managers play a critical role in integrating career management with organisational strategies. Unfortunately, they do not participate in the HR planning process, which implies that career management could remain an isolated human resources management practice and fail to achieve the NDP goals (Jarvalt, 2012:29; Republic of South Africa, 2016d).

Since senior managers assume that human resources planning is the sole responsibility of human resources practitioners, they do not take responsibility for the development and implementation of the human resources plan (Republic of South Africa, 2016d:10).

Therefore, the departments' manner of conducting their planning is fraught with administrative bias and focuses on enforcement rather than on strategic problems (Republic of South Africa, 2016d: 11). When there is proper implementation of human resources planning, the appropriate person with the requisite capabilities joins the organisation at the right time (Tarannum, 2018:15), and it leads to a proper recruitment and selection process.

2.6.1.2.2 Recruitment and selection

Nienaber (2016a:124) identifies recruitment as a critical task through which all organisations can ensure the employment of the right candidates. Recruitment refers to obtaining qualified and skilled candidates to fill vacancies within an organisation (York, 2010:85). Selection entails deciding which individuals are best suited to specific jobs in organisational contexts (Nel *et al.*, 2014:185). Recruitment and selection are the main support structures for career management as departmental employees are granted opportunities to advance to higher hierarchical levels (Republic of South Africa, 2011a:25). Hence, the employee determines the performance of the organisation (Mello, 2015:332).

The effectiveness of recruitment and selection relies on the collective efforts of the senior manager, line manager, human resources professionals, and individual employees. Line managers deal with day-to-day human resource management practices and are actively involved in the recruitment and selection process; they also play a significant role in final hiring decisions (Hsu, 1999:29; Evans, 2017:3129). Ideally, senior managers are expected to participate actively in recruitment and selection; however, they are indifferent towards the recruitment and selection process and only show interest when a senior post is filled or at the end of the interview (Republic of South Africa, 2016a). Human resources professionals must strategically direct line managers concerning the execution of recruitment and selection, and their lack of participation could lead to challenges that could mar the recruitment and selection process (Republic of South Africa, 2015:23).

It is crucial to note that collaboration cannot succeed if any player reneges on their responsibility because it is easy to manipulate the recruitment and selection, especially

in decentralised organisations (Lavigna & Hays, 2005; Darvishmotevali, 2019:34). Individual employees play a critical role in the abuse of the recruitment system by falsifying qualifications, exaggerating their expertise and work experience due to their desperation to secure positions, or to be considered for promotion (Republic of South Africa, 2015:23). By acting in such bad faith, applicants betray themselves by becoming imposters and living an inauthentic life (McMillan, 2009:66) (*see reference in section, 2.5.1.3*). In career management, particularly career planning, the failure of individual employees to uphold their end of the bargain compromises the entire process. As stated in section 2.2.1, when people who possess an in-depth sense of self-awareness apply for jobs, they are effortlessly good at what they do and follow the best career path to achieve their aspirations. This makes it relatively easier for the organisation to match them with careers where they can grow, be satisfied, and be retained. As existentialists posit, recruitment and selection are successful if the candidates are honest in their decision-making process.

Concerning being-with-others and the success of the relational process ontology, bad faith emanates from denying other role players their contribution to career management. In most cases, senior managers manipulate the recruitment and selection process (Republic of South Africa, 2018c:34). By doing so, they reduce the ability of other role players involved in the recruitment process to make free choices implicating them and rendering the entire process unethical (Flynn, 2006:79; Darvishmotevali, 2019:33). As senior managers restrict human resources practitioners and other interview panellists, they contribute to a solid facticity, which restricts the broader field of other role players' choices (Republic of South Africa, 2018c:34). Remarkably, everyone is free, even within socially constituted spaces (Vanderkerckhove, 2020:31). When senior managers objectify human resources practitioners and inhibit them from making recruitment and selection decisions, their creative abilities, individual potentials, integrity, self-mastery, critical attitude, subjectivity and self-actualisation are repressed (Azhar, 2013:3).

Therefore, HR practitioners could not be held liable for unskilled candidates if they were not engaged in the hiring process. Since the manifestation of freedom leads to self-creation and is linked to responsibility and will, if an individual employ someone, then they are responsible for that person and for ensuring that person succeeds in their career. The

actions evinced by a senior manager in the recruitment and selection process must therefore be scrutinised through the existentialist lens (McMillan *et al.*, 2012:36).

In addition, there is a delay in filling vacancies in the Public Service due to extensive political interference and interruptions by senior managers (Republic of South Africa, 2015:23). Despite the urgency of filling certain positions, the vacancies indefinitely remain vacant. From an existentialist perspective, death affects the urgency of an individual's choice throughout life and how time is viewed (*see reference in section 2.5.1*). This notion catalyses prompt decision-making in the Public Service because of its inherent lack of commitment to turn around times and unnecessary delays in decision-making processes (Republic of South Africa, 2018c:38). For example, it takes between six months to a year to fill positions in the Public Service (Republic of South Africa, 2016d: 9; Republic of South Africa, 2018c:38). This is an exceptionally long time during which some employees working on the ground might experience burnout with dire consequences for employee turnover and losing institutional memory. Such avoidable glitches have severe implications for career management, especially because effective recruitment and selection or the lack thereof affects the success of organisations (Harky, 2018). In conjunction with performance management, it facilitates the successful implementation of career management.

2.6.1.2.3 Performance management

Malefane (2016:142) describes performance management as a continuous structured and coordinated process for defining, assessing, monitoring, and optimising the performance of employees. According to Nel *et al.* (2014:407), performance management creates a work environment in which employees can achieve their objectives to the best of their abilities. This process begins with the job description and ends when the employee leaves the organisation (Heathfield, 2010:2; Plachy & Plachy, 2021:2). As Vermeulen (2016:175) contends, the performance of an employee in their current job position constitutes a decisive factor for the management's appraisal of their capacity to advance further in the organisation. Through the performance appraisal process, employees in partnership with their supervisors, build individual development plans and career plans to help them invest their efforts into areas that need the most improvement (Republic of South Africa, 2011a:26).

Performance management can also aid in employees' career development by encouraging quality reviews through assessing their strengths and weaknesses, defining areas for improvement, and aligning with a personal development plan (Shields, 2007:24; Armstrong, 2014:336). Promotion practices that allow employees to achieve personal growth through performance management (Malefane, 2016:145) and recognising skills will elevate them to higher levels (Rees *et al.*, 2005:589; Maley, Marina & Moeller, 2020:4).

Performance agreements are objective and scientific, and individuals are not abstracted or reduced to performance goals (Maboloc, 2010:40; Liu, Li & Chu, 2021:22). Specifying Key Result Area output standards and indicators creates the impression of objective assessment (Republic of South Africa, 2016a:4). Hence, ambiguous performance assessments constitute severe performance management problems. The Public Service needs line managers and human resources practitioners who eschew poorly formulated performance agreements and proactively take responsibility for their share of duties because there are no strictures that one cannot freely surmount by their self-transcending consciousness of themselves (Leddy, 1957; Republic of South Africa, 2018b). Although humans have tried “religious escape, cultural escape, and all manner escape,” to attain true freedom, one “must not escape from [one]self” (Azhar, 2013), the same applies to managers in Public Service. It is challenging to escape decisions on performance management since it forms the fulcrum of authentic and meaningful career development for employees. Freedom of choice comes with commitment and responsibility. As Sartre indicates, choice is more accurately a condemnation than a matter of celebration (Sartre, 1947). Therefore, managers must be able to concurrently accept the risks and responsibilities of following their commitment wherever it leads (Republic of South Africa, 2019a:12).

Career management is indisputably affected by performance management decisions taken in bad faith (*see reference in section 2.5.1.3*). It remains crucial that practical performance management is based on proper accountability mechanisms and a reliable system involving transparency, authority, and accountability (Republic of South Africa, 2016a:2). By being their phenomenological self, individuals are in control of themselves as they place the entire responsibility of their lives on their shoulders. In doing so, individuals assume their rightful positions as their directors and thus live freely (Roaseb,

2016:6). Given this, line managers must be decisive. They must stand by their decisions and take full credit for them because they are authentic. When performance management is accurately enforced and supervisors take responsibility for their actions, it becomes easier to maintain professional and qualified staff that can improve service delivery in the Public Service (Malefane, 2016:146).

2.6.1.2.4 Retention management

Employee retention is a deliberate strategy employed by an organisation to create an environment that encourages employees to work for longer terms (Chiboiwa, Samuel & Chipunza, 2010:2914; Armstrong & Taylor, 2020:154). According to Schreuder & Coetzee (2011), the retention of employees is an effort made by management to discourage employees from leaving an organisation. Such efforts include, among other things, a robust career management system (Chew & Girardi, 2008:90; Ngirande & Masara, 2014:21). Naturally, effective career management practices lead to employee satisfaction and retention (Cooper-Hakim & Viswesvaran, 2005; Armstrong & Taylor, 2020:327). Thus, career employees perceive career growth and development as a significant factor in determining their organisational contribution (Samuel, 2008:79; Armstrong & Taylor, 2020:364). Even if jobs have become shorter, employees need to know existing prospects for career development (Republic of South Africa, 2011a:27).

2.6.1.2.5 Diversity management

Career management must be congruent with the government's broader reform agenda for empowering people historically disadvantaged by discriminatory policies and procedures (Republic of South Africa, 2011a:28). Similarly, career management programmes must strive toward the actualisation of the affirmative action goals of the organisation. It is necessary to develop the least advantaged population in society and to avail them of the opportunity to maximise their abilities and managing their careers (Kelly & McNaughton, 2017:33). Career planning for employees of underrepresented population groups must take cognisance of the affirmative action policy of the organisation and meticulously integrate them into career management programmes (Hartzenberg, 2002:74; Vermeulen, 2016:176).

The concern is that employment equity and affirmative action practices are unfairly practised and persistently misused to disenfranchise candidates from certain groups and genders (Republic of South Africa, 2015:26). Women and people with disabilities continue to be underrepresented in Public Service (Republic of South Africa, 2018c:38). There has been an over-representation of other ethnic groups in different provincial departments. This contradicts the ideals of career management as a prerequisite for correcting past imbalances.

2.6.1.2.6 Training and development

Training is an indispensable tool used to improve the maximum productivity of employees within an organisation, accelerate development in the formal education, work experience, relationships and the assessment of the personality and abilities of employees to sufficiently equip them for the future (Nel *et al.*, 2014:359). Training and development constitute the core of any organisation that prioritises its workforce's continuous growth and improvement (Kriemadis & Kourtesopoulou, 2008:32; Thoman & Lloyd, 2018:148). Training programmes offer an essential tool for career growth and must be tasked with establishing effective career development plans (Vermeulen, 2016:176). Some aspects of training and development discussed in these paragraphs include succession planning, mentoring, and coaching (Vermeulen, 2008:418; Falola, Osibanjo & Ojo, 2014:163).

2.6.1.2.7 Mentoring and coaching

Mentoring facilitates career-oriented training programmes for the growth and development of the organisation (Ngirande & Masara, 2016:164). The benefits of mentoring include:

- Developing the mentee's career by nominating them for promotion.
- Shielding mentees from divisive circumstances.
- The provision of guidance by recommending work approaches.
- The enhancement of job performance (Grobler *et al.*, 2015:355).

Coaching presents a more personalised, individual training and development intervention that focuses on the employee and utilises a collaborative, reflective, and goal-oriented approach to achieve professional results valued by the coach (Bozer & Jones, 2018:342).

The following diagram by Gordon & Melrose (2011:14) illustrates the advantages of mentoring in the organisation:



Figure 2-7 Advantages of mentoring

Mentoring promotes the developmental partnership between an experienced senior and a junior person (Kram, 1985; Roberts, Storm & Flynn, 2019:214). This practice enhances the cooperative relationship between the employees and supervisors by enhancing the employee's career opportunities (Baird & Kram, 1983; Kidd & Smewig, 2001; Roberts *et al.*, 2019:214). Implementing mentoring programmes in the Public Service promote employee retention and propel the identification of qualified employees for leadership positions (Paditar, 2016:216). However, mentoring and coaching are not compulsory for career progression in the Public Service (Republic of South Africa, 2016a: 66), and line managers do not necessarily monitor employees to determine their areas of weakness (Republic of South Africa, 2011b:21). This implies that the Public Service undermines the benefits of mentoring and coaching to its success. These include unlocking the development of authenticity in individual employees, self-realisation of employees, career development choice making power, the ability to confront disaster situations like the COVID-19 pandemic, enhancing the uniqueness of the individual, and developing creative abilities, individual potentialities and self-mastery (Azhar, 2013:3).

Since careers are predominantly unstructured, employees must discover career choices that nurture their self-fulfilment and spur them to make authentic career choices (Bloland & Walker, 1981:199; Cortellazzo *et al.*, 2020:2). By subjecting employees to unstructured

and chaotic career paths, employees constantly strive to find meaningfulness in their chosen careers. Unstructured careers challenge employees to constantly learn and understand their values, attitudes, and strengths. This explains why the Public Service depends on supervisors and public managers with mentoring and coaching responsibilities to assist employees in acknowledging that their careers proffer a path to self-knowledge and self-actualisation.

If this study is based on Socrates' perspective, as discussed by Frankl (2005) and Varga (2017), then the mentor's task is not to fill employees with knowledge. Simply put, it means employees must be engaged to learn in institutions. In that regard, the study agrees with Hussey & Campbell-Meier (2021:515), who state that mentoring involves tapping into the core of the employee's well-being to identify the unique meaning and intrinsic potentials that could be harnessed toward the actualisation of the organisational objectives. To achieve this goal, Socrates' perspective must be taken into cognisance in that mentoring in the Public Service must be confrontational because he proposes that it must employ the principles of logo-therapy to unlock potential and creativity (Varga, 2017:46). Logo-therapy privileges the search for, and the attainment of meaning as the primary motivational force in the lives of all individuals (Frankl, 1986; 1988; 2000; 2006; Varga, 2017:47).

Mentors and coaches are instrumental in ensuring the application of logo-therapy/Socratic dialogue to assist employees to find meaning or purpose in their careers, and by doing so, lead them to make authentic career decisions (Varga, 2017:47). There is no gainsaying that employees face existential vacuum and existential anxiety when navigating unstructured career paths, and that the Public Service urgently needs mentors and coaches who can encourage employees to find meaning in meaningless career paths (Frankl, 1969:99; Costello, 2019:62). Therefore, if logo-therapy is accurately applied, it will assist employees to learn how to discern seemingly trivial matters that could prove invaluable to their careers (Shantall, 2003; Varga, 2017:47). Hence, mentoring and coaching must not only aspire to affect individual employees' career development, but it must also understand employees' personalities and advise them regarding their career trajectories (De Klerk, 2005:77; Azhar, 2013:4). Mentors and coaches are burdened with the responsibility of guiding employees to make individual-specific career decisions that

will ultimately foster employee motivation and positive work attitude (Schlechter & Engelbrecht, 2006:4; Varga, 2017:47)

2.6.1.2.8 Succession planning

Succession planning involves creating a longer term plan for the structured succession of qualified and competent employees (Grobler *et al.*, 2015:128). Succession planning entails developing and equipping specific employees with the core competencies to prepare them as possible successors of senior management within an institution (Vermeulen, 2007:280; Patidar, 2016:216). It enables an organisation to recognise and enrol competent staff in specific training programmes (Chikumbi, 2011:41; Swanson, 2018:2). When integrated with career management, succession planning leads to the retention of efficient and dedicated employees. Recruiting existing staff to fill prospective vacancies ensures continuity within the organisation (Rees & Jarvalt, 2005:584; Armstrong & Taylor, 2020:329). However, issues such as inefficient career management strategies, limited resources, and transitionary career lives on the part of employees render succession planning and career development infeasible (Rees *et al.*, 2005; Chia, Ghavifekr & Razak, 2021:46).

This section discussed the importance of integrating career management with other human resources management strategies. The Public Service depends solely on the collaborative efforts of the role players to deliver its service delivery mandate. However, it was argued that the effective implementation of human resources management practices is often impeded by role players acting in bad faith and not taking responsibility for their tasks. A case in point is the fraudulent falsification of documents by applicants, which could lead to the recruitment of inexperienced candidates who might not be the right fit for the organisation. Another issue identified pertains to the avoidance of performance management ratings by line managers, which leads to the promotion of incompetent and undeserving employees. In addition, when senior managers restrict human resources practitioners and other interview panellist members, they contribute to a solid facticity, which deprives other role players of partaking freely in the recruitment and selection process (Republic of South Africa, 2018c:34). Therefore, it is crucial to ensure that efficiently implementing all human resources management practices must be

done with career management practices to reduce inequality, poverty, and unemployment by 2030 as proposed by the NDP (Republic of South Africa, 2011c).

The next section of this chapter reviews the career development theories that guide the Public Service to recruit the appropriate person for the right job, assist employees in dealing with unplanned circumstances in their careers, and equips public managers to train, develop employees, and manage employees' performance at distinct stages of their career span.

2.7 CAREER DEVELOPMENT THEORIES

Career development theories are indispensable to designing and implementing career management strategies and policies. As mentioned, if career management is structured, there is no way public managers and individual employees will exploit their roles during implementing career management. However, section 2.6.1.2 highlighted that processes like recruitment and selection, training, development, mentoring and coaching could be exploited in departments where human resource management activities are decentralised.

Recruitment and selection and employee motivation must be based on objectivity. The technical aspects of recruitment and selection, employee motivation and implementation of standardised probation periods must be guided by scientific selections and supported by scientific management to ensure that proper recruitment and selection, employee motivation and effective career pathing are achieved (*see reference in section 2.6.1.2*). Searching for candidates with adequate knowledge, qualifications, skills and psychophysical abilities require clearly defined competencies. Therefore, trait and factor career development theories ensure that the above qualities are achieved. Additionally, career development theories provide the requisite technical aspects and advice for effectively handling the issues.

Several researchers define a theory as a complete collection of empirically testable and interconnected ideas formulated to explain specific phenomena (White *et al.*, 2005; Muthukrishna & Henrich, 2019:7). Considering the prevalence of job-hopping and that careers are becoming boundary-less and protean, social learning theories can buttress

the need for mentoring and coaching, which is an often-overlooked aspect of career management in the public sector (*see reference in section 2.6.1.2*).

Career development theories guide the Public Service in managing employees' careers and dealing with boundaries or precarious situations such as the COVID-19 pandemic. Yalom (1980) and Hite & McDonald (2020:434) indicate that any major life-altering or uncertain situation may be a boundary situation if it makes an individual more conscious of existential themes such as freedom, responsibility, meaningless, death and authenticity. For instance, in South Africa, the COVID-19 pandemic has instigated the alienation of individual employees through the lockdown. This isolation from the world heightens individuals' senses of what it means to exist where everything is contingent to that individual. The main stressors of the COVID-19 pandemic are the sense of insecurity, the threats and risks of contagion, infobesity and uncertainty, financial loss, and job insecurity (Brooks & Geyer, 2020; Xiang *et al.*, 2020; Gao *et al.*, 2020). To avoid these primary threats brought forth by COVID-19, the balance of life for individual employees was be tipped towards security (Douglas, 1984:94; Hite & McDonald, 2020:433). In seeking the much-needed security, employees might act in bad faith, and these after-effects of COVID-19 are expected (McMillan, 2012:36; Vandekerckhove, 2020:130). Applying cognitive theories is imperative since they assist employees in coping with boundary situations.

These sections examine career development theories focusing on pre-existing psychotherapy, personality, and human development theories. The following diagram compiled by the researcher depicts that all theories are valid due to the integrated nature of the research. The argument advanced here is that career development theories, which enhance recruitment and selection, retention management, training and development, diversity management and performance management, are indispensable to ensuring the effective implementation of career management in the Public Service.

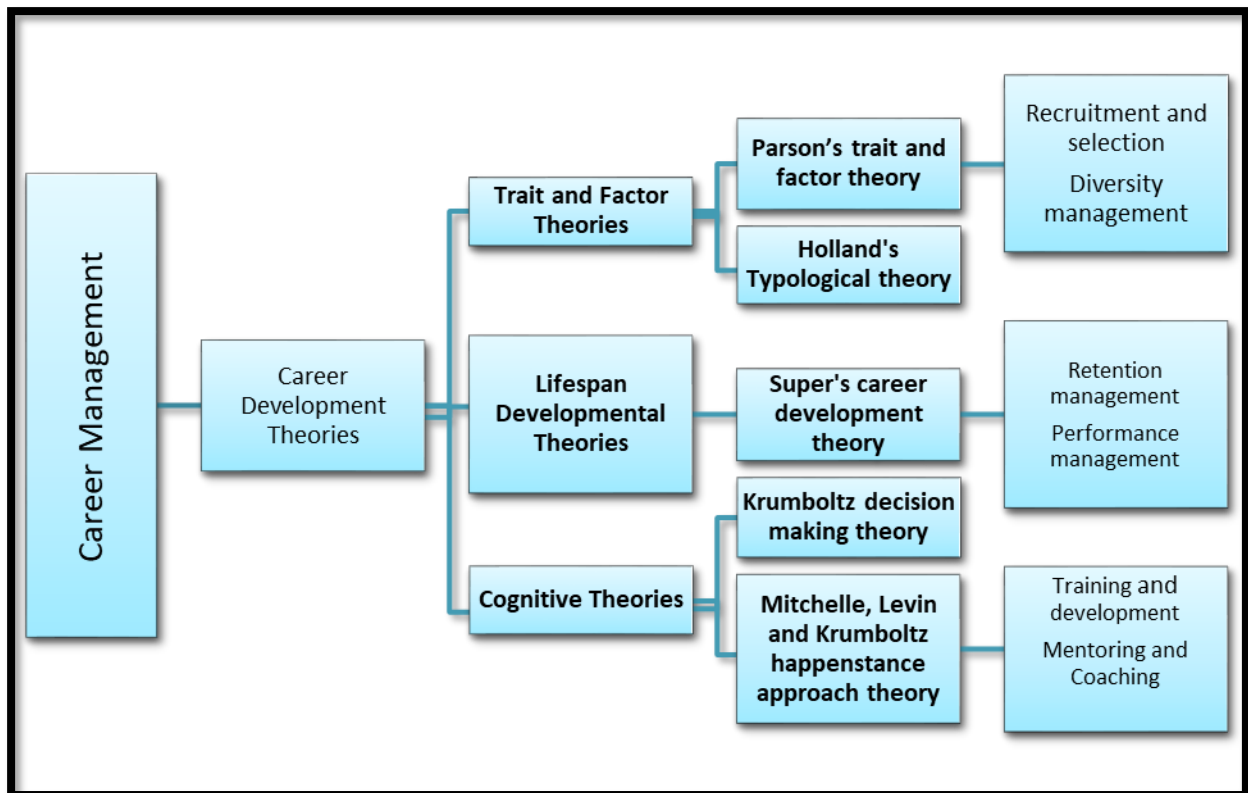


Figure 2-8 Career development theories

2.7.1 Trait and factor or person-environment fit theories

Trait and factor theories were the first wave of career development theories that appeared in the first half of the 20th century (Sharf, 2010:25; Schreuder & Coetzee, 2016:155). The term trait refers to the characteristics of individuals who can be measured by testing, whereas the word factor refers to the characteristics required for successful job performance (Sharf, 2010:27; Armitage & Amar, 2021:14). These theories address the question of which occupation is to be chosen (Hartung, 2013; Rauvola, Rudolph, Ebbert & Zacher, 2020:101), and the analysis of the qualities or characteristics of individuals in tandem with the qualifications required for a job (Sharf, 2015:25). Thus, career development based on a personality framework recognises the self as an entity and fosters person-environment fit outcomes (Di Fabio & Maree, 2013). This framework relies heavily on assessments and inventories to assess skills, successes, desires, beliefs, and personalities (Sharf, 2010:61; Armitage & Amar, 2021:14). Trait and factor theories include Parson's theory, Holland's theory of person-environment fit, Dawis' theory of

work-adjustment, and Jung's theory of personality type. Only the first two theories relate to this study and will be discussed in the following sections.

2.7.1.1 Parson's Trait and factor theory

Parson's Trait and factor theory focuses on assisting individuals in making wise choices and employing them (Shoffner, 2006; Sharf, 2010; Armitage & Amar, 2021:15). The theory encourages individuals to be enlightened in these aspects:

- Deeper understanding of themselves, their strengths, interests, skills, abilities, behaviours, beliefs, attitudes, goals, accomplishments, and limitations of resources.
- The knowledge of work or profession, such as the criteria and conditions of performance and the incentives for rewards.
- The rational or reasonable correlation of the characteristics of specific employees with the role that best suits them (Shreuder & Coetzee, 2016:155).

Parson understood the difference between individuals' interests, preferences, beliefs, personalities, and skills (Sharma, 2016:220). The trait and factor theory was formulated while developing human and behavioural sciences, and its development was inspired by pressing issues such as urbanisation, immigration, and diversification of the business world (Atli, 2016:1838).

2.7.1.2 Holland's Typological theory

According to Holland's typological theory, individuals prefer conditions that match their personality orientation (Schreuder & Coetzee, 2016:158). Therefore, people are more inclined to professional environments that:

- Allow them to demonstrate their skills and abilities.
- Allow them to articulate their attitudes and values, enabling them to appropriately confront challenges and execute their responsibilities (Holland, 1973).

This theory suggests that the six personality types, namely rational, investigative, imaginative, social, enterprising, and traditional, are identical to the same six environments (Sharma, 2016:217). Individual employees can perform better if their

personality is compatible with their work environment (Carson, 1994:283; Nauta, 2010:11; Spokane, 2015:380).

Sharma (2016:219) states that Holland's theory is based on four assumptions:

- Individuals are classified as one practical (physical activities), analytical (thinking, problem-solving and science activities); imaginative (free, unstructured, and creative pursuits); social (teaching and assistance roles); enterprising (persuasion or the manipulation of people to achieve goals); or conventional (orderly, systematic conditions driven by others in authority).
- There are six modal environments: practical, investigative, artistic, social, enterprising, and conventional.
- People prefer environments that enable them to demonstrate their skills and abilities, express their attitudes and values and undertake enjoyable tasks and roles.
- Individual behaviour is influenced by the relationship between personality and the environment.

Trait and factor theories relate to this study because they focus on matching individuals to work environments to be productive and content with their work (Schreuder & Coetzee, 2016:156). Employees optimise their abilities and succeed in their careers when placed in the right job and position. As noted in section 2.6.1.2.2, it is vital to integrate career management with recruitment and selection to provide employees with the opportunity to advance to higher managerial levels (Republic of South Africa, 2011a:25; Armstrong & Taylor, 2020:176). Person-environmental fit theories imply that if a person fits perfectly into the environment (Armitage & Amar, 2021:15), as Holland's theory suggests, they thrive and experience maximum job satisfaction in the organisation.

By urging employees to persistently seek the meaning of their careers, individual employees learn to understand their value systems, attitudes, and strengths. The fact that values, systems, and strength inventories are mandatory scales for creating a good fit between the individual, and the Public Service reinforces Holland's personality typological theory. As Sterner (2012:153) rightly suggests, integrating existentialism with Holland's theory enables employees to engage in a broad exploration of meaningful careers and

ensures the recruitment and promotion of the right employee. Unfortunately, employees under-utilise the opportunity to be their true selves and live up to their potential as expected by protean and boundary-less careers. Instead of being employable, unqualified employees prematurely occupy leadership positions, hopping from one post to the next without improving their self-proficiency (Republic of South Africa, 2016a:4).

Parson's theory dates to a time when social justice supported disadvantaged people through vocational counselling (McMahon & Watson, 2012:5). The commitment to social justice necessitates an emphasis on both individuals and the socio-political systems in which they live, as they may require intervention from the broader system (Arthur & McMahon, 2005; McMahon & Watson, 2012:5; Restubog, Deen, Decoste & He, 2021:1-2). The fair distribution of rights, entitlements, benefits, burdens and responsibilities is central to social justice (Chipkin & Meny-Gibert, 2013:8; Berry-James, Blessett, Emas, McCandless, Nickels, Norman-Major & Vinzant, 2021:10). In this respect, traits and factor theories uphold public values as they support fairness and well-being of employees. This further reinforces the need for career management to synchronise with the government's overall reform agenda in developing individuals historically disadvantaged by unequal laws and procedures (Republic of South Africa, 2011a:28).

Apart from the trait and factor theory, this study adopts the lifespan development theory. Lifespan development theory represents the second wave of the theory of career development in the mid-20th century (Schreuder & Coetzee, 2016:176). These theories are more complicated in their approach than the trait and factor approach.

2.7.2 Lifespan developmental theories

Lifespan developmental theories examine the increasing, and evolving ways individuals cope with career issues during their lives (Sharf, 2010:185; Schreuder & Coetzee, 2016:176). Lifespan theories suggest a transition from individual differences to change and development over a lifespan (Super, 1957; Bernes, 2000:21; Zacher & Froidevaux, 2021:1-2). This study analyses Super's Career development theory.

2.7.2.1 Super's Career development theory

Super's career development theory addresses career development at distinct stages and recognises the need for planned career development efforts (Super, 1980), as highlighted in the following diagram adapted from Schreuder & Coetzee (2016:177-178).

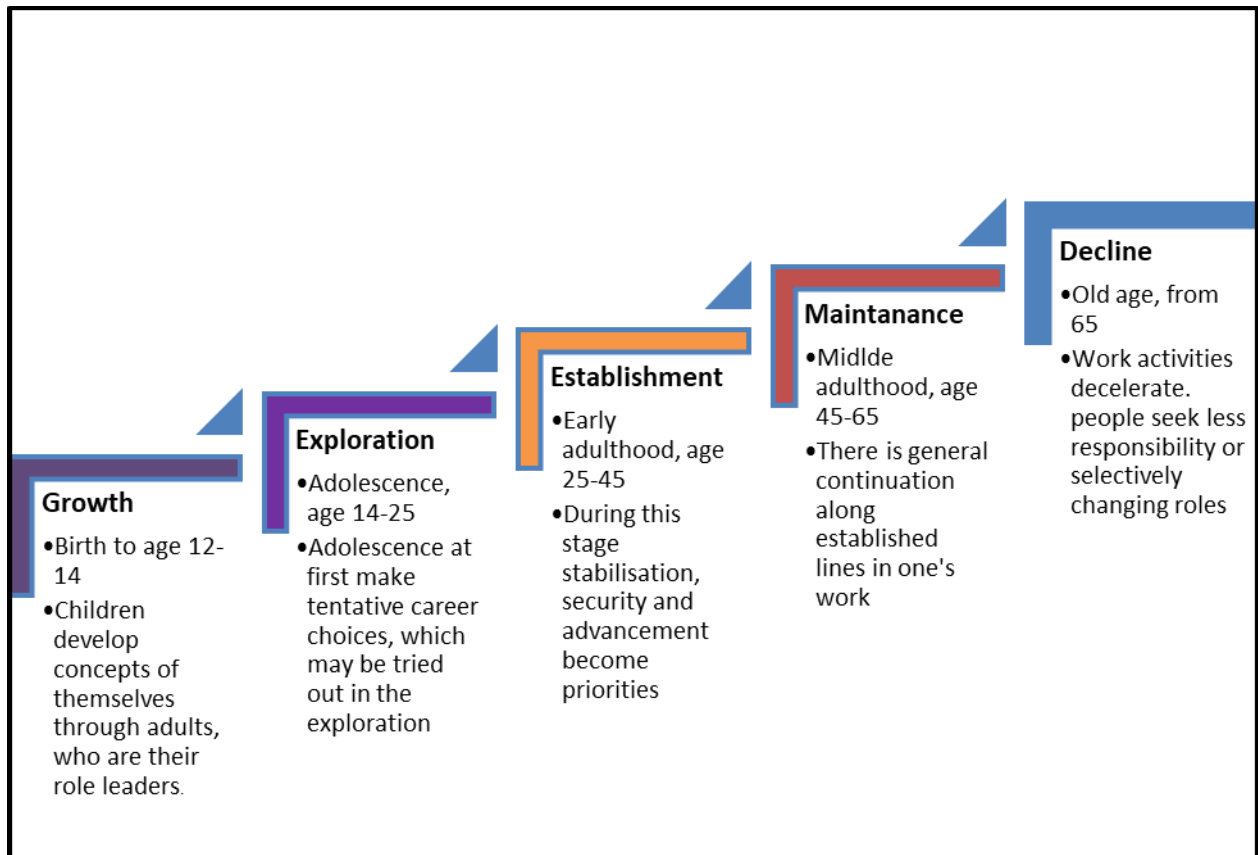


Figure 2-9 Super's career development theory

According to Kosine & Lewis (2008:230), Super's Theory is not a fixed stage theory in which age dictates the success of one's career (Schreuder & Cotzee, 2016:178). Rather it acknowledges the interactive relationship between the individual and the organisation and relates to how individuals as employees can relate to other responsibilities in their personal life as citizens (son or daughter, student, leisure, citizen, worker, spouse, homemaker, parent and pensioner) (Poole, 2002:13; Chikomba, 2016:11). Super's contribution to career development is significant as he discovered the interconnection between career development and other interdisciplinary insights of sociologists, political scientists and economists from comparative, developmental, phenomenological and

historical perspectives, respectively (Herr, 1997:240; Neville, 1997:288; Kazuyuki & Kuo Ling, 2006:26; Anovunga, John & Akpadago, 2021:41).

Nokhwali-Mboyi (2018:54) aptly argues that Super's Theory encourages employers to assist their employees through career development initiatives, especially during their career development exploration, establishment, and maintenance phases. The collaboration between the line manager and individual employees is crucial in these phases because they play a mentoring and coaching role. Therefore, there is an urgent need for proper mentoring and coaching and an obligation for line managers to be better listeners, especially concerning the career preferences of employees. The **exploration stage** begins with young employees fresh from the university, unconventional and unpredictable. Keeping such employees is a challenge, as they hop from one position to the next to enable them to attain the highest possible position within the organisation while they are still young. The exploration stage requires robust mentoring and coaching mechanisms to retain the unconventional employees in the organisation.

Similarly, mentoring and coaching practices are compulsory in the **establishment stage**. This is because employees cannot be persuaded of their career choices (Nokhwali-Mboyi, 2018:54), so a mentor or coach could come in handy to ensure career growth and development. At the **maintenance stage**, employees are often more comfortable and reluctant to change their careers. They could also experience stagnation or job dissatisfaction, which diminishes their performance. Therefore, performance management is essential in this phase. The organisation desperately needs qualified and competent employees with a proven record and enough experience because they are valuable to the organisation. Such employees should be inspired not only to enhance their commitment to the organisation but also to enhance their efficiency. Proper performance management will help to get the best out of such employees. The following section examines the cognitive behavioural theories and strategies, focusing on how they affect the training and development of employees.

2.7.3 Cognitive behavioural theories and approaches

Cognitive theories represent a change-focused approach to problem-solving and cognitive processes through which people monitor their career behaviour (Kidd, 2007;

Coun, Peters, Blomme & Schaveling, 2021:6). The cognitive theories explored in this study include Krumboltz's career decision-making theory and Mitchell's Levin and Krumboltz's theory of Happenstance approaches.

2.7.3.1 Krumboltz's Career decision-making theory

Krumboltz's career decision-making theory states that learning plays a vital role in the choice of career (Krumboltz, 1979; Mitchell & Krumboltz, 1990). Krumboltz's theory is an extension of Bandura's (1977) theory of social learning based on reinforcement theory and classical action (Mitchell & Krumboltz, 1990; Bernes, 2000:18; Juntunen, Motl & Rozzi, 2019). Bandura argues that individuals evolve from learning experiences other than their genetic or intrapsychic mechanisms (Sharf, 2010:368). Hence, learning experiences combined with environmental factors and capacities determine the decision-making process (Schreuder & Cotzee, 2016:183). The theory suggests that the individual personalities and behavioural repertoires that people primarily acquire, emerge predominantly from their particular learning experiences rather than from inherent cognitive or psychological mechanisms (Mitchell & Krumboltz, 1990:145). Krumboltz argues that career development strives to enhance the acquisition of skills, interests, beliefs, values, working habits and personal qualities that motivate each employee to create a satisfying life in an ever-changing work environment (Krumboltz, 1996:61; Sharf, 2010:381; Schreuder & Cotzee, 2016). The theory further highlights that by applying social learning theories of career development, public managers can promote individual employees' development through observation, imitation, and behavioural influence (De Klerk, 2005:77; Azhar, 2013:4).

Applying this theory is relevant for explaining training and development procedures, particularly mentoring and coaching. For example, Krumboltz's social learning theory for career decision-making theory suggests that an individual's beliefs about the work environment influence their approach to learning new skills, which may ultimately affect their professional goals and success (Mitchell & Krumboltz, 1996). This theory resonates with Karl Marx's perception that the person is an individual and the kind of things they do directly correlate with the society in which they live (De Klerk, 2005:33; Arifin & Yuniar, 2021:4). In this respect, the perception made in this chapter is that employees who act in bad faith by occupying management positions without being proficient, reflect the norms

and rules of the society in which they live. Thus, Karl Marx and Krumboltz's career decision-making theory reiterates public managers' essential role in managing employees' careers.

In a nutshell, it is crucial to heighten existential guilt, a constructive force that guides public managers to consider authentic existence and alerts them to the fact that they have not been living up to the expectations regarding the implementation of career management (Cohen, 2003:205; Hoffman, 2021:48). Heightening existential guilt will propel public managers to be authentic mentors and coaches. In this sense, it is crucial to introduce reality checks and inspire employees to develop their competencies and interests in Public Service. Mentors can then provide reality checks and offer encouragement to employees to explore new concepts and stimulate the exploration of new areas of interest (Theobald & Mitchelle, 2002:27; Shields, Rooney, Brown & Kaine, 2020:175). Mentoring is a theoretically effective learning technique (Rolfe-Flett, 1995) that encourages career choice and growth (Pelletier & Duffield, 1994; Woodrow, 1994; Goran, 2001; Shields *et al.*, 2020:175). As Baugh & Sullivan (2005:426) and Roberts *et al.* (2019:214) rightly note, when mentoring relationships are good, valuable career outcomes for individuals, and the Public Service are invariably achieved.

2.7.3.2 Mitchelle, Levin and Krumboltz's Happenstance approach theory

Mitchelle, Levin, and Krumboltz Happenstance approach theory argue that unforeseen events such as unpredicted social factors, environmental conditions and chance events are essential elements that influence employees' lives (Mitchelle *et al.*, 1999). This theory suggests that public managers could assist employees in coping with unforeseen events in a positive way. In simple terms, employees must be encouraged to plan for unplanned activities in a complex world (Zunker, 2006; Bratton, 2021:166). The above is essential since employees face various obstacles, such as financial concerns and family commitments, that may prevent them from achieving their career objectives and for which they must thus be prepared.

It is important to note some vital points. First, careers are now boundary-less, so employees must brace themselves for evolving unpredictable work tasks. Second, COVID-19 has been unpredictable, affecting employees' careers regardless of gender and race (Cohen, 2003:200; Brooks *et al.*, 2020). This is because when employees are

confronted with situations with the fear of death imminent, they face uncertainty, financial loss and job insecurity and seek security in themselves and their careers (Brooks *et al.*, 2020; Xiang *et al.*, 2020; Gao *et al.*, 2020). Therefore, in reaction to the primary threats posed by COVID-19, it is likely that employees have resorted to seeking security (Douglas, 1984:94); in doing so, employees may behave in bad faith, and such consequences of COVID-19 are anticipated (McMillan, 2012:36; Hite & McDonald, 2020:433).

This theory encourages employees to find solutions to their circumstances and understand that they must make authentic career choices. Since it has been established that deciding in bad faith leads to an unhappy life, employees must understand that the pursuit of security is an illusion that must be abdicated in the face of death (McMillan, 2009; Khalid, Atkins & Barone, 2018:56-57). Therefore, employees are urged to approach the future positively because whatever happens is contingent, and the future is uncertain (Schreuder & Cotzee, 2016:187).

The Happenstance theory reminds individuals of the importance of being prepared to change terms of their skills and interests in response to the ever-changing social, educational and occupational environment (Sharf, 2010:381; Walker-Donnelly, Scott & Cawthon, 2019:13). This is exceptionally crucial since career development is now a lifelong process rather than a one-off activity (Hall, 2004; Walker-Donnelly *et al.*, 2019:10). Mentoring and coaching are vital resources for employees to keep their composure while learning and exploring new challenges, especially if the employee's confidence has been shaken by any unprecedented event or threatened by job losses (Krumboltz, 2013:16).

In summary, decentralisation discussed in section 2.4.1.2.3 and the career development theories discussed in section 2.7 reflect the Cartesian perspective explored in the following section.

2.8 CARTESIAN PERSPECTIVE IN CAREER MANAGEMENT

The Cartesian perspective, also known as the divide and conquer, was coined by Rene Descartes. Crucial to this perspective is reductionist thinking and subject-object dualism. The former implies that understanding a complex phenomenon involves dissecting it into

more specific and isolated microscopic components. The latter contends that human subjects have a mind that reflects and guides the body's interactions with the outside environment. Through Cartesian dualism, humans are distinct from discrete objects in the cosmos, creating meaning for the objects in the world through cognitive assignment (Van der Hoorn & Whitty, 2014:725).

Central to the reductionist thinking coined by this perspective, the Public Service has managed to decentralise HRM practices to provincial government and develop tools such as policies, regulations, guides and toolkits to solve the challenges encountered (van der Hoorn & Whitty, 2014:18) (*see reference in chapter three and section 2.4.1.2.3*). Thus, massive progress in decentralising HRM tasks to provincial departments, and formulating the legislative framework and career development theories that provide clear, simple, and evidence-based solutions to problems encountered in Public Service is evident. Hence, the study appreciates milestones achieved by the Cartesian perspective as it led to understanding the need for decentralisation and mainstream theories pertaining to career development.

To elaborate, the Cartesian perspective underpins theories, such as Parson and Holland's person-environment fit theories, Super's developmental theory and cognitive career development theories (*see reference in section 2.7*). Trait and factor theories focus on matching individuals to work environments to ensure productivity and content with their work (Schreuder & Coetzee, 2016:156). The fit rationale associated with the above theories asserts that a precondition for change depends on matching the individual's personality with the work environment (*see reference in section 2.7.1*). A proper fit means beginning change (Riemer & Johnston, 2014:3). Employees optimise their abilities and succeed in their careers when placed in the right job that matches their personality. Lifespan theories suggest a transition from individual differences to change and develop over a lifespan, which implies a process perspective. The above implies a logic of change. Cognitive theories represent a change-focused approach to problem-solving and cognitive processes through which people monitor their career behaviour (*see reference in sections 2.7.2 and 2.7.3*). Career development theories mentioned in this study validate human behaviour based on the assumed cause-effect relationship between properties of material entities such as the monetary benefits and incentives and favourable working conditions and mental entities such as beliefs, internalised norms and intentions.

However, career management is a complex practice. Understanding career management solely by cause and effect is somewhat not ideal. Hence, the need to consider Heidegger's perspective is discussed in the following section.

2.9 HEIDEGGER'S PERSPECTIVE IN CAREER MANAGEMENT

This section explicitly examines career management through Heidegger's Being and Time's crucial topics: modes of being, care/temporality, being-in-the-world, dealings, and Das Man/the-They. Heidegger poses a straightforward question concerning the possibility of humans, objects, or phenomena existing in the world. The three modalities answering the question above are Dasein, ready-to-hand, and present-at-hand (Hasan & Sheeraz, 2020).

Concerning the **modes of being** above, the first way is for humans to disclose themselves as Dasein. Heidegger's philosophy focuses on **Dasein** to understand how human beings relate to things or phenomena. According to Turner & Turner (2008:235) and Withy (2022:297), a human is Dasein in the world and engages in practices and duties. Consequently, Dasein's unique mode is to be such a person through doing such activities (Riemer & Johnston, 2014:276) (see *reference in section 2.5*). Discussing Dasein without addressing issues such as **care/temporality** is impossible. Heidegger (1962) postulates that the above issues are synonymous with Dasein. There are three central attributes specific to care: being-already-in-the-world, being-amidst-entities and being-ahead-of-itself in expecting the future (Van der Hoorn & Whitty, 2015:726). Based on the above attributes, Dasein makes decisions that matter to them. However, care and temporality go hand in hand. Heidegger's concept of temporality is similar to the usual term "time." It is a unifying concept that implies that the past, present and future shape Dasein (Blattner, 2005; Niederhauser, 2021). Both concepts are compatible because care is essential to Dasein, and temporality compels them to make decisions about tasks (see *reference in section 2.5.4*). This compulsion emanates from what Dasein cares about and what is essential.

Apart from humans presenting themselves as Dasein, objects or phenomena are ready-to-hand or present-at-hand modes. Concisely, **ready-to-hand** is simply Dasein's equipment enabling Dasein to achieve for-the-sake-of tasks (Riemer & Johnston, 2014). Van der Hoorn & Whitty (2015:724) dissect the ready-to-hand further by identifying three

concepts specific to the mode of existence: transparent, broken, and invisible ready-to-hand. Invisible ready-to-hand is equipment in its barely noticed form, encountered daily without Dasein noticing it. Transparent ready-to-hand equipment fulfils its role. Being ready-to-hand in this mode means being a part of an integrated network of functionally integrated purposes (Munday, 2009:34; Puthussery, 2019:34). The above is the distinction between Heidegger and Descartes. Heidegger sees a totality of purposes with intricate relationships, whereas the Cartesian sees isolated individual incidences. Finally, non-functional ready-to-hand is broken equipment. Broken equipment is *unready-to-hand* because it does not operate as expected, thus not enabling Dasein to proceed with the day-to-day operations. Therefore, equipment in that mode can necessitate the role players' attention or can be ignored (Heidegger, 1962; Rautzenberg, 2020).

Horrigan-Kelly, Millar and Dowling (2016:3) assert that ready-to-hand equipment can possess the ***present-at-hand*** mode. The preceding states that objects oscillate between ready-to-hand and present-at-hand modes. According to Harnesk & Thapa (2017), present-at-hand objects emanate from ready-to-hand, not otherwise. Thus, present-at-hand means that objects present themselves as isolated objects that permit focused observation or contemplation (Munday, 2009; Hasan & Sheeraz, 2020:5). Objects in this mode do not build intricate relationships but are a bunch of features (Van der Hoorn & Whitty, 2015:725).

The three modes of being above are essential in this study and will be further assessed in chapter five, but the cornerstone of Heidegger's ontology is ***being-in-the-world***. There is a distinction between Cartesian's subject-object distinction and Heidegger's ontology through the concept mentioned above. The difference is that Heidegger offers no distinctions, disaggregations and divides, central to Cartesian (Van der Hoorn & Whitty, 2015; Van Dijk, 2018). Dasein does not project meaning onto objects by being-in-the-world but instead engages with the objects. Dasein socially engages with the world, including everyday activities, equipment, and skills shared by other Daseins in that society (*see reference in section 2.3*). Engaging or involvement means "the condition of being involved with or participating in something" (Oxford online dictionary). Thus, involvement specifically means participation or action (*see reference in section 2.5*). Therefore, by using the preposition (in) in being-in-the-world, the study refers to the preposition's existential sense (*see reference in 2.5*). Dasein engages in activities, is social and

capable of living in a world where they can engage in meaningful contexts with other Daseins and other equipment (Polt, 1999:25; Harnesk & Thapa, 2016:3) which is stipulated by the relational ontology stipulated in section 2.4.1.3.1.

The above brings forth the concept of **being-with**, meaning Dasein shares the world with other Daseins and equipment. Significant to being-with is **Das Man or the-They**, which refers to the norms and standards Dasein adheres to (Don, 2019:174). Das Man represents the conventional approach to doing things, which can level behaviour because it can lead to conformity. Dasein is relieved of the burden of acting authentically by conforming to the-They (Kariko, 2020). However, Dasein, who has not succumbed to mindless compliance to the-They and has adopted an authentic stand, responds to the concrete or actual situation. According to Heidegger's temporal characteristic of fallenness, inauthenticity might be the 'done thing' defined by those who have done it (Çifteci, 2020). When Dasein is not authentic, they frequently respond to a situation generically or conventionally rather than to the specific or concrete situation they are experiencing (*see reference in section 2.5.1.3*).

The question that remains is what constitutes the world in being-in-the-world. The world, referred to as the **referential totality**, is ready-to-hand; in present-at-hand, the world refers to the universe. Specific to this section is the world at ready-to-hand mode, whereby Heidegger states that Dasein uses equipment in order to do something for-the-sake-of-which (Ravilochan, 2020). Legislative frameworks and career development theories must engage in concord with career management and other human resources practices to reduce unemployment, poverty and inequality (*see reference in section 2.6.1*). The above is a referential totality (Polt, 1999; Van der Hoorn & Whitty, 2015). The universe is just an environment in its most objective manner, where there is no Dasein and the nexus of interrelationships between objects.

Further, the study elucidates **dealings** in Heidegger's world. This term denotes coping and emphasises action and immersion over the Cartesian perspective of mental projection (Haugeland, 2013). Additionally, the concept implies that the ability to adapt is contingent upon knowledge and experience, which is critical in a complex and interconnected world of systems and activities. There is an embodiment of action rather

than cognition. Dealings are non-existent if the NWPDCOGTAHS do not provide experiential learning for engineers and architects, which is a case identified in section 1.2.

2.10 CHAPTER CONCLUSION

This chapter discusses career management as an essential human resources management practice that strives to achieve an organisation's grand plans through the collective efforts of individual employees, managers, and the organisation. As the discussions have shown, the senior managers, line managers, human resources practitioners and individual employees are jointly responsible for effectively implementing career management in the Public Service. The chapter addressed the importance of coordinating the above role players through applying the relational process ontology.

The relational process ontology was identified as the foundation of NPG, revealing that separate unique individuals constitute whole units and function together dynamically to make unanimous decisions. NPG was discussed in line with the dialectic process proposed by Hegel, which espouses the "One" identified as the law in undifferentiated individual ontology and forms a critical tenet of TPA (thesis). Conversely, the "One" in the differentiated individual ontology that is an essential tenet of NPM (antithesis) was also analysed with its support of decentralisation, which initiated autonomous public managers and the emergence of protean and boundary-less careers. By using the dialectic process, both tenets of TPA and NPM are preserved. This has led to the most significant offer for ideal democracy in NPG, which disapproves of organised representation for diverse autonomous individuals and acknowledges an inherent social connection as the basis for organising a unified political life.

The chapter argued that the coordination process could be only successful if the role players involved are authentic and responsible; to achieve this, they must be existential. Since existential role players are responsible and authentic and can enhance the implementation of career management, they could prove instrumental to the achievement of the grand organisational plan of reducing poverty, unemployment, and inequality by 2030. The chapter explored career development theories to ascertain how they can improve the horizontal integration of career management and other HR practices. As the discussions have proven, trait and factor theories facilitate the search for applicants with experience, qualifications, expertise, and psychophysical abilities. Similarly, social

learning theories can clarify the need for mentoring and coaching, a crucial aspect often neglected in the public sector. Finally, this chapter demonstrated that cognitive development theories help employees to deal with challenging situations in unpredictable work environments. However, decentralisation and career development theories led to the understanding that the Cartesian perspective is prevalent in career management and the need to look at other perspectives such as Heidegger's philosophy. The arguments outlined in the next chapter (Chapter 3) are prompted by the statement "one cannot speak for another," which implies that no individual is above the Constitution (or the law). This alludes to the ideals of undifferentiated individual ontology discussed in this chapter, which glorifies the "One". Stemming from this background, chapter three examines the statutory and regulatory frameworks for career management in the Public Service

CHAPTER 3 STATUTORY AND REGULATORY FRAMEWORKS FOR CAREER MANAGEMENT IN THE SOUTH AFRICAN PUBLIC SERVICE.

3.1 INTRODUCTION

Chapter 2 above addressed the theories and practices specific to career management. The chapter also highlighted the benefits of coordinating senior managers, line managers, human resources practitioners and individual employees in implementing the human resources management practice. Further, the chapter underscores the significance of integrating career management with the organisational plan and other human resource management practices. This chapter ***analyses compliance with the South African Public Service's statutory and regulatory frameworks for career management***, as stated in RO2 and outlined in section 1.4. This analysis will help design the integrated career management model. The relevant statutory and regulatory frameworks include a set of laws ranging from the South African Constitution (outlining the standards and values for the public administration), various white papers and regulations related to Public Service employment and general human resources management policies.

The preliminary section of the chapter addresses the developmental context of the Public Service legislative framework. The developmental legislative framework lays down the significance of integrating career management with organisational plans, strategies and objectives. As the chapter unfolds, regulations and policies relevant to decentralising human resource management practices are analysed. The relevance of addressing the legislative frameworks mentioned above, statutory and regulatory frameworks, is inferred from the pertinence of decentralising the roles and responsibilities of the role players highlighted in the preceding chapter. In addition, the manipulation and exploitation of human resources management practices related to career management at the departmental level signified the importance of reviewing regulatory frameworks that control and regulate the implementation of human resources management practices. Finally, policies on human resources management practices in the NWPDCOGTAHS.

3.2 THE DEVELOPMENTAL PUBLIC SERVICE LEGISLATIVE FRAMEWORK

South Africa is a democratic country that relies on a developmental and participatory Public Service (Modise, 2017:2). The developmental Public Service essentially depends on internally developing employees (Ilies & On, 2012:786). Therefore, economic growth and poverty reduction, some of the critical characteristics of an ideal developmental Public Service, cannot be achieved without investing in human capital development (Merchant, 2010:2; Ilies & On, 2012:786; Nem Singh & Ovadia, 2018:1038). The organisation and public managers must be creative and flexible in implementing human development strategies, including career development, so the optimum development of employees improves their performance in achieving the ideals of a developmental Public Service (United Nations, 2006:2; Stone, Cox & Gavin, 2020:341).

Through promising career management practices, employees' development benefits the Public Service (*see reference in chapter one*). The above can be plausible if the public managers, organisations and employees work together (Lefter *et al.*, 2008; Schreuder & Coetzee, 2016:98). The previous chapter justified this assertion by demonstrating that the collaboration of actors primarily drives comprehensive career management through the relational process ontology (Osborne 2010:9; Stout, 2013; Stout & Love, 2015:462). In addition, sharing responsibilities require participation and autonomy in decision-making (Stout & Love, 2017:466). However, as the Constitution guides, independence and participation are discussed below.

3.2.1 Constitution of South Africa, 1996

South Africa is a democratic country with a strong foundation of Constitutional supremacy and the rule of law. The Constitution of the Republic of South Africa, 1996, is a relevant and vital document for all the inhabitants. In support of the above, the Public Service relies on the principles of the Constitution to function. Chapter 10, Section 195(1) of the Constitution of 1996 highlights the fundamental values and principles of public administration. It states that the Public Service must be:

- developmental and service-oriented;
- professional, impartial and excellent;

- accountable and transparent; and
- participatory in policymaking;

The Constitution, 1996, requires public administration to be developmental and service-oriented. The double-folded task of post-independent South Africa (1994) was to transform the Public Service into a democratic structure and to improve the Public Service to play a developmental role (Republic of South Africa, 2011b:12; Mondliwa & Roberts, 2021:314). In the context of the developmental role, the history of South Africa's roadmap to development is traced back to 1994. It stems from implementing programmes such as the Reconstruction and Development Programme (RDP), Growth, Employment and Redistribution (GEAR), Accelerated and Shared Growth Initiative for South Africa (ASGISA), and New Growth Path (NGP). By transforming into a developmental state (Edigheji, 2010; Asongu & Nwachukwu, 2018), South Africa is building a critical capacity to eradicate the legacy of apartheid and its resultant manifestations of poverty and inequality (De Wee, 2016:489).

Conversely, democratic principles such as equity and participation are Constitutional mandates (Tamanaha, 2004:3; Musavengane & Leonard, 2019:136) promoting a well-ordered Public Service. Public servants are autonomous and reasonable beings, but they can maximise their interests and obstruct other employees' rights to equity and participation in decision-making (*see reference in section 2.4.1.2.3*). Therefore, the Constitution obstructs the abuse of authority and unequal distribution of powers in the Public Service and supports everyone involved to be professional, transparent and accountable for the rule of law. The Constitution is not an adversary that restricts the autonomy of the public servants but the rule of law ensuring the healthy democratic relationship between the role players involved (Leddy, 1957:16; Azhar, 2013:5) that is the focus of this study. The Constitution ensures that professionalism, accountability, equity and participation are the guiding principles in implementing career management and other policies that lead to the achievement of developmental goals benefiting the inhabitants of South Africa. The following section explores the developmental goals in the National Developmental Plan, vision 2030.

3.2.2 National Developmental Plan, 2030

The strategic perspective of the NDP (2030) provides a long-term vision for South Africa (Zarenda, 2013:3). The main objective of the Plan is to ensure that South Africans live decent lives by eliminating poverty and inequality (Republic of South Africa, 2011b:24; 2012:24; Netshitenzhe 2015). Decent living conditions include safe housing, safe water, electricity and sanitation, skills development, and employment (Republic of South Africa, 2011b). Supporting the statement above, Chapter 8 of the NDP is relevant to this study.

Chapter 8 describes the transformation of human settlements, and states explain that by 2030 most South Africans must have affordable access to essential services and quality environments (Republic of South Africa, 2011b). However, transforming the Public Service is a mammoth task in South Africa, especially when the poverty rate is higher than in other middle-income countries worldwide. Accordingly, 18.8% of South Africa's poverty is higher compared to BRICS counterparts like Russia, and China combined (Republic of South Africa, 2018:13). Poverty is high in rural areas among children and black South Africans (Burchi, Malerba, Montenegro& Rippin, 2022:3). The national poverty rate of 63.4% of children aged 5-12 is in rural areas (UNICEF, 2020:10; Burchi *et al.*, 2022:3). During the inception of the NPD, many South Africans live in abject poverty (Republic of South Africa, 2011c:260), and this is still the case (Burchi *et al.*, 2022:3).

This study is motivated by the need to address the imbalances mentioned above by developing a helpful career management model for NWPDCOGTAHS that applies to other departments within the Public Service. The previous chapter argued that incorporating career management objectives into the organisational plans, and objectives might increase the competence of employees (*see reference in section 2.6.1.1*) in addressing poverty, unemployment, and social inequalities encountered in the Public Service (Republic of South Africa, 2017:7). Providing decent housing, safe water, electricity and sanitation in a rural Province like North West is paramount (*see reference in section 1.2*). Transforming the national space economy, confronting differences and inequalities within rural areas, and confronting urban inefficiencies and the accommodation conundrum are weaknesses to be eliminated by 2030 (Republic of South Africa, 2011c:258). South Africa is a democratic country which relies on the developmental and participatory role of the Public Service. For South Africa to be

developmental, it depends directly on adequate and capacitated human resources. These sections address human resource management policies, strategies and regulations.

3.3 HUMAN RESOURCES MANAGEMENT POLICIES

A comprehensive career management programme assists in solving organisational challenges, particularly when combined with other human resources management practices (*see reference in section 2.6.1.2*). The assertion above was justified in the previous chapter, where integrating career management with other human resources management practices was discussed as beneficial to the organisation's overall performance (Rees *et al.*, 2005:584; Greco & Kraimer, 2020:40). These sections discuss general human resources management policies.

3.3.1 Public Service Act 103 of 1994

The Public Service Act, 103 of 1994 lay down laws applicable to working conditions, terms of office, disciplinary processes, retirement, and dismissal of Public Service employees (Republic of South Africa, 1994). Chapter 2, section 3 of the Public Service Act explicitly states the importance of decentralising human resources management practices to executive authorities. The decentralisation of duties to executive authorities has improved the performance of sluggish departments Republic of South Africa, 1994; Cameron, 2015:142).

First, the chapter in the Act above defines the functions of the executive authorities and the tasks assigned to them (Republic of South Africa, 1994). Section 7(a) and (b) grant the executive authority the responsibility for human resources planning, recruitment, appointment, performance management, transfer, dismissal, and other career incidents (Republic of South Africa, 1994:9). Section 42A grants the executive authority the right to delegate decision-making powers to the head of the Department, who may delegate power to the employee of that unit under subsection (5), (6) (a) or (7) (a); or (b) authorise any employee of that unit to perform any duty assigned to that head under subsection (5).

The Public Service Act 103 of 1994 underscores the importance of decentralising the role of human resources management to public managers, including line managers. The decentralisation of human resources management functions in Public Service is failing

(Cameron, 2015:143; Mautla, Mazenda & Mushayanyama, 2022:1). Line managers are not empowered to delegate due to a lack of capacity to carry out any human resources management responsibilities (Levin, 2004:13; Republic of South Africa, 2016d). The Act mentioned above grants the human resources management functions to the politicians. Since politician's delegate functions to the Director Generals or Head of the Department (Republic of South Africa, 2011b), they may choose not to delegate such powers. The limitation mentioned above generates tensions with the Public Finance Management Act (1999), which holds public managers responsible for problems which they did not create (Republic of South Africa, 2011c:412), rather than allowing managers to manage the Public Service. The Public Service Act allows politicians to manage (Cameron, 2009), so taking human resources management decisions is not the role of managers but is practically the responsibility of the politicians (Mcguire, Stoner & Mylona, 2008:73; Arends, 2020). Therefore:

- Authority over human resources must be transferred transparently from political leaders to Department heads and from Department heads to line managers (Republic of South Africa; RSA, 2011b:412).
- All departments must correctly carry out their responsibilities (Cameron, 2015:144).
- The Public Service Act 103 of 1994 must be amended to delegate all human resource management responsibilities to the departmental head. Section 3(7) of the Act must be amended to give the Head of Department authority over career incidents (Republic of South Africa, 2011c:412).

The Public Service Act 103 of 1994 appears vague on who must be responsible for human resources tasks. The lack of clarity led to political interference concerning the hiring and promotion of employees in the Public Service. If the legal foundation is transparent and public administrators shielded from political meddling, decentralisation can improve Public Service (Johnson, 1982:375; Pham, 2012:68; Kumar, 2021:1401). Instead, politicians reign and bureaucrats' rule (Johnson, 1982:365; Pham, 2012:68). Since politicians shift directions at any moment, they must refrain from managing and disrupting the smooth running of the Public Service (Arends, 2020:601).

Proper decentralisation assists the departments in planning and adopting approaches suitable for their departments (Republic of South Africa, 1995a). Eventually, public managers become innovative and creative (Hunter, 1993; Pollitt & Bouckaert, 2004; Yuan, Wu, Hu & Lin, 2019:312). There is no link between creativity and autocratic leadership styles since creativity is motivated by intrinsic motivation and the desire to participate in a mission (Hennessey & Amabile, 2010:574; Ariani, Sansuwito, Prasath, Novera, Sarli & Poddar, 2022:229-230). People's attitudes are drivable and changeable (Maltzman, 1960; Pryor *et al.*, 1969; Ariani *et al.*, 2022:232), and decentralising career management duties to assigned public managers can inspire innovation and creativity in confronting poverty, unemployment and inequality, highlighted in section 3.2.2

3.3.2 Labour Relations Act 66 of 1995

The Labour Relations Act 66 of 1995 is to advance economic development, social justice, and democratisation in the workplace (Republic of South Africa, 1997a). The Act directs Public Service human resources management and extends to all employees' associations, trade unions and workers' associations (Republic of South Africa, 1995; 1997).

The objectives of the Labour Relations Act 66 of 1995 include:

- Implementing the fundamental rights outlined in Article 27 of the 1996 Constitution.
- Establishing a framework that allows employees to participate in workplace decision-making (Republic of South Africa, 1995).

The Labour Relations Act 55 of 1995 represents the individual employee's voice to ensure that career development opportunities are fair for everyone. Managers have always been more authoritative than employees (Subramanien & Joseph 2019:1), hence the need for employees to be protected through social justice. Social justice represents the "full involvement of all people, especially those excluded based on race, ethnicity, sex, age, physical or mental disability, education, sexual orientation and socio-economic status" (Hipolito-Delgado & Lee, 2007; Berry-James *et al.*, 2021:10). The Labour Relations Act 66 of 1995 applies to this study because career development research suggests that career development must maintain its origins in social justice (Hansen, 2003; Fickling, Tangen, Graden & Grays, 2019). The career development of all employees enables them

the opportunity to reach their most entire possible selves, and through "full employee involvement," career development initiatives may build a vision for the future by returning to its fundamental roots in social justice (Hartung & Blustein, 2002; Toporek & Chope, 2006; Arthur, 2008; McWhirter & McWha-Hermann, 2021:5).

3.3.3 Skills development Act 97 of 1998

The Skills Development Act 97 of 1998 ensures training and development for all people in South Africa and seeks to address the country's shortage of trained and skilled people (Orgil, 2007:3). In addition, the Act defines employees' skills growth and career development (Haasbroek, 2004:393; Orgil, 2007:3; Reddy, Wildschut, Luescher, Petersen & Rust, 2018:2).

The characteristics of the Skills Development Act 97 of 1998 include:

- improving the skills of all workers;
- encouraging employers to use their workplace as a training environment;
- encouraging employees to participate in development programmes;
- creating opportunities to learn new skills; and
- assisting individuals from disadvantaged communities by providing training and education (RSA, 1998b).

Kaufman (2014:394) states that the Skills Development Act 97 of 1998 raised awareness for employee training. Training increases responsibilities and allows employees to develop career competencies to help them succeed (Kiima, 2015:17). The Skills Development Act 97 of 1998 resulted in increased investment in training beneficial to the Public Service since the country experienced a decline in employers' training initiatives (Republic of South Africa, 1998b; Mohlala, 2011:39; Reddy *et al.*, 2018). Training and development are central to improving Public Services (Kriemadis & Kourtesopoulou, 2008:32; Rahayu, Rasid & Tannady, 2019:81), and when training is integrated with career management, both practices alleviate inequality and unemployment in the country (see *reference in section 2.6.1.2.6*).

3.3.4 Employment Equity Act 55 of 1998

The Employment Equity Act 55 of 1998 is integral to South African labour law and political discourse (Mhambi, 2014:10). This Act aims to promote equal opportunities by removing unfair discrimination in the Public Service (Republic of South Africa, 1998a). According to Mhambi (2014:10), the Employment Equity Act was a possible vital tool through which affirmative action measures included blacks, women and people with disabilities in the Public Service. Through affirmative action measures, the Employment Equity Act 55 ensures the fair promotion of women and other marginalised communities (Nzima & Duma, 2014:580). This Act bridges the inequality gap that exists in the workplace.

Chapter 3, section 15(1) of the Act ensures the representation of qualified persons from marginalised groups in all occupational categories (Republic of South Africa, 1998a). Section 15(2)(b) of the Act states that affirmative action policies create organisational diversity and develop a working environment where all employees, regardless of background, can enjoy their Constitutional rights (Republic of South Africa, 1998). The Act has established fair employment opportunities in human resources practices such as recruitment and selection, induction, promotion, training and development, among others (Nzima & Duma, 2014:580; Mhambi, 2014:17-18).

3.3.5 Public Administration Management Act 11 of 2014

The Public Administration Management Act 11 of 2014 delegated duties such as recruitment, appointment, promotion, transfer, and termination of public officials to managers in provincial departments (Republic of South Africa, 2014b:4). The Act establishes a high level of professional ethics in public administration. Further, the Act promoted the quality and efficiency of service delivery for everyone without discrimination based on race or social status (Republic of South Africa, 2017).

Section 3(g) of the Act requires to enforce the ideals and principles of section 195(1) of the Constitution (Republic of South Africa, 2014b:4). Therefore, this Act corresponds with the core principles of NPM, such as encouraging transparency, maintaining good ethics in the Public Service, and always putting consumer demands first (*see reference in section 2.4.1.2*). Section 10(1) (b) of the Act explicitly states the need to establish

guidelines like honesty and discipline and encourage and improve good ethics and integrity in public administration.

Accountability, integrity and responsibility are the backbones of implementing human resources management practices in the Public Service. This Act reminds public managers they cannot escape making decisions. Line and public managers have discretionary rights beyond manuals, job descriptions and orders (Amundsen & Andrade, 2009:5; Armstrong, 2020:333). Therefore, public managers must be familiar with ethical theories that assist them in decision-making. The preceding chapter stated that the Public Service was now a hub of managers who do not take responsibility for performance management, recruitment and selection, and other activities in managing human resources (Republic of South Africa, 2014b; 2018b). The Public Management Act 11 of 2014 reminds us that Public Service is not for personal gain and that South African people must have faith in their government.

3.3.6 National Policy for an Integrated career development systems for South Africa Act 40795 of 2017

The development, consultation process and implementation strategy of the mentioned policy was approved on the 19th of February 2014 due to the urgent need to ensure that all inhabitants of South Africa have access to career development services (RSA, 2017:2). The policy defines career development services as all activities intended to assist individuals in making educational, training and occupational decisions in managing their careers (RSA, 2017:12). From the definition it is evident that the responsibility of career development lies with the individual employees but realising the above requires assistance to ensure that employees reach their career goals. Hence, career development requires a coordinated approach whereby organisations must provide educational and training opportunities for employees. Remarkably, public organisations such as the NWPDCOGTAHS provide limited career development services to public employees and the critical challenges leading to the above include:

- Fragmentation and division in offering career development services.
- Lack of coordination in the delivery of career development services which leads to dearth of other human resources management processes, structures, standards and procedures (RSA, 2017:5).

To solve the above, the policy elaborates on the importance of coordination, collaboration, and cooperation at all levels of government. The government must ensure that employees have access to comprehensive and integrated career development services. Stakeholders involved must carry out career development services based on mutual respect, dignity, equity and further radiate the unique identity of each role player involved, through objectivity, inclusivity and professionalism (RSA, 2017:12). The government must also introduce clear standards and procedures which stakeholders can adhere to. In that respect, stakeholders are empowered and supported in carrying out career development services (RSA, 2017:12).

The importance of coordination must not be undermined because proper collaboration ensures the appropriate implementation of career development services to ensure that:

- employees are employable and;
- career development services align with improving the economic growth of the country (RSA, 2017:2).

It is evident that Public Service departments must ensure that career development services contribute to employee development and the achievement of organisational goals and objectives as revealed in section 1.1. To ensure the latter, the policy facilitates a basic understanding of the importance of the dynamic inter-relationship among the economy, skills development, careers and society (RSA, 2017:2-3). In reference to the above, the policy stipulates the need for a balanced approach between employees' needs and community needs. It further states that career development services must promote sustainability and assist in creating an enabling economic environment in South Africa (RSA, 2017:12). This is lacking and stated in section 1.2 as the NWPDCOGTAHS does not carry out a balanced approach of the above and thus lead to competition and hierarchy between individual and organisational goals.

In the context of employees being employable, the Act states that careers must be lifelong learning processes for all ages and for that reason the policy guide departments on the importance of career development services for different ages groups including the adult and ageing population. To ensure the above, organisations can refer to Super's career

development theory (*see reference in chapter two*) to assess career needs at various stages.

Further the policy stipulates that career development services must be accessible to all employees in an organisation, and such services must enhance social justice principles whereby the previously disadvantaged communities are catered for (RSA, 2017:2;12). Previously disadvantaged communities included the blacks and women. Section 1.2 revealed that the NWPDCOGTAHS' career development services are less accessible to women. Despite the availability of Succession planning and Employment Equity policies (*see reference in section 3.6*) there is a limited number of women in leadership positions (*see reference in section 1.2*).

3.4 HUMAN RESOURCES RELATED STRATEGIES OF SOUTH AFRICA

This section discusses the human resource strategy of the Public Service. In addition, the section investigates human resource planning and development strategies.

3.4.1 Human Resource Development Strategy for South Africa (HRD-SA) 2010 – 2030, 2009

According to Mehlaphe (2017:111), the human resources development, hereafter referred to as HRD strategic framework, is a national framework that provides overarching strategic direction for human resources development within the Public Service. This strategy represents a milestone in the continuing effort of the South African government to enhance the performance and service delivery of the Public Service through its employees (Republic of South Africa, 2009a:14). Human resources development has transformed into a field of theory and practice, with an agenda of human advancement, organisational enhancement and societal development (Mehlape, 2017:106). To improve the impact of skills development programmes in South Africa, a Human Resource Development Strategy for South Africa (HRDSA) is needed (Republic of South Africa, 2009a:44; HRDC, 2017:8).

The first HRD strategy was drafted in 2001 but implemented in April 2002 for 2002-2006 (Republic of South Africa, 2009a:7). During this period, the Public Service was confronted with the challenges of training and transforming its employees to benefit the government in ensuring excellent service delivery and empowerment of individual

employees (Republic of South Africa, 2002; Du Toit Goussard, 2008:101; HRDC, 2017:11). The RDP that upholds the fundamental principles that "our people with their aspirations and collective determination are our most valuable resources," profoundly inspired this strategy (Republic of South Africa, 2005:3; Bartlett, 2014; Mtembu, 2021). The 2001 HRD strategy failed to interpret and anticipate the demand side of labour that resulted in the need to revise the strategy to overcome this shortfall (Republic of South Africa, 2009a:12). The failure was due to a lack of integration, coordination, planning, management, reporting and ineffective institutional arrangements for the coordination of the strategy (Bartlett, 2014).

The end of 2006 resulted in another phase to enhance Public Service HRD (Department of Public Service and Administration (DPSA), n.d.:17). The revised **HRDSA 2010 – 2030 strategy** was adopted by Cabinet in 2010 and implemented in 2011 (HRDC, 2017). The strategy outlines a 20-year vision, a 5-year medium term commitment and a 1-year operational plan (Republic of South Africa, 2009a:19-21; Bartlett, 2014). In addition, the strategy promotes effective planning, management execution and monitoring of the strategy to ensure increased employment, poverty reduction and economic development (Republic of South Africa, 2011b; Bartlett, 2014).

3.4.2 Human Resources Planning for the Public Service: Strategic Framework Vision 2015

The Framework provides guidance and a comprehensive approach to Public Service HR planning (Republic of South Africa, 2015a:11). Human resource planning helps establish an effective career management strategy that conforms to the Department's approach and integrates policies and procedures to assess the number of employees required for the correct positions (Kruger, 2007:3; Armstrong & Taylor, 2020: 673). Thus, the HR strategic planning framework defines the essential practice areas deemed vital and promotes the development and execution of plans, resources and initiatives to meet departmental strategic priorities and the Government's Plan of Action (Republic of South Africa, 2015a:11).

The HR planning strategic framework's objectives includes assisting departments in understanding the relationship between departmental strategic objectives and human

resource planning; and serving as a service delivery model for departments to use throughout their HR planning processes (RSA, 2015a:11).

Central to this framework is the principle that Public Service human resources must be aligned precisely to the population's service delivery needs (Republic of South Africa, 2015a:13). Therefore, public managers responsible for human resources planning need to keep abreast with changing organisational objectives of the Public Service and ensure that HR plans tally with Public Service needs, such as transforming the Public Service through NWPDCOGTAHS (*see reference in section 2.3.1*). This framework includes the essential elements of human resources that assist in eradicating poverty, unemployment and inequality (Republic of South Africa, 2015a:13).

The HR planning strategic framework provides planners with a decision-making guide that accounts for current circumstances (such as the supply of workers) and those factors considered when making predictions about future requirements (Republic of South Africa, 2015a:13). Chapter 2 highlighted that a sound human resources plan could lead to attraction, recruitment and selection and employee development in line with organisational functions such as finance and production (Ekwoaba & Ideh, 2012:69).

Priority 3 of the strategy states the significance of retaining and developing a diverse, responsive, skilled workforce. Therefore, the Public Service must ensure that the workforce's knowledge and skills base is existing, appropriate and systematic to deliver excellence in service delivery to people (Republic of South Africa, 2015a:13). Concisely, correct implementation of human resources planning correlates with recruiting the right person with the right skills at the right time (Tarannum, 2018:15). An effective human resources plan leads to proper recruitment and selection process, career development, diversity management, and in the long-term, the retention of employees.

3.5 HUMAN RESOURCES MANAGEMENT REGULATIONS

Human resources regulations in this section specify how the Public Service complies with the policies in the country. Therefore, these regulations are the restrictions imposed on departments to achieve efficiency and effectiveness. The restriction does not mean stifling the autonomy of public servants and public managers, but this study understands the need to regulate individuals' self-interests to prevent them from manipulating their

powers (Stout, 2013:84; Butler, 2015:7) (*see reference in section 2.4.1.1.1*). Regulations assist in the smooth running of Public Service operations.

3.5.1 The White Paper on the Transformation of the Public Service, 1995

The aim of the WPTPS (1995) is to provide a policy structure to direct the adoption and implementation of new policies to improve the South African Public Service (Republic of South Africa, 1995a:4). Human resources development is central to the WPTPS 1995 (Fernandez & Lee, 2016:94). The WPTPS explicitly states that human resource development is a crucial programme in the realisation of the goals and objectives of the Public Service (Republic of South Africa, 1995a:52). To reinforce the above statement, Tessema *et al.* (2015:30) state a close link between human resources development and achieving organisational goals (*see reference in section 2.2*). Career management is essential in the overall transformation agenda of the government (Republic of South Africa, 2011a:27).

Chapter 13 of the WPTPS explicitly directs all strategic frameworks to include:

- Development of effective and lifelong career routes for all kinds of public officials.
- Improvement in employment conditions.
- Implementation of effective evaluation systems and usage of incentives to reward individual and team success.
- Career development must be based on performance rather than seniority or qualifications (Republic of South Africa, 1995a).

Chapter 13 of the WPTPS reinforces the need for integrating career management with other human resources practices as it stipulates how employment conditions, training and education and performance management affect human resources development. The chapter states the need to integrate training with developing career paths and revamp the grading systems (Republic of South Africa, 1995a). Training is at the heart of an organisation that seeks continual growth and improvement (Kriemadis & Kourtesopoulou, 2008:32; Rahayu *et al.*, 2019). Developing career paths should provide training opportunities for all public servants. Objective and fair performance feedback through

analysing strengths and weaknesses and identifying areas for improvement can assist in promoting employees on competency and performance rather than seniority and qualifications (Republic of South Africa, 1995a; Shields, 2007:24; Armstrong, 2014:336). The WPTPS, 1995, regulates human resources development to be central in transforming the Public Service. Human development is vital to transforming NWPDCOGTAHS, reducing unemployment inequalities, and addressing poverty by 2030.

3.5.2 The White Paper on Human Resources Management, 1997

The WPHRM, 1997 provides a policy framework for transitioning personnel administration to human resource management (Republic of South Africa, 1997b). The paper was to build a healthy, compassionate and equal workplace, free from discrimination and oppression, in which the development of employees continuously meets the challenges of national development (Republic of South Africa, 1997b).

Chapter 3.1 of the WPHRM ascertains the need for different actors to collaborate in implementing career management effectively. Section 3.1.6 of the Paper explicitly grants line managers the authority to manage day-to-day human resources practices (Republic of South Africa, 1997b). Contemporary career management brings the quality of the employee-line manager interpersonal relationship to the fore since it promotes devolution of responsibilities to line managers and emphasises individual self-career management of employees (Baruch, 2004: 2006; Sturges *et al.*, 2010; Evans, 2017). By shifting the responsibility of career management to line managers, as stated in section 3.4.1 of this study, line managers are responsible for the supported differences between career management policies and their enactment (Republic of South Africa, 1997b; Boxall & Purcell, 2011; Evans, 2017). However, managing employees' careers can be challenging if line managers lack the skills and expertise to fulfil such responsibilities (Whitaker & Marchington, 2003; Perry & Kulik, 2008; Armstrong, 2020). Therefore, the indicated managers must have relevant experience (Holt Larsen & Brewster, 2003; Hutchinson & Purcell, 2010:368; Evans, 2017).

Section 3.1.7 commands human resources practitioners to be professional and responsible for advising and guidance to both senior managers and line managers on such matters as:

- legislation on employment;
- public sector policies and practices;
- labour market trends; and
- employee development challenges (Republic of South Africa, 1997b).

Human resources practitioners must ensure that line managers possess professional advice and guidance, and that career management systems and procedures are focused on the organisational objectives. In support of the statement above, Guest (2007) and Ulrich (1998) and Jarvalt (2012) reinforce that human resources professionals must ensure that career management strategically aligns with organisational objectives. In addition, the above skilled professionals are accountable for transferring their technical competence to functional domains (Ramachandra, Mansor & Idris, 2011:41). However, if they are not well-versed in their jobs, the Transformation of the Public Service remains a pipe dream (*see reference in section 2.3.3*).

The WPHRM 1997 contends that the roles and responsibilities of human resources practitioners and line managers must not be vague. For example, an imprecise definition of jobs can disempower line managers to manage careers because they are not suited to manage employees (Republic of South Africa, 2016d) (*see reference in section 2.3.2*). Further, "every manager" at any Department level is a people's manager and has a vital role in building career management and contributing to employees' commitment to the Public Service (Jarvalt, 2012:28).

The WPHRM 1997 states that "career management is the process by which the career aspirations of the individual employee reconcile with the operational objectives of the organisation" (Republic of South Africa, 1997b). Effective career management:

- It enables employees to maximise their career potential by taking advantage of job opportunities, training, and development.
- It enables employers to develop the organisation's human resource capacity while supporting employees' career aspirations as much as possible (Republic of South Africa, 1997b).

The statement above reveals that career management lies with the individual employee. In section 5.10.2 of the White Paper, employees are responsible for their career aspirations, whether vertically or horizontally, and departments are solely responsible for ensuring that human resources meet operational and organisational objectives. The section aligns with the literature in the previous chapter, which states that careers have become protean and boundary-less, and individual employees are primary actors in career management (Hall, 2002; Arthur, 2014; Cortellazzo *et al.*, 2020:2) (*see reference in section 2.3.4, 2.4.1.2.1.1.1 and 2.4.1.2.1.1.2*).

In addition, the WPHRM of 1997 addresses implementing human resource management practices, including career management. Chapters 4 and 5 of the White Paper explicitly outline the improved framework for human resources management practices (Republic of South Africa, 1997b). The chapter outlines the implementation of human resources planning, recruitment and selection, career pathing, performance management and career management. The White Paper is consistent with the literature review outlined in the previous chapter. The previous chapter focused on the roles of public managers, including line managers, human resource managers, and individual employees. The actors mentioned above must have clearly defined roles to implement career management effectively.

3.5.3 The White Paper on Public Service Training and Education, 1997

The WPPSTE aims to emphasise the significance of:

- Integrating training and education with lifelong learning.
- Facilitating career paths for all employees through training (Republic of South Africa, 1997b).

Training is the "bread and butter activity" that the career management function must handle well (Kiima, 2015:15). Training as an organisational career management component contributes to ensure that qualified, motivated, and committed employees (Kelly, Brannick, Hulpke, Levine & To, 2003:161; Nel *et al.*, 2014) support the developmental Public Service. Training enhances employees' knowledge, skills and abilities, which are mandatory for their growth and development in the organisation

(Merchant, 2010:8; Héder & Dajnoki, 2017:59). Since career advancement is not based on seniority but talent and competence (Kiima, 2015:18), training employees can move them to higher grade levels and make them employable.

The White Paper reveals ***personal development plans***. According to section 5.7.3.3, personal development plans help to:

- Identify current competencies of employees (which will help support an effective skill audit).
- The work values of employees (e.g. career progression, helping others, creativity, being skilled and respected in one's work).
- The work and career objectives of employees.
- Developing competencies (skills, knowledge, and attitudes) enable staff to meet their work successfully.

Personal development plans ensure that continuous career development eventually improves service delivery within the Public Service (Republic of South Africa, 2014:17) because they identify the needs of employees and the measures to achieve those needs. The significance of personal development plans is to assist in individuals' overall career progression and consider the priorities of the Department concerned (Republic of South Africa, 1997b). Therefore, the departments must assist employees in establishing personal development plans, likely to bring positive career progression results and benefit the Public Service (Hartzenberg, 2005:14; Beausaert, 2011:133; Greenan, 2016:324).

3.5.4 The White Paper on Affirmative Action in the Public Service, 1998

The primary objective of the WPAAPS is to establish the basic guidelines on the steps taken by the provincial administration in developing and implementing the affirmative action programmes (Republic of South Africa, 1998c). The core principles of affirmative action are:

- Combining affirmative action programmes with other human resources management practices.

- Considering the relative disadvantaged status of groups, their requirements within the target group, and the Department's needs (Republic of South Africa, 1998c).

The objectives of the White Paper are to place career management as essential in achieving affirmative action programmes (Republic of South Africa, 2011a). In Chapter 2, career management must support an organisation's affirmative action objectives (Hartzenberg, 2005:44; Vermeulen, 2016:176). The main goal of affirmative action in South Africa is to ensure those from designated groups under section 1 of the Employment Equity Act 55 of 1998 enjoy the same benefits and opportunities guaranteed in the post-apartheid Constitution (Republic of South Africa, 1998c; Archibong & Adejumo, 2013). It is essential to consider the career planning of employees of underrepresented populations (black people, women and the disabled) (Vermeulen, 2016:176). Including non-white employees through promotion was a realistic way to address affirmative action (De Beer & Swanepoel, 1998:38; Kelly & McNaughton, 2017:33).

3.5.5 Code of remuneration (COREs) 1999

COREs provide departments with guidance on job descriptions and grading (Republic of South Africa, 1999:5). Dozier (2013) states that a job description shows specific main areas of performance (KPA's), core roles and work obligations. Poorly drafted job descriptions lead to employee stress, trauma, and undesirable and unsatisfied employees, negatively impacting the Public Service's effectiveness (Smit, 2019:14).

The primary goals of the COREs are:

- Improved managerial decision-making regarding remuneration and employment by linking competencies to salary levels by major occupations.
- Improved career development in major occupations for employees of all levels, particularly by indicating how lower graded workers can advance to significant production groups by acquiring new competencies and by outlining career paths for occupational streams.
- Managers must formulate precise job descriptions (Republic of South Africa, 1999:6).

Before COREs, PAS career development was limited. For example, under the previous PAS system, cleaners and labourers had limited career opportunities (Hartzenberg, 2005:1). Lateral career development was irrelevant since career progression was a succession of related jobs organised in a prestigious hierarchy through which individuals moved in an ordered, expected manner (RSA, 1999:12; McDonalds *et al.*, 2005:111; Mugaa, Guyo & Odhiambo, 2018:1).

Introducing the COREs revealed that career progression must be reasonable, and vertical and horizontal movements must be realistic (RSA, 1999:14). The COREs:

- Provided a standardised career system with a shared understanding of job effectiveness and development opportunities, mandating more precisely defined entry requirements, promotion requirements, career progression and succession planning initiatives, mobility into and out of the occupation, and precise professional development requirements (Republic of South Africa (RSA), 2016a:12).
- Employees could plan their careers via a personal development plan and represent in career management.
- Enabled managers to plan for the future and fill future vacancies through recruitment and selection or succession planning (RSA, 1999:10). The COREs identified the need for line managers to lead career management in the public sector and have autonomy powers to implement career management effectively.

However, this is not the issue. Public Service careers are unstructured, with no standardised probation task efficiency, promotion, or CPD criteria (RSA, 2016a:4). In South Africa, promotion rarely is based on well-defined career routes, and people arbitrarily bounce from job to job before mastering specific tasks (RSA, 2018a). Standardised career routes in COREs can serve as a roadmap for career management. Chapter 2 encouraged objective career planning (Townley, 1993; Park *et al.*, 2020:690). COREs must govern departments to create accurate job descriptions and defined development trajectories (Greenwood & Freeman, 2011:273; Sulkowski & Nauk, n.d:13).

3.5.6 Senior managers' handbook, 2003

Developing the SMS programme resulted from the recognition of the role played by the managers in the functioning of the Public Service (Republic of South Africa, 2003:2). The SMS handbook:

- Professionalises the Public Service through uniform application of human resources management standards and norms at the national and provincial level by guiding departments in driving and supporting all human performance initiatives, especially for senior managers (Republic of South Africa, 2003; Cameron, 2005:21; (Republic of South Africa, 2016a:10).

The senior managers' handbook contains guidelines on recruiting and selecting SMS candidates to assist departments in nominating proficient candidates (Republic of South Africa, 2003:1). The guidelines mentioned above are indispensable because the departments need skilled and competent senior managers that have a clear and strong sense of vision, mission and focus (Mafunisa, 2003:64; Republic of South Africa. 2016d):10).

The handbook contains directives that consolidate SMS performance and development (PM&D) to be implemented by departments (Republic of South Africa, 2003:87). There is a section on ethics and conduct in the handbook. The section is essential since responsibility, and accountability are mandatory for these managers. Chapter 2 argued that senior managers are not taking adequate human resources accountability and lack strategic direction (Republic of South Africa, 2016a). Therefore, ethical guidance is mandatory for senior managers as they provide the organisation's central strategic view; without that strategic view, career management will remain an independent human resources management practice (Purcell, 2001; Jarvalt, 2012).

3.5.7 A Toolkit on recruitment and selection, 2006

The toolkit on recruitment and selection assisted departments in carrying out the recruitment and selection process. Prior, departments lacked comprehensive recruitment and selection policies and procedures (Republic of South Africa, 2006a). Departments lacked standardised procedures and guidelines to conform to constitutionally defined values and principles and human resources norms and standards (Republic of South

Africa, 2008:7). Swanepoel *et al.* (2000) state that broad guidelines and procedures for departments such as the toolkit assist managers in making informed decisions on proper recruitment procedures. The advantage of using the guidelines specified in the toolkit is that when the Public Service recruits the right person, it will be easy to develop and retain that person (Republic of South Africa, 2006a).

Section 1.3.2 states that the purpose of the toolkit on recruitment and selection is to assist in these areas:

- It ensures that recruitment, and selection are fair and cognisance of the legislative framework supporting social justice (Republic of South Africa, 2006a). Conversely, this is not the case in some departments. Affirmative action practices are unfairly practised and disqualify candidates of certain groups and gender (Republic of South Africa, 2015b:25).
- It emphasises the prohibition of discrimination in the Public Service as required by the Constitution and Employment Equity Act 55 of 1998 (Republic of South Africa, 2006a). Discrimination, nepotism, and favouritism are prevalent in many departments, resulting in the promotion and employment of political cadres, in-laws, relatives, and families (RSA, 2015b:25).

Chapter 3 outlines measures and guidelines for recruitment and selection to reiterate the preceding statement. It is necessary to have clearly defined standards measured by employee selection and diagnosis techniques while searching for persons with experience, knowledge, and psychophysical skills (Greenwood & Freeman, 2011:273; Sulkowski & Nauk, n.d:13) (*see reference in section 2.4.1.1.1*). The Recruitment and Selection toolkit assist provincial departments in having a departmental policy on recruitment and selection that is objective and fair (Republic of South Africa, 2006a:9; Republic of South Africa, 2008:7). However, the non-existence of such policy guidelines does not guarantee meeting such objectives. It thus leads to the departments losing direction of what should be achieved (Republic of South Africa, 2006a).

Allegations contend the excellent designing of most departments' beginning phases of the recruitment and selection process. During the last phase, there are interruptions by senior managers who provide conflicting directions, resulting in the appointment of

underqualified persons (Republic of South Africa, 2015b:24). At the core of recruitment and career management, there must be a merit-based system whereby an employee's selection and career progression correspond with their comparative merit or achievement (Randma-Liiv & Jarvalt, 2011:41; Brierley, 2021:6). Therefore, the way organisations recruit and select plays a crucial role in career management and the retention of employees over the longer term (*see reference in section 2.6.1.2.2*). Retaining skilled employees begin with attracting and appointing a suitable candidate. The best employee suited for the job will likely perform well and remain with the organisation (Nienaber, 2016a:124) (*see reference in section 2.6.1.2.4*).

3.5.8 Managing staff retention: An information Guide for Government Departments, 2006

According to the DPSA, employees leave the organisation due to a lack of career development (Republic of South Africa, 2006b:12). Then employees have become mobile and retaining them will mean enhancing career development strategies (*see reference in section 2.4.1.2.2*). Employee turnover occurs when:

- Creativity and growth of employees are restricted.
- Accurate performance evaluations are not provided.
- Development opportunities are not guaranteed (Republic of South Africa, 2006b:13).

The guide provides critical steps in staff retention essential to all departments (Republic of South Africa, 2006b:15), which include:

3.5.8.1 Analysing staff mobility and turnover trends

Too much job-hopping can suggest that employees are unhappy in their current position. Inadequate promotions and development can cause job-hopping (Abassi & Hallman, 2000; Subha, 2014). Young people move from one job to another to advance their careers (Kelly, 2016). Therefore, a department can correct career development loopholes when analysing personnel mobility and turnover trends (RSA, 2006b:16).

3.5.8.2 Identifying skills to be retained

According to the guide, not all employee turnovers are inappropriate; certain employees must leave. Identifying such talents is crucial for career development since it helps to determine which:

- Professionals require a reinforced career development system.
- Employees are too mobile and what effect this has on the organisation (Republic of South Africa (RSA), 2006b:17).

3.5.8.3 Designing appropriate interventions to retain staff

The guide mentions providing growth opportunities as a retention strategy. Growth encourages employees to improve their abilities to handle challenging tasks (Republic of South Africa, 2006b). Employees are encouraged to stay when an employer provides growth possibilities because they can reach their full potential (Sikwela, 2016:66). So, when employees have career advancement chances, they stick with the current employer (*see reference in section 2.6.1.2.4*). Such an intervention is only conceivable if the Department recognises the importance of this step.

3.5.8.4 Monitoring and evaluation

Departments must regularly monitor and evaluate staff retention strategies. Monitoring and evaluation improve future HR planning (RSA, 2006b:22). Human resources planning promotes employee career planning and personal goals (RSA, 2011a:23). It helps formulate a career management strategy that corresponds to the organisational objectives and incorporates policies and procedures to create the proper amount of people for the correct positions (Granrose & Portwood, 1987:701; Kruger, 2007; Armstrong & Taylor, 2020: 673). Following the guide's recommendations helps departments retain employees. The guidelines above help establish a sound career management model since integrating career management with employee retention is necessary for motivating and reducing employee turnover in the Public Service (*see reference in section 2.6.1.2.4*).

3.5.9 The Public Service mentorship programme, 2006

Mentorship programmes are a measure to improve capacity in the Public Service. According to the Republic of South Africa, 2006c:6), a well-designed and well-structured mentorship programme results in the regular upgrading of employee skills (Republic of South Africa, 2006c:6). In addition, the Public Service mentorship programme provides guidelines for national and provincial departments to develop their mentorship policies, programmes, structures and quality assurance measures (Republic of South Africa, 2006c:6).

The framework for the mentorship programme:

- provides a powerful non-formal training vehicle for enhancing human capital in the Public Service;
- provides value-added experience to enhance formal learning programmes such as the learner ship programme and internship programmes;
- improves and maximises the efficiency of employees in meeting strategic organisational objectives;
- speeds up implementing the employment equity programme;
- improves human resources development in the Public Service;
- attracts and retains scarce skills in the Public Service;
- provides managers with a tool to monitor and improve the abilities of both individuals, new and young managers, and new cohorts of managers in the Public Service; and
- improves the induction/ orientation of selected groups of new employees and reduces wastage in the early stages of employment (Republic of South Africa, 2006c:7).

Highlighted in the document is the need to integrate the mentorship programme, career management and other human resources management practices (Republic of South

Africa, 2006c:7). Baugh & Sullivan (2005:425-426) and Roberts *et al.* (2019:214) argue that when mentoring relationships are right, there are benefits to career outcomes, and a productive mentoring relationship are beneficial to the employee and the organisation. But when mentoring is dysfunctional, it is disastrous and can lead to employee turnover and loss of organisational memory; hence, the need to seek guidance through this regulation.

Although mentoring is vital in career management, it is under-explored. As a human resources development practice, it requires further examination and discovery (Ellinger, Hamlin, Beattie, Wang & Vicar, 2011; Republic of South Africa, 2016e:66). The limitation mentioned above further reinforces the need for provincial departments to utilise the mentoring programme to assist them in drafting appropriate mentoring policies, which enhance the Department's ability to improve on the under-explored and under-utilised human resources practice.

3.5.10 Guide on the practice of career management in the Public Service, 2011

The guide's purpose is to provide departments with practical guidance on implementing career management and to sensitise employees, supervisors and managers on their roles and responsibilities concerning career management (RSA, 2011a:6).

The guide highlights career management as a responsibility of many actors, such as employees, line managers, and senior managers. Chapter 2 revealed that all role players are essential in career management (Farmer, 2005; Stout & Love, 2017:466) (see *reference in section 2.3*). Section 2.3 of this guide explicitly states that employees are the central focus of career management since they own their careers (Republic of South Africa, 2011a:17). Employees are encouraged to embrace self-management of their careers and stop relying on the departments for career planning and job security. Therefore, employees should look for ways to enhance their skills and make them attractive to any organisation through enriched jobs, lateral movement and various career paths (Baruch 2004, 2006; Clarke, 2008:258; Sturges *et al.*, 2010; Hedge & Rineer, 2017:6; Svitek & Zak, 2020:11399).

The human resources manager and the line manager must ensure that employees' efforts correlate with the organisational objectives. Line managers support employees' career

progression, development, and whether to move from one position to the following (RSA, 2011a:7). Section 2.3.1 of the guide explicitly requires human resources managers to ensure that career management policies exist (Republic of South Africa, 2011a). Human resources management practitioners create opportunities for career growth, job enrichment and job enlargement (Jarvalt, 2012). The human resources practitioners must ensure that career management, and other human resources management practices likely contribute to organisational goals and values (*see reference in section 2.3.3*).

The guide highlights the need to integrate career management with other human resources practices (Republic of South Africa, 2011a). For example, the above contends there is a link between career management and human resources planning, recruitment and selection, training and development, performance management, retention management and diversity management (*see reference in section 2.6.2.1*).

3.5.11 Public Service Regulations 2016

The Public Service Regulations, 2016 is an expansion of the Public Service Regulations, 2001. The revision of the regulations was necessitated by:

- "The Public Service amendment act 2007;
- Amendment of the LRA 66 of 1997 and EEA 55 of 1998;
- Fiscal constraints;
- The need to introduce anti-corruption mechanisms and
- Amendments arising from collective bargaining processes" (Republic of South Africa, 2016c:2).

According to the regulations in section 25 (1), every Department must have **a strategic plan** prepared by the executive authority. That plan should state the Department's core objectives and support activities to achieve the core objectives (Republic of South Africa, 2016f). A strategic plan is crucial because it is a blueprint for achieving the organisation's goals. The executive authority must understand the organisation's objectives to help create efficient strategic plans for the Department's growth (Maleka, 2014:15). The

strategic plan will assist managers in managing careers effectively. Linking career management to the strategic plan of the Department ensures that:

- Career management is consistent with an organisation's goals, mission, and objectives.
- All managers are committed to achieving organisational goals and objectives.
- Career management and other human resources management practices must coordinate.
- Public managers are proactive in their implementation of career management (Maleka, 2014:23).

Section 25 (2) of the regulations states that based on the Department's strategic plan, the executive authority shall be responsible for grading new jobs according to the job evaluation and grading system. In addition, the executive authority shall engage in human resources planning following Regulation 26 to meet the required human resources needs. Thus, job evaluations:

- Help employees understand where they fit within the organisation and what their next career steps may be.
- Provide logical career routes.
- Assist departments in developing training and career development programmes to advance individuals in the desired direction (Mercer, 2015:5).

The Public Service Regulations state that the executive authority is responsible for the preparation and implementation of the **human resources development plan**, considering that the human resources plan shall be the duty of the executive authority to ensure the effective implementation of the plan (Republic of South Africa, 2016f). McGoldrick *et al.* (2002:47) and Swanson & Holton (2022:10) state that a human resources development plan assists employees in coping with demands emanating from the promotion of employees by assisting employees in acquiring skills needed for promotion. When an employee progresses from one grade to the next, they must gain knowledge and skills, which will assist them in understanding the organisation's vision

and mission so the employee will add value to the organisation through individual performance (Kgati, 2013:32).

The regulations highlight ***the importance of job descriptions***. According to section 39 (1) of the regulations, job descriptions are established by the executive authority, and they should emphasise service delivery and assist in designing a career path linked to the salary scale (Republic of South Africa, 2016f). According to Hartzenberg (2005:45) and Ramit (2019:3), well-defined job descriptions identify clear career paths, knowledge, skills and personal attributes required to perform the job and assist employees in developing their career plans.

Section 42 of the Regulations states there shall be an ***OSD for specific occupational categories***, including a different salary scale that will determine grades, job descriptions, and career progression opportunities based on competencies, experience and performance (Republic of South Africa) RSA), 2016f). The OSD is a practical guide for drafting appropriate career paths since there are limitations that career paths are unstructured in the Public Service (Republic of South Africa, 2018b).

Concerning ***performance management and development programmes***, section 71 (1) of the regulations states that the executive authority shall implement performance management and development programmes for all employees except for SMS. Section 72 (6) of the regulations states the signing of performance agreements between the individual employee and the line managers or supervisor. Employees will qualify for performance rewards and pay progression only if they have signed the performance agreement. It is only through performance assessments whereby there is a reward for performance. Departments should be allowed to develop their performance management policies and systems if there are within the framework of uniform norms and standards (CAFRAD, 2003:5). However, non-compliance with basic administrative requirements such as:

- Inconsistent assessment practices.
- Supervisors or line managers misusing the performance management system as a punitive or reward measure create the impression that performance management is flawed (Republic of South Africa, 2018b:41).

Non-compliance with basic administrative requirements has led to the lack of well-designed performance management and development system in the Public Service due to inconsistency in implementing the system by senior managers and supervisors (Rakgoale, 2011; Republic of South Africa, 2018b).

Section 77 of the Regulations states that the head of the Department may grant financial assistance for the study or **training of employees** and short courses, conferences, workshops and study tours (Republic of South Africa, 2016f). However, some departments are not complying with regulations because in-house training is not compulsory for career progression in the Public Service because of the lack of assessment of the impact of such programmes on employee performance (Republic of South Africa, 2016f:22).

The regulations mention the establishment of **senior management services**. Section 81 states that the creation of senior management services promotes a Public Service management culture of excellence based on values and principles of section 195 (1) of the Constitution (Republic of South Africa, 2016f). It will further support cooperation among management structures of departments and transfer managerial responsibilities and professionalism across the Public Service (Republic of South Africa, 2016f).

In summary, the Public Service provides departments with policies and regulations to assist them in effectively formulating and implementing human resources policies. The following section analyses, whether the NWPDCOGTAHS follows the abovementioned policies and regulations

3.6 NORTHWEST PROVINCIAL GOVERNMENT: HUMAN RESOURCES MANAGEMENT POLICIES

The North West Province subscribes to the National Development Plan (NDP) (North West Provincial Government, 2017:5). Approximately 3.4 million inhabitants of the province are poor, unemployed, or face inequality (Sebeko, 2018:4). There are inadequate skills to aid in the realisation of the vision of the Province (North West Provincial Government, 2017; Sebeko, 2018:4). There is a dire need to update human resources management policies to enhance the realisation of the challenges mentioned above.

It is alleged that the provincial legislature serves no purpose except being a creative employment scheme for politicians, which creates a layer of political authority and artificial departments at the taxpayers' expense. Then the Constitution created a provincial government, but it did not specify distinct objectives for provincial government within the overall system (North West Provincial Government, 2016c:4), leading to provinces formulating their policies. Poverty, unemployment and inequality challenges facing the Province encourage the NWPDCOGTAHS to formulate sound human resources management policies to realise the goals of transforming human settlements by 2030. These sections discuss policies.

3.6.1 Recruitment and selection policy, 2016

The Recruitment and selection policy lays down broad guidelines on how the Department intends to deal with recruitment (Van der Westhuizen, 2005:100; Saeed, Afsar, Hafeez, Khan, Tahir & Afridi, 2019). The NWPDCOGTAHS reviewed its Recruitment and selection policy to ensure that it is in line with the provincial human resources plan, Employment Equity Act 55 of 1998 and Public Service Regulations of 2016 (North West Provincial Government, 2018a:91).

Before implementing the Recruitment and selection policy, the Human resources plan 2014/2017 identified these challenges for recruitment in the Province:

- failing to attract scarce skills;
- delays in recruitment and selection, and
- failure to adhere to the schedule for hiring suitable personnel (North West Provincial Government, 2014:9).

The Recruitment and selection policy was a panacea to address the challenges specified by the human resources plan. Through this policy, the provincial Department indicates its position concerning the general objectives of recruitment and selection and the principle of equal opportunities for all (Van der Westhuizen, 2010:100).

Guidelines for recruitment and selection for departments have been provided by the toolkit on recruitment and selection (Republic of South Africa, 2010b) (*see reference in*

section 3.5.7). According to the toolkit, when creating a Recruitment and selection policy, the Department should ensure that the policy reaffirms the principles of non-discrimination (Republic of South Africa, 2010b:52). To uphold that principle, the Recruitment and selection policy aims to eliminate all forms of unfair discrimination in the Province (North West Provincial Government, 2016d: 6). Thus, the policy upholds the principles of affirmative action and considers the employment of women, blacks and the disabled. In addition, there is an external advertisement for senior management positions, giving an equal chance for both women and men to fill in those positions.

The policy specified internal advertisement of posts. Section 10.1.1 states the need for internal advertising salary level 02-08 posts to support employees who need further career development opportunities. If a vacant post is not being filled, there is an external advertisement for the post (North West Provincial Government, 2016d). Advantages associated with internal recruitment or appointment for promotion posts include:

- "the department knowing the strengths and weaknesses of the employee; and
- employees who strive to rise on the hierarchical scale of the organisation, accomplishing their duties till they reach their upper potential" (Spinu, 2004 e.d.:336; Hamza, Othman, Gardi, Sorguli, Aziz, Ahmed, Sabir, Ismael, Ali & Anwar, 2021:4).

The COREs reversed the lack of career development programmes for lower-level employees like cleaners and labourers (*see reference in section 3.5.5*). All employees participate in career development programmes regardless of grade or position.

External recruitment is for senior level positions in grades 9-16. Section 10.1.2 state that external advertisement for senior managers reaches a large market, especially employees with scarce skills (North West Provincial Government, 2016d: 11). External recruitment means that promotion posts are available to anybody, not just public servants (Republic of South Africa, 2016d: 11). Externally advertising posts increase the probability of granting a more qualified person the opportunity to compete for that post.

The Recruitment and selection policy states that promotions are the responsibility of the head of the department or any other delegated person (North West Provincial

Government, 2016d: 18). Promotion requirements are the responsibilities of departments working within the parameters of the COREs (Republic of South Africa, 2016a:12). Then heads of departments possess broad powers but given their lack of original human resources management powers, those powers are limited (Cameron, 2015:143).

Even if the departments are guided by a Recruitment and selection policy, both fail to attract scarce skilled employees (North West Provincial Government, 2017:93; 2018a). Allegations contend that the moratorium on filling vacant positions worsens the situation. Hence, some reasons for failing to recruit employees with scarce skills is beyond the departments' control, whether the Recruitment and selection policy exists.

3.6.2 Retention policy, 2016

The NWPDCOGTAHS drafted a Retention policy. The DPSA Managing Staff retention: An information guide (Republic of South Africa, 2006b:21) offers guidelines on how departments should draft retention policies. The policy follows the policy guidelines stipulated by the DPSA (Republic of South Africa, 2006b). The NWPDCOGTAHS defines *retention* as retaining employees with the required skills and expertise to realise departmental goals and objectives through attraction, recruitment and selection and training and development methods (North West Provincial Government, 2016e:4). From the definition, employee development is a panacea for employee retention.

The Retention policy provides the strategy and procedure for retaining scarce skills in achieving the Department's mandate (North West Provincial Government, 2016e). Its purpose includes:

- attracting and retaining competent employees;
- building a skills base for succession planning; and
- ensuring career development and retention of key employees (North West Provincial Government, 2016e).

The policy identifies career advancement as a crucial aspect of employee retention (North West Provincial Government, 2016e:6). Career development programmes also increase employee retention (Latukha, 2011). Thus, there is a positive relationship between career

development and employee retention (Sitati, Were & Waititu, 2016:948). The policy acknowledged the need to integrate employee retention with other human resources processes, such as human resources development (North West Provincial Government, 2016e:6). Coordinating the practice with career management, recruitment and selection, performance management, rewards and compensation assist the department in achieving the grand plan (*see reference in section 2.6.1.2*).

However, not all turnovers are wrong, and the departments must identify skills critical to the department (Republic of South Africa, 2006b). Hence, the policy mentioned civil engineering, quantity surveying, construction project management, town planners, housing inspectors and organisational development employees as scarce skills (North West Provincial Government, 2016e). While concentrating on the skills mentioned above, some employees, such as administrative staff, are hopping from one post to the next, and they are in dire need of practical career development opportunities to stabilise them (North West Provincial Government, 2017:6).

The policy document identified competition in Public Service. According to the Retention policy section 7.1 (vi), where an employee with scarce critical skills receives a higher job offer, the executive authority may give a counteroffer to retain such services (North West Provincial Government, 2016e:7). Employee movement can occur from one department to the next, and such a movement can be disruptive. However, rural provinces such as North West fail to retain employees because employees prefer other metropolitan provinces (Sikwela, 2016). Rural provinces must compete for human resources capacity with more urban and established metropolitan areas in other provinces (Pietersen & Oni, 2014:141).

Section 8.3 (ii) of the policy states that line managers must advise human resources when an employee with scarce skills leaves the department. There is an under-emphasis on the role of line managers. Line managers are limited to advising an employee already leaving (North West Provincial Government, 2016e). According to the Republic of South Africa (2006b:13-14), line managers:

- can effectively lead, coach and mentor employees;
- can give proper feedback; and

- can create a continuous learning and development culture where employees can grow and increase their competencies.

Concerning monitoring and evaluation, the policy states that human resources management practitioners monitor and evaluate the policy but do not clarify when and how monitoring and evaluation will be done (North West Provincial Government, 2016e:10). Managing Staff retention: An information guide states that the departments should describe how and when the policy is monitored and evaluated and list the responsible people, units or components responsible for monitoring and evaluation (Republic of South Africa) RSA), 2006b:21). In a nutshell, even if the Retention policy is in place, the Department is still experiencing difficulties in retaining employees with scarce skills (North West Provincial Government, 2018a:54).

3.6.3 Performance management and development system policy, 2016

The Performance management and development policy follows the PMDS criteria (Republic of South Africa, 2007; North West Provincial Government, 2016b). The goal of any PMDS is to provide a framework that enhances individual employees' performance and contributes toward organisational performance (Republic of South Africa, 2018b: vi). The Performance management and development system apply to all Department grade 1-12 employees (North West Provincial Government, 2016b). However, managing employees' performance management and development systems is the most challenging task in the Public Service due to controversy, complexity and no adherence to the PMDS objectives and principles (Zvavahera, 2014; Republic of South Africa, 2018b:14).

The policy is vital to career management because it assists the Department with information for career development in the Department (North West Provincial Government, 2016b:3) since all employees (grades 1-12) must enter into a performance contract within two months of their employment.

3.6.4 Employment Equity Policy, 2016

The Employment Equity Policy aims to promote equal employment opportunities within the then NWPDLGHS and now NWPDCOGTAHS by eliminating unfair discrimination (North West Provincial Government, 2016a:2). The policy also facilitates the enforcement of affirmative action measures and encourages equal representation of economically

marginalised people at all professional levels (North West Provincial Government, 2016a:3-4). Career planning for employees of underrepresented population groups must consider the affirmative action policy of the organisation and tightly integrate with the career management programmes (Hartzenberg, 2002:74; Vermeulen, 2016:176) (*see reference in section 2.6.1.2.5*).

According to section 6.1 of the policy, it is the duty of every manager, be it senior manager, line manager or human resources manager, to take steps to promote equal opportunities in the workplace. Section 6.2.1 stipulates that all employees' responsibility is to inform themselves about and refrain from perpetrating unfair discrimination (North West Provincial Government, 2016a). Chapter 2 motivates the need for existential role players in the Public Service. Such role players make accurate decisions and are accountable for those decisions. When one is authentic, the individual makes choices, acts on them and is accountable for the outcome (Orbach, 2008:284; Van der Hoorn & Whitty, 2015). When an individual makes choices in bad faith, the individual is "betraying him or herself." Therefore, they are insincere and fake (McMillan *et al.*, 2012:34) (*see reference in section 2.5.1*).

The policy section 6.8.1 states that all employment and human resources practices must promote a non-discriminatory environment. Career management is no exception, and human resource practices must follow employment equity requirements and objectives (North West Provincial Government, 2016a:6). Even if the Employment Equity Policy exists, women in senior management positions are underrepresented (*see reference in section 1.2*).

3.6.5 Succession planning policy, 2018

The Succession Planning policy prepares for the turnover of senior management positions and scarce and critical skills to ensure departmental continuity and smooth, sustainable operations (North West Provincial Government, 2018b:3). In addition, this policy assists the Department in achieving its employment equity objectives, such as women's employment at the senior management level and the employment of people with disabilities (North West Provincial Government, 2018b:4). According to Section 15(1) of Chapter 3 of the Employment Equity Act, 55 of 1998, there must be a representation of qualified persons from designated groups to have equal employment opportunities in all

occupational categories (Republic of South Africa, 1998). Hence, the Succession Planning policy caters to designated groups such as women and people with disabilities. However, transition and short career life, combined with limited resources and insufficient career management strategies, have made actions such as succession planning and career development less feasible (Rees *et al.*, 2005; Ali & Mehreen, 2018:230).

3.7 CHAPTER CONCLUSION

In this chapter, the developmental legislative framework highlighted that South Africa is a democratic country with a developmental and participatory Public Service, relying on internally developing employees. By developing human resources, South Africa is striving to eliminate the legacy of apartheid and its subsequent manifestations of poverty and inequality. To address the effects of poverty and inequality, South Africa introduced the NDP, a strategy to reduce poverty and inequality by 2030. Achieving the transition above relies on skilled and capable human resources. When combined with other human resources management practices, good career management programmes might confront the challenges mentioned above. Therefore, various HRM policies, strategies, and regulations at both national and provincial levels were analysed.

Concerning HRM policies, the chapter emphasised the decentralisation of human resources powers from political leaders to departmental heads and proposed the amendment of the Public Service Act 103 of 1994. The Labour Relations Act, 66 of 1995, and the Employment Equity Act, 55 of 1998, illustrated the significance of promoting social justice and discouraging racial discrimination. The responsibility and accountability of public managers were reinforced by Public Administration Act 11 of 2014, reminding public managers that Public Service is not for a personal benefit. Besides, the chapter discusses regulations that ensure the smooth operations of the Public Service. For example, regulations control and provide guidelines for recruitment and selection, mentoring and coaching, training and development, career management, and employee retention.

The chapter concluded by analysing human resources management policies formulated by NWPDCOGTAHS. The chapter revealed no career management policy in the provincial Department. However, there are policies on recruitment and selection,

performance management, succession planning, employment equity, and retention management.

In brief, this chapter analysed the statutory and regulatory frameworks for career management in the Public Service. It revealed that South Africa is a democratic country where everyone is equal before the law. Policies and regulations that prevent the manipulation and exploitation of human resources management practices are in place. Chapter 4 analyses best practices and models of developmental states to discover how South Africa can replicate other successful developmental states.

CHAPTER 4 BEST PRACTICES AND MODELS OF CAREER MANAGEMENT IN DEVELOPMENTAL STATES

4.1 INTRODUCTION

The previous chapter analysed the statutory and regulatory framework enabling the implementation of career management in the Public Service. The chapter indicated that South Africa is a democratic developmental state focusing on inclusive development (Modise, 2017:2). This chapter *explores best practices and models of career management in other developmental states* as set out by RO3 in section 1.4. Models and best career management practices from other states will then assist in developing an integrated career management model for the Public Service. The study explores:

- Johnson's Japanese developmental state model; and
- Leftwich's developmental state model.

The study references case studies from Japan, China, Taiwan, Malaysia, South Korea, Brazil, Mauritius and Botswana. Adopting the characteristics of the models above is important since South Africa has a high prevalence of slow economic growth, extreme poverty lines, inequality and unemployment (Republic of South Africa, 2017a; Republic of South Africa, 2018d). To emphasise the statement above, the State of Nation address (2020) and the State of Nation address (2022) confirmed that the country's economy had not improved significantly over the last ten years. The country is in distress, failing to confront rising living costs and unemployment. Replicating other developmental states might contribute to correcting the challenges mentioned above (Chetty, 2018:8). The following section conceptualises developmental states to understand the need for South Africa to be a developmental state.

4.2 THE DEVELOPMENTAL STATES

South Africa must correct past imbalances (Chetty, 2018:7) and build a developmental state by replicating other states that have successfully promoted economic development (Mathebula, 2016:47; Wade, 2018:523). The Asian model can assist the country in managing the shift from poverty to economic development. For example, Japan has a strong bureaucracy (Tonami, 2018:1212). The rise of Japan as a developmental state

has been remarkable (Beeson, 2009:6; Saito, 2021:145). The state planned the developmental process without relying on market forces to determine the optimal allocation of resources (Tabb, 1995; Moldicz, 2018:86). Taiwan adopted the Japanese model, and the state has experienced sustainable growth since the 1960s (Pirie, 2018:145). Regardless of the 1997 Asian crisis, the country's economy maintained moderate economic growth (Zhu, 2003; Wade, 2018:523; Cedr, 2020:210).

China emerged as a significant global economic power (Congressional Research Service, 2019:1). The country's economy has skyrocketed since 1978 (Warner, 2013:14). China's rise from a poor developing nation to significant economic power in forty years is outstanding (Congressional Research Service, 2019:1). The country lifted over 800 million people out of poverty (World Bank Report, 2017b). The country's life expectancy increased from 70 to 75 years from 1994 to 2012 (Liu, 2015:42). Predictions indicate that China joined the elite community of innovative economies, including the United States, Japan, South Korea, and Finland (Grishina, 2009; Karagiannis *et al.*, 2021:264). However, the spread of COVID-19 posed significant risks to the country's macroeconomics since most development activities were halted (UNCTAD, 2020:3).

South Korea began the developmental process after the Korean war in 1953 (Peciak, 2018:316). The state is experiencing similar challenges as South Africa concerning inequality (UNDP, 2019: 4-6; UN, 2020:36). It has been negatively affected by China's economic slowdown (Cedr, 2020:131). Nevertheless, the country stayed afloat despite obstacles and difficulties. Concerning the recent COVID-19 pandemic, Mark Fisher & Choe Sang-Hang, in the New York Times of April 10, 2020 (online), state that South Korea had a large COVID-19 outbreak but flattened the curve without shutting down economic activities. According to an article published by Justin McCurry in The Guardian (online) on April 23, 2020, South Korea had one of the lowest COVID-19 mortality rates in the world. Presumably, South Africa might want to replicate how the country can maintain economic development despite the boundary situations mentioned above.

The question arises if features of developmental states mentioned above can be implemented practically in democratic states (Mathebula, 2016:47). Most developmental states in Asia are authoritarian, and applying strict principles to the South African context can be a daunting challenge (Mbabazi & Taylor, 2005; Dassah, 2011; Peciak, 2018:319).

This study also analyses democratic developmental states. Brazil is a democratic developmental state that underwent significant transformations between 1978 and 1992. It was under a dictatorship, but it began its democratisation process and adopted a new Constitution in 1988 (Ardichvili, Zavyalova, & Minina, 2012:179; Nem Singh & Ovadia, 2018:1034).

The country's economy is among the list of developed states (Central Intelligence Agency, 2010; Cebr, 2020:64). The characteristics of its economy include a stable positive trade balance, low inflation rates, the fast growth of critical economic sectors, increased direct foreign investment and robust exports (Baer, 2008; Diko & Sempijja, 2021:356). However, like South Africa, Brazil also suffers from inequality and struggles to eradicate "favelas" or informal settlements. The country also experiences rising unemployment, negatively affecting its citizens' living standards (Góes & Karpowicz, 2017:3). In the African context, Mauritius and Botswana are democratic developmental states (Nagar, 2021:71). Botswana experienced steady GDP growth in 2019 despite modest population growth of 1.8%, whereas the economy of Malaysia increased by 4.5% in the same year (Cebr, 2020:64; 146). The Public Service has a purposive role in alleviating poverty, resolving inequality and reducing unemployment (*see reference in section 1.1*). Therefore, case studies from the developmental states mentioned above can assist the country in overcoming the challenges that hamper the country's economic development. The following section focuses on an in-depth conceptualisation of developmental states to explain what developmental states entail

4.2.1 Conceptualising a developmental state

According to Caldentey (2008 and Nem Singh & Ovadia (2018:1033), a developmental state is a state which intervenes and guides the direction of economic development. That state follows economic policies from the East Asia government, particularly the Japanese model. Caldentey's definition highlights the need for a state to intervene and guide the direction of economic development. Caldentey asserts that the developmental state follows the economic policies of the Japanese model.

Leftwich (2000:167) describes a developmental state as a transitional form of a modern state whose bureaucracy has achieved relative independence from socio-political forces in the society. The definition by Leftwich (2000) highlights the importance of an

autonomous bureaucracy, which allows bureaucrats to manage the Public Service with no interruptions from the socio-political forces.

Mkandawire (2001) and Wade (2018:525) contend that a developmental state puts economic development as a top priority of government policy, and it designs capable instruments to promote that goal (Bagchi, 2000; Wade, 2018:525). Since policies cannot implement themselves (Doner *et al.*, 2005; Nagar, 2021:77), skilled, competent, capable public employees are essential in enforcing those policies.

The definitions above sum up the understanding of a developmental state as a state that directs its country's social and economic development through a professional bureaucracy independent of socio-political interests:

- By being independent, managers become innovative and creative in confronting poverty, unemployment and inequality. Creativity is motivated by intrinsic motivation and the desire to participate in an assigned task (Hennessey & Amabile, 2010:574; Yuan *et al.*, 2019:312) (*see reference in section 2.6.1*).
- By being professional, employees must be skilled and competent since they are obligated to be the best, they can be to solve the organisation's day-to-day challenges.

A professional bureaucracy with independent managers and competent employees is one of the universal characteristics central to most developmental states. Tracing the developmental state ideology may enable the study to understand the fundamental factors behind the success of these states. The following section discusses the cultural ideologies in developmental states.

4.3 CULTURAL IDEOLOGIES IN DEVELOPMENTAL STATES

Successful developmental states emerged in the Sino-Centric region (North and South), East Asian region and China (Preston, 2000:13; Pham, 2012:60; Chu, 2016:5). Confucianism is the dominant cultural ideology in this region, and the ideology provides a base for civil service management, such as organisational bureaucracy, respect for elders and rituals of etiquette (Wang *et al.*, 2005: 31; Xu & Wang, 2018:50). Central to

the Confucianism ideology is five virtues: Ren (humanity goodwill), Yi (righteousness), li (politeness), Zhi (wisdom) and Xin (trustworthiness and responsibility). Ren is the foundation of all virtues, which nurtures the person's inner character by encouraging ethical maturity (Wang *et al.*, 2005: 314; Xu & Wang, 2018). In addition, central to Confucian values are five aspects: hierarchy and harmony, group orientation, Guanxi networks, Mianzi and time orientation (Wang *et al.*, 2005:315; Xu & Wang, 2018:87). The following section explains these values.

4.3.1 Hierarchy and harmony

Creating a closed hierarchical career system is essential to Confucian values (Warner, 2013:9). This characteristic states that everyone has a predetermined societal position. Each person must behave according to rank and social status to achieve social harmony (Wang *et al.*, 2005:315; Choi & Woo, 2018:495). Therefore, “the higher up, the better the career prospects” because social hierarchy and relations of subordination and superiority are considered natural and proper (Wang *et al.*, 2005:62; Warner, 2013; Lin *et al.*, 2021:2). Responsibility, loyalty, decency, and reciprocity are essential, and it is forbidden to question the institution's pre-order (Fang, 2017).

Hierarchy depends on paternalism, the highest ideal in the Confucianism system. Hence, the psychological contract specifies that individual employees have a lifetime commitment to the organisations, whereas the organisations take care of the welfare of employees (Wang *et al.*, 2005; Choi & Woo, 2018:494). This characteristic highlights the solid reliance on the source of being, which was explained by the undifferentiated individual ontology (*see reference in section 2.4.1.1.1*). It is clear that the higher the position, the closer one is to the position of speaking on behalf of the divine (Thayer, 1981; Catlaw, 2007:167; Stout, 2013:82; Love, 2013:578).

4.3.2 Group orientation

The Pacific Asian countries are collectivist oriented. Collectivism promotes higher levels of commitment to teams and teamwork, which lead to job performance, organisational responsibility and intention to remain in the organisation (Han & Altman, 2010; Lan *et al.*, 2021:6). There is no compromise in individual accountability for performance in team settings. According to Confucianism, the self is relational because relations

(Zhengpeng *et al.*, 2013:63; Chu & Vu, 2021:5) surround it. Collectivism requires an individual to maintain group harmony by being attentive to the group's values or one's work unit (Zhengpeng *et al.*, 2013:63; Chu & Vu, 2021:5). Group harmony entails emphasising group achievement and other role players' contributions to the group and deemphasising one's selfish needs (Warner, 2013; Zhengpeng *et al.*, 2013:63). In communalism, a person must decide what is right by communicating with others because each individual has a specific role within the group (Stout & Love, 2013:287; Stout & Love, 2021) (*see reference in section 2.4.1.3.1*).

4.3.3 Mianzi

Mianzi means "*giving the face*" and showing respect for one's social status and societal reputation (Tsang *et al.*, 2013:538; Shi, 2019:101). Zhengpeng *et al.* (2013:63) state that people exist in interactive relationships with others since most relationships are hierarchical (Chu & Vu, 2021:5). Therefore, saving face is mandatory; people must identify their relative positions in the hierarchy and behave according to their societal position. Being mentors to subordinates and being the manager that employees look up to, demonstrates one's power or capabilities beyond one's peers, which indicates a "*gain in the face*" or returned respect (Su & Littlefield, 2001; Shi, 2019:101). Possibly, the rationale behind this characteristic is that trust, dignity, respect, and honour are indispensable in most developmental states. Being trustworthy and responsible is vital to the success of collectivist societies and Guanxi networks. This cultural view presumes that employees work hard to be recognised in society and "*save face*." Hence, compromising the quality of their work is unimaginable.

4.3.4 Guanxi networks

Guanxi networks existed in China when Confucius codified the societal rules over 2000 years ago (Warner, 2003:12; Chon & Hao, 2020:1052). The translation of Guanxi is relationships, connections or networking (Wang *et al.*, 2005:317; Chon & Hao, 2020:1052). Therefore, Guanxi, mianzi and renqing are significant characteristics in regulating interpersonal relationships. A concrete consequence of Guanxi networks is that personal commitments are more critical than organisational affiliations or legal standards (Luo, 1997:46). Guanxi requires obligations and a system of favours among people in a network (Wang *et al.*, 2005:318; Chon & Hao, 2020:1052).

4.3.5 Time orientations

People from East and South Asia have a past-time orientation, while Latin Americans are present-time oriented, and Westerners are future-time oriented (Benedict 1946; Kluckhohn & Strodtbeck 1961; Yau 1988; Yao *et al.*, 2020). Westerners prioritise efficiency, effectiveness, and meeting deadlines for assigned tasks, but East Asian countries view time as natural and enjoyable, meaning they must enjoy whatever task they are assigned. Frustration, hollowness, despair, and laziness are negative attributes of boredom in the work environment (Cohen, 2003:205; Burkiewicz & Knap-Stefaniuk, 2019:73). Careers in Sino-Centric regions are lifetime occupations since past-time orientation is associated with long-term commitments based on the teachings of compassion, perseverance, trust, integrity and respect (Hofstede, 2001; Ayoun & Moreo, 2009:678; Chon & Hao, 2020:1066). Retirements are the leading causes of employee turnover in most Asian countries as employees are unlikely to leave the Public Service before retirement.

Sino-Centric regions are past-time oriented because they believe that one need not be pressed by time as it compromises the quality of life since they look at each experience as unique and not materialistic (Ayoun & Moreo, 2009; Yao *et al.*, 2020:230). A desire to find meaning in life will likely motivate people who want career advancement. In support of the allegations above, Yao *et al.* (2020:224) state that the highest reward in life for past-time orientation is the unique experience which leads to spiritual enrichment and growth, and serenity derived from the control of one's living environment. Therefore, the will-to-meaning nurtures meaning and purpose in one's career and one's life (Frank, 1984:107; Joshi *et al.*, 2014:230), so when one moves to a higher position, the probability that the post fulfils a sense of purpose for that individual is high (Maboloc, 2010:36; Greenhaus *et al.*, 2018:12).

Confucianism values discussed in this section validated the convergence of preconditions, which led to a developmental state in the Sino-Centric region. Familial, communitarian and patriotic traditions led to the formation of coherent alliances joining forces for national interest (Pham, 2012). Hierarchy, control, ordered communities, and obedience made centralising power simpler for many developmental states to emerge.

4.4 PRECONDITIONS IN BECOMING DEVELOPMENTAL STATES

Preconditions highlighted in the following diagram had to converge for developmental states to materialise. External pressures and internal threats such as poverty, unemployment and inequality, a coalition of civil society, government and private sector and the capacity to perform were some conditions that necessitated states to be developmental.



Figure 4-1 Preconditions in becoming a developmental state

4.4.1 Presence of internal and external threats

For countries to become development states, external and internal pressures must be met. Threats like those listed above force countries to adopt concrete policies and national ideologies (Pham, 2012a). Two factors spurred China's economic growth: a growing appreciation for the economic achievements of other East Asian and Western countries and the Cultural Revolution (Knight, 2012). The global economic crisis in South

Africa revealed that markets are not always self-regulatory. The global financial crisis created a recession in the country, exacerbated by the country's reliance on overseas commerce and investment to fund domestic spending (Baxter, 2009:112). Recessions and a decrease in capital flows have undoubtedly damaged South Africa's economy, increasing the requirement of state actions to establish an internationally ideologically fluid environment conducive to a developmental nation (Edigheji, 2010).

4.4.2 Coalition of internal elites

Political and business elites can ally to protect a country and reduce internal conflict (Pham, 2012: 63). The same applies to South Africa, where coalitions of business, community and civil society organisations are working together to combat unemployment and promote economic growth (Republic of South Africa, 2020c; 2022b:2).

4.4.3 Concentration of power and continuity of policy

During their formative periods, the states wielded enormous political, military, and ideological clout in South Korea, Taiwan, and Botswana (Leftwich, 2011:397). In South Africa, the country possesses a substantial mass party base, which, if it possessed the necessary political will, might assist the comprehensive execution of its policies (Chang, 2011). The dominant party governs the political system, and controls state power for an extended period, resulting in the long-term implementation of developmental goals (Brooks, 2004:122; Chang, 2011).

4.4.4 The capacity of the state to construct developmentally driven institutions

The last condition is the state's existence or capacity to build a developmental state system (Leftwich, 2008). Accordingly, the most innovative policies cannot implement themselves. If South Africa wants to implement programmes effectively, it must have professional bureaucracies.

South Africa must meet all the preconditions before emerging as a development state. The global economic crisis affected South Africa's economic growth (World Bank, 2018: vii). Because of this, South Africa has developed policies and a national ideology that encourages economic growth. Progress is evident in developing structures that promote the creation of developmental states. Evidence of landmark achievements promotes

service provision (Republic of South Africa, 2011b). Development Finance Institutions (DFI) operate, and these institutions serve as catalysts for economic growth and human capital development (Gumede *et al.*, 2011:5). The Jobs Summit brought together the country's labour, business, government, and communities to discuss solutions to the country's unemployment crisis (Republic of South Africa, 2020c; 2022b:2). In addition, the ANC-led government continues to uphold a pledge to create a society where all South Africans are treated equally (Republic of South Africa, 2020c; 2022b:2). The NDPs 2030 targets to eradicate poverty, unemployment, and inequality include this covenant (Republic of South Africa, 2011b; 2020c) (*see reference in section 3.2.2*).

However, the country does not earn enough revenue to cover its expenses, and its debt is rapidly approaching unsustainable levels; economic progress remains low despite the abovementioned steps. State-owned companies (SOEs) are in trouble, and inequality persists (Cedr, 2020; Republic of South Africa, 2020c; 2022b:2). The preconditions discussed in this section do not align, as evidenced by the difficulties listed above. Pham (2012:64) argues that the country's cultural, social, and political ideas play a significant role in converging the last three conditions. The previous section depicted those authoritarian regimes, and Confucian ideals favoured establishing a developing state in the Sino-Central region. Therefore, the preconditions mentioned above depend now on the political and cultural ideology of South Africa, as explained in further detail in the following section.

4.5 IDEOLOGIES PROMOTING DEVELOPMENT: SOUTH AFRICAN CONTEXT

South Africa cannot adopt the political ideologies of Asian developmental states because authoritarian and democratic values are opposites. For instance, the tenets of authoritarian governments are hierarchy, structure and order, whereas for democracy, its participation and decentralisation. South Africa is a Constitutional democracy, and everyone is equal before the law and may participate in decision-making (*see reference in section 3.2.1*).

The psychological contracts are different. Section 4.2.2 revealed that employees in Sino-Centric regions have a lifetime commitment to the organisations (Stone *et al.*, 2020:212). The organisations take care of the welfare of employees (*see reference in section 4.2.2.1*), whereas in South Africa, careers are now an individual's responsibility. The

psychological contract states that the individual can no longer rely on the Public Service to provide careers (see reference in chapter two). The culture of individualism and competitiveness introduced by NPM is still highly evident since careers are boundary-less and protean. Overall, hierarchy, lifelong careers and predictable career paths, central to authoritarian political values, conflict with the country's democratic values.

4.5.1 Political ideologies

South Africa depends on an ideal governance apparatus that supports coordination, collaboration and synergy across all administrative systems (*see reference in Chapter 2*). This study adopted a dialectical approach in explaining NPG to preserve precepts of both TPA and NPM, hence the application of relational process ontology (*see reference in chapter two*). Sino-Centric region's political values are authoritarian and use the top-down approach. However, there are similarities, especially concerning control and ensuring an ordered society. For instance, the relational process ontology preserves characteristics of TPA such as control, order and obedience (*see reference in chapter two*). Likewise, control-ordered communities and obedience made centralising power simpler for many developmental states to emerge (Wang *et al.*, 2005:315; Choi & Woo, 2018).

Control, obedience and order in this context do not infer rigidity, a top-down approach or restricting the autonomy of public servants as implied by authoritarian governments. However, man can efficiently study and enforce the rules about achieving a well-ordered-human life as postulated by classical stoics (Leddy, 1957:18). The preceding chapters advocated endorsing control and order in recruiting and selecting applicants, drafting job descriptions and developing structured career paths. Public servants must rely on regulatory frameworks and theories that offer employees and public managers guidelines to avoid manipulation and exploitation of human resources management practices (*see references in Chapters 2 and 3*).

The relational process ontology preserves the characteristics of NPM, which explicitly state that man is rational and is accountable for their actions (*see reference in section 2.4.1.2.1.2*). By focusing on the individual, and supposedly freeing individuals to compete in a globalised economy (Love, 2012:366), NPM forced employees to address the

conception, discovery and projection of meaning in careers that are haphazard and chaotic and create a meaningful career central to the values and virtues of the individual (Stout, 2013). Subjecting employees to a state of continually trying to find meaning in their careers leads to employees understanding their value systems, attitudes and strengths. Several reports indicate that South Africa must adopt strict norms that encourage discipline and centralisation because unstructured careers, open recruitment, and open promotion lead to incompetent individuals hopping from post to post (Republic of South Africa 2016a:5; 2018a; 2019). Adopting authoritarian values is contrary to the democratic principles of the country. When democratic principles have undervalued, the preconditions to becoming a developmental state will still not align.

Presumably, employees hopping from one position to the next without proficiency is not an open recruitment or promotion loophole. However, it might be due to a lack of responsibility and accountability. Authoritarian governments succeed because of their strong foundations of Sino-Centric virtues (Wang *et al.*, 2005: 314; Cetinkaya, 2011:136). The problem is not whether the government is centralised or decentralised but solely in Public Service virtues. To support the claim above, Karl Marx perceives that society determines the person, one is and the kind of things one does (De Klerk, 2005:33; Arifin & Yuniar, 2021:4). Similarly, too much job-hopping can result from the Public Service being a hub of irresponsible managers (*see reference in section 2.6.1.1*).

There is probably a need to question the virtues of public servants and offer training and development, mentoring and coaching to public servants to curb the questionable behavioural patterns which hinder service delivery in departments. In support of the observation above, Confucius based his hypothesis on the philosophy that "human beings are alike in terms of their inborn nature but become different through practice," so everyone is inherently good through training and learning (Huang, 2011:136).

4.5.2 Cultural ideologies

Ubuntu is the foundation of South African communal cultural life. It represents interconnectedness, shared humanity and individuals' obligation (Nussbaum, 2003:2; Ewuoso & Hall, 2019:93). Ubuntu is Zulu/Xhosa, and when translated into English, it means 'humanity.' However, the Nguni expression "umuntu ngumuntu ngabantu" means

“a person is a person through others” (Bolden, 2014:1). Also, as a relational philosophy, Ubuntu's articulation of 'I am because we are' points to a strongly constructivist ontology where a person's sense of being cannot be isolated from their social context (Nussbaum, 2003:2; Bolden, 2014:2).

The study argues that values conducive to preconditions in becoming a developmental state, such as family and communitarian, exist in South Africa. South Africa is more communitarian collectivist than individualistic due to Ubuntu (Metz, 2011:533; Ewuoso & Hall, 2019:100). In the work environment, Ubuntu is a mutual value system in which employees are motivated to work towards established team values, thus improving their cooperation as a team (Poovan *et al.*, 2006:25; Ngondo & Klyueva, 2022:27). The team is one step closer to success due to the team members' increased commitment, loyalty, and happiness, which ultimately positively affect the overall performance. Pursuing power is not recommended, nor is it necessary to promote individual agendas to obtain the intended outcome. Ubuntu, therefore, focuses on relationships between individuals and the collectives rather than favouring one over the other (Bolden, 2014:4). South Africa, like other developmental states, has a strong foundation in communitarian cultural values conducive to the emergence of developmental states.

Becoming a developmental state is now up to the political and cultural ideologies of South Africa. However, there is still a lot to learn from authoritarian governments in that region, especially concerning how they built professional and meritocratic bureaucracies and how they influenced the development of trust and independence of bureaucrats regardless of their rigid governance structure. The characteristics mentioned in this paragraph are some features highlighted in the models discussed in the following section.

4.6 MODELS OF DEVELOPMENTAL STATES

South Africa must replicate developmental state models that have guided all successful economies. In the following section, this study discusses the Japanese developmental state model developed by Johnson Chalmers in 1982, and a more detailed developmental state model developed by Leftwich (1995). The former is a fabric woven from various threads, such as sound macroeconomic management, stability, professional bureaucracy and successful public-private relations (Kasahara, 2013:3). Leftwich suggested a more

comprehensive developmental state model in the latter, proposing that a developmental state must be understood politically (Leftwich, 1995:401). Leftwich described a developmental state as a state whose politics have concentrated sufficient control and whose bureaucracies are autonomous and capable of shaping, pursuing and promoting the acquisition of explicit development objectives (Leftwich, 1995: 2000).

4.6.1 Johnson's Japanese developmental state model

Johnson (1982) proposed this four-point model of the Japanese (Woo-Cumings, 2019:63). Successful developmental states such as South Korea and Taiwan have applied this model (Wade, 1990:372; Pham, 2012; Andrews & Nwapi, 2018:49; Woo-Cumings, 2019:149). The four-point model, as illustrated in the diagram below adapted from Johnson (1982), includes:

- Competent state bureaucracy.
- Sufficient autonomy scope of the bureaucracy.
- Market principle.
- The role of pilot agencies (Johnson, 1982).

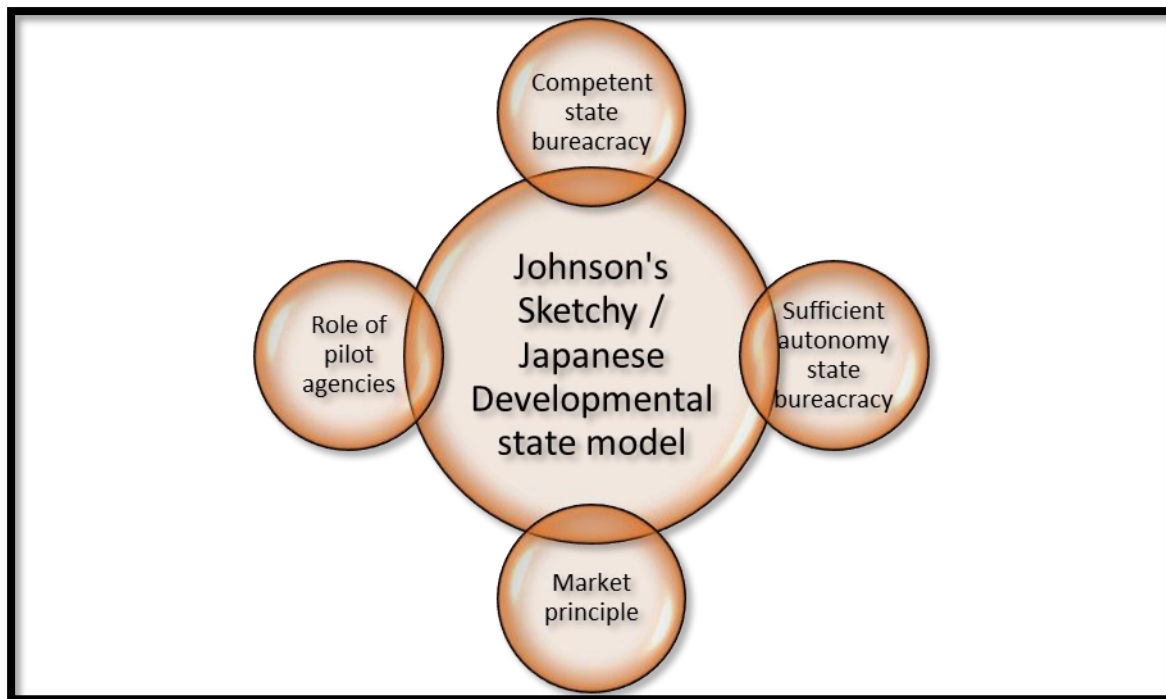


Figure 4-2 Johnson's Japanese developmental state model

4.6.1.1 Competent state bureaucracy

According to the competent state bureaucracy, a developmental state must be affluent, compact, and inexpensive (Johnson, 1982:315). The appointment of top management in this bureaucracy is on merit (Pham, 2012:66; Woo-Cumings, 2019:220). Additionally, a well-functioning bureaucracy emphasises the need for internal promotion and personnel rotation (Evans, 1995:51-52; Matalatta *et al.*, 2021:18). In this model, the best applicants are drawn and hired through meritocratic recruitment processes and then promoted internally (Mathebula, 2016).

4.6.1.2 Sufficient autonomous scope for the bureaucracy

Bureaucrats rule the Public Service because of the bureaucracy's substantial independent scope (Johnson, 1982:365; Andrews & Nwapi, 2018:49). Therefore, it is up to public managers to make the most of their abilities and knowledge (Pham, 2012:67). For example, human resource management practices are bureaucrats' responsibilities in Japan, and the Prime Minister appoints ministers and leaves the rest to bureaucrats (Johnson, 1982; Pham, 2012:67). There is no political interference in the civil service.

Public managers have more control over human resources management methods than politicians (Andrews & Nwapi, 2018:53). Further, the model promotes a legal system that is universal, concise, and clear in its application (Johnson, 1982).

4.6.1.3 Market conforming principle

This feature emphasises the balance between the state and business (Johnson, 1982). Achieving genuine public-private cooperation is difficult, but it has the potential to yield remarkable results in terms of global development (Pham, 2012:70-71; Andrews & Nwapi, 2018:55). The private-public collaboration is crucial to the prosperity of a developmental state. Hence, the ability of the country's Constitutional democracy to build broad coalitions and social benefits with industry and other civil society interest groups as highlighted in the State of the Nations address 2020 (Republic of South Africa, 2020c:2).

4.6.1.4 The role of pilot agencies

The MITI is an example of this type of agency in Japan, leading to Japan's success (Johnson, 1982:319; Pham, 2012:71; Tonami, 2018:1213). The pilot agency's size is small to maintain control over the monetary resources available (Johnson, 1982:79). The pilot agency must have think-tanks functions and a proactive approach to developing and designing industrial policy. Vertically organised bureaus must implement industrial policy at the micro-level (Pham, 2012:70).

For countries in the second and third world, Johnson's basic model of a developmental state (Johnson, 1999:39-43) is a superior alternative to the American capitalism model. For example, the state became prosperous within a decade of adopting the model in Taiwan. Likewise, South Korea's development improved in 20 years (Pham, 2012:72; Andrews & Nwapi, 2018:49; Woo-Cumings, 2019:149).

4.6.2 Leftwich's developmental state model

The model illustrated below was proposed by Leftwich (1995), who synthesised six significant components such as:

- developmentally determined leadership;
- sufficient state autonomy;

- competent economic bureaucracy;
- capacity to organise civil society;
- capacity to manage private interests; and
- excellent performance and legitimacy despite weak human rights.

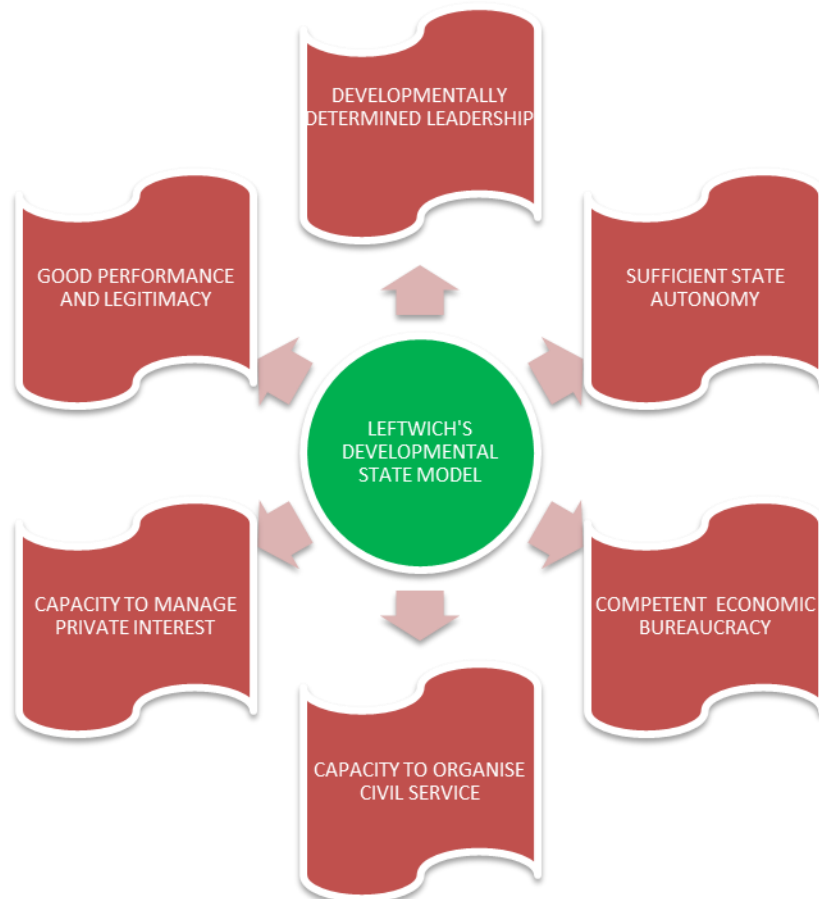


Figure 4-3 Leftwich's developmental state model

4.6.2.1 Developmentally determined leadership

The only way to achieve a developmental state is for politicians to establish an environment where bureaucrats can perform to their maximum potential (Leftwich, 1995; 2000:160-161).

For any developmental state:

- First, developmental elites are a crucial component of the developmental state (Leftwich, 2011). The core elite is a small cadre of developmentally determined politicians and senior bureaucrats (Pham, 2012).
- Second, it is mandatory for intimate relationships and linkages to exist among components of the developmental state's bureaucracy (Leftwich, 1995). A striking feature of these elites has been the familiarity and linkages of their bureaucratic civil servants and political components.
- Third, developmental states often shift a coalition of diverse interests instead of being monolithic (Leftwich, 1995). As socio-economic change has diversified the structure of societies, interests, ideas, and institutions, policy conflict leads to effective measures to manage that conflict (Pham, 2012).
- Finally, developmental elites are relatively incorrupt. The state elites are crucial in deciding whether they will assist their country in taking off or degenerating into some crony capitalist (Leftwich, 1995).

The developmental elite must take responsibility for their actions and be authentic in their decisions. The second characteristic of Leftwich's developmental state model works together with this characteristic.

4.6.2.2 The relative autonomy of the elites

Developmentally determined elites in a relatively autonomous organisation will shape a powerful, professional, highly competent, insulated and career-based bureaucracy capable of leading the overall socio-economic development plan (Leftwich, 1995: 2000:162-163; Mekonnen, 2019:23). Therefore, the state always prioritises the associated outcome when implementing developmental strategies.

Autonomy, in this sense, does not mean isolation from society. State and non-state actors collaborate in a progressively dense web of internal and external ties whereby the state coordinates the implementation of developmental objectives (Pham, 2012:76). The motivation of this study is to enhance coordination for role players at the departmental level. The achievement of a mutual relationship with clearly defined roles and duties means that the Department can participate in secure external networks beneficial to all parties involved.

4.6.2.3 Competent economic bureaucracy

The first two aspects (developmentally defined leadership and the relative autonomy of elites) are responsible for this characteristic (Pham, 2012:77-78). In a largely independent environment, developmentally determined elites shape a powerful, professional, highly competent, and insulated career-based bureaucracy capable of guiding the entire socio-economic development plan (Leftwich, 1995; 2000:162-163).

4.6.2.4 Capacity to organise civil service

Civil society includes professionals, managers, enterprises and the unions of students, workers, farmers, youth and women (Pham, 2012:78). However, all developmental states' civil societies have been relatively weaker than their states (Leftwich, 1995).

4.6.2.5 Capacity to manage private economic interests effectively

In all developmental states, national strategic interests are highly prioritised. To achieve the developmental outcome, the state must possess the capacity to manage private economic interests effectively because they will wither the national interests (Pham, 2012:80).

4.6.2.6 Good performance and legitimacy

Successful outcomes of economic development and transformation and the rational ways to distribute outcomes are the advantages used by developmental states to succeed despite them being authoritarian and having weak human rights (Pham, 2012:83). In some countries like Japan, people would accept trade-offs between bureaucrats' excessive power with efficient economic administration (Johnson, 1982:273), so proper performance management initiatives are the driving forces for economic development. Developmental states rise from developing countries that want to catch up. For example, South Africa faces service delivery and inequality challenges, leading to protests on poor living conditions and service delivery in the NWPDCOGTAHS. Citizens first want to improve their living standards (Beeson, 2009; Republic of South Africa, 2021a:2). Through suitable performance management initiatives, the developmental states have distributed the benefits of rapid growth satisfactorily. Their citizens have benefited from

the achievement, making more people support the developmental regimes (Leftwich, 1995: 2000).

Johnson's Japanese developmental state model led to the development of prosperous countries like China, Taiwan and South Korea. The model can offer valuable lessons adopted to improve Public Service. But Leftwich's developmental state model highlights that developmental states must be understood politically. The models discussed above apply in the South African context, but the following section discusses characteristics applicable to this section.

4.7 PROPOSED MODEL: LESSONS FOR CAREER MANAGEMENT

The proposed developmental state model discussed in this section combines the characteristics of both models discussed above. The model was created based on the literature on career management in Chapter 2 and the definition of career management, which states that.

Career management is an essential human resources management practice that achieves the organisation's grand plan through the collective efforts of individual employees, managers and the organisation.

The definition above focuses on the most functional characteristics of both Johnson's Japanese model and Leftwich's more detailed model. The proposed model illustrated below includes developmentally determined leadership, sufficient autonomous state bureaucracy, competent state bureaucracy and good performance and legitimacy.

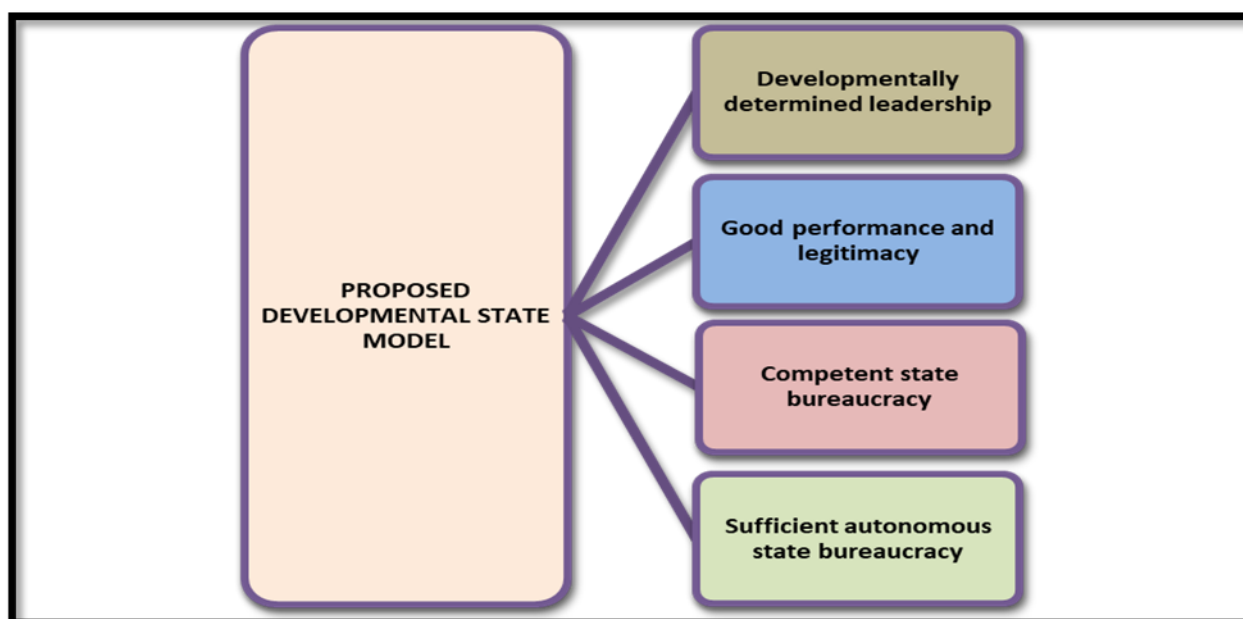


Figure 4-4 Proposed developmental state model

- **Developmentally determined leadership** reinforces the importance of political leaders and senior bureaucrats' roles in ensuring that career management strategically aligns with organisational objectives.
- **Sufficient autonomous state bureaucracy** emphasises why public managers such as line managers and human resources practitioners must be independent to manage employees' careers.
- **Competent state bureaucracy** illustrates how competitive recruitment and selection initiatives, structured probation periods and job rotations are a remedy for recruiting and promoting skilled and competent employees who can assist in achieving developmental state objectives.
- **Good performance and legitimacy** ascertain the essence of performance management in the Public Service. When integrated with career management, poverty eradication, curbing the unemployment rate and reducing the inequality gap can be possible.

4.7.1 Developmentally determined leadership

According to Leftwich's developmental state model, the leadership cadre is a core elite, including senior politicians and bureaucrats (Leftwich, 1995). A prosperous developmental state requires strong leadership to negotiate the treacherous passage

between the "Scylla and Charybdis" of state capture by powerful elites and the influence of technocrats disengaged from business, trade unions and broader civil society (Evans, 2010:51; Kumar, 2021:1401).

For states to be developmental, there must be honest, competent, and accountable senior managers responsible for building the organisations that promote trust, reciprocity, empathy and creativity (Swilling, 2008:8; Kuye & Ajam, 2012:54; Andrews & Nwapi, 2018:52). Politicians must create an environment where senior bureaucrats are creative. However, consequences, which prevent the state from being developmental, arise when politicians build politically expedient institutions but duck the difficulties of delivering on capacity growth (Evans, 2010:51; Andrews & Nwapi, 2018:52).

Regarding developmental states such as Botswana, Japan and Mauritius, development occurred because of the role of leadership. For example, Botswana has been prosperous in promoting development (Sebudubudu & Mooketsane 2016:145), and its impressive record can offer lessons for the South African Public Service. Botswana realised the need for building a competent bureaucracy (Carroll & Carroll, 2000; Saunders & Caramento, 2018:1169). However, the country had no adequately trained or skilled employees at independence, especially senior management (Masire, 2006; Saunders & Caramento, 2018:1169). The country developed competent and efficient Public Service programmes, practices and policies through developmentally determined politicians to support its development goal (Sedubudubu & Mooketsane, 2016:166).

Intimate relationships and linkages must exist among components of the developmental states' bureaucracy (Leftwich, 1995). For instance, ministers and politicians in Japan approve what bureaucrats prepare for them (Johnson, 1982:315; Mishima, 2017:1110). A striking feature of these elites has been the intimacy and linkages of their bureaucratic civil servants and political components (*see reference in section 4.3.2.1*). Senior managers must acquire knowledge by communicating with politicians, fellow managers and employees. The foundation of knowledge stems from the relationship with others and the appreciation of that relationship (Venter, 2004:156; Nzimakwe, 2014) (*see reference in section 2.4.1.3.1*). Allowing others to participate through coordination is mandatory for human development because fellow managers and employees have experience,

expertise, and ideas for organisational effectiveness (Venter, 2004:156; Stout & Love, 2015:462).

The problem with the Public Service is that senior managers are compromising service delivery through harmful practices regarding recruitment and selection and other human resources management practices. For instance, the Public Service experiences delays in filling vacancies due to interruptions by senior managers and political interference (Republic of South Africa, 2015:23). The disruptions caused by a lack of cooperation from senior managers, and politicians result in a delay in filling posts and compromised service delivery (Republic of South Africa, 2016d: 9; Republic of South Africa, 2018b:38) (*see reference in section 2.6.1.2.2*). Some preconditions mentioned in sections 4.2.2.1 are not aligned. Therefore, it is encouraged that coordination of senior managers with other managers and politicians leads to conducive work environments. Senior managers should motivate fellow managers and employees to collaborate, share and jointly encourage others to be critical players in achieving the Department's objectives (Regine, 2009:17; Armstrong, 2020:124).

Section 2.3.1 insisted on senior managers providing visionary leadership, defining purposes and values, and setting the direction for implementing career management (Armstrong, 2006:79; Armstrong, 2020:124). This chapter calls for developmentally determined senior managers that play a vital role in implementing career management since they interact with politicians and directly influence the development of Public Service values (Jarvalt, 2012) (*see reference in section 2.3.1*). The managers mentioned above must be role models by contributing to Ubuntu ideals like integrity, authenticity, truthfulness, humanity, empathy and respect for others (Ncube, 2010:79; Ewuoso & Hall, 2019:93). The above are some of Confucius' virtues, which led to the successful alignment of preconditions in becoming developmental states (*see reference in section 4.2.2.1*). The Public Service requires Ubuntu's great leaders of the twenty-first century who understand interconnectedness (Regine, 2009:17; Ewuoso & Hall, 2019:93). If senior managers possess such traits, they realise that the organisation's success and success stem from the success of others and leave human resources activities to line managers responsible for the organisation's day-to-day functioning. Hence, senior managers must be developmentally determined as they are essential in providing the

strategic view of the organisation (Purcell, 2001; Armstrong, 2006:79; Armstrong, 2020:124).

4.7.2 Sufficient autonomous state bureaucracy

The autonomy of bureaucracy is imperative in the developmental state. According to Johnson (1982:317), bureaucrats have to operate autonomously from the pressures of society and politicians (Taylor, 2005; Meyns, 2010; Kumar, 2021:1401). One distinctive feature of autonomy is that technocrats must enjoy their expertise and intelligence to carry out their duties effectively (Pham, 2012:41; Kumar, 2021:1410). Bureaucrats are autonomous in developmental states because of the recruitment and retention of the nation's brightest and most talented employees (Johnson, 1982; Williams, 1985, 1994; White, 1988; Wade, 1990; Thurbon 2020:326).

Japan holds high autonomy for its bureaucrats, and its bureaucrats hold a sizeable degree in policymaking (Mishima, 2015; Mishima, 2017:1101). Bureaucrats possess technical knowledge and expertise, and politicians usually follow the advice of bureaucrats (Mishima, 2017:1103). Hence, they possess the power vital for the Public Service's technical operation. Ministers and politicians approve what bureaucrats prepare for them (Johnson, 1982:315; Mishima, 2017:1110). Senior managers passively conduct quality control over what the juniors have produced since they are rarely involved in detailed work at the division level (Muramatsu, 1994; Tamaru, 2000; Saunders & Caramento, 2018:1178). They are confident that whatever decisions the lower-level makes will meet their expectations (Muramatsu, 1994; Chon & Hao, 2020:1062). Most employees in the civil service are top graduates from top universities with excellent academics, and there is no need for politicians not to trust them because they know what they do (Evans, 1995:48; Mishima, 2017).

Administrative autonomy from politicians is more substantial in Botswana than in any other African country, and bureaucracy has shown to be the most effective and corruption-free in the area throughout time (Sebudubudu & Mooketsane, 2016:165; Saunders & Sacramento, 2018:1169). Through an autonomous bureaucracy, Botswana built capacity within critical and line ministries, resulting in an efficient, effective and competent bureaucracy that is non-corrupt (Sebudubudu & Mooketsane, 2016:165). To

further support the statement mentioned above, the bureaucracy's autonomy in Botswana has encouraged bureaucrats to formulate policies that have benefited economic growth (Du Toit, 1995:121; Taylor, 2003:40; Saunders & Sacramento, 2018:1169). Remarkably, national development has evolved due to the growth and stability of technocratic priorities (Du Toit, 1995:121). Botswana has maintained a reliable, relatively autonomous, and effective bureaucracy by insulating the planning bureaucrats from societal pressure (Taylor, 2003; Saunders & Caramento, 2018:1169).

Public managers must be independent to manage employees' careers. Chapter 2 revealed that career management is the role of senior managers, human resources managers, line managers and individual employees. Contrary to the literature in chapter two, chapter three revealed that the Public Service Act 103 of 1994 grants politicians' human resources management functions. However, political principals delegate functions to the Director Generals or Head of the Department (Republic of South Africa, 2011b). They may choose not to assign these rights, implicating public managers in managing employees' careers. Therefore, for the Public Service to be developmental, this study recommends sufficient autonomy for public managers (line managers, senior managers and human resources practitioners).

Trust and responsibility are recurrent factors that led to the autonomy of bureaucrats in authoritarian Japan and democratic Botswana. Trust and responsibility facilitate practical cooperation in the governance apparatus identified in section 2.4.1.3.1. Trust and responsibility are considered natural and proper in developmental states with solid foundations of Confucian virtues such as Ren, Yi, Li, Zhi and Xin (trustworthiness and responsibility) (see reference in section 4.2.2). The South African Public Service is now a hub for managers who do not take responsibility for their actions. The roles and responsibilities of human resources practitioners and line managers are vague (Republic of South Africa, 2018a). Human resource practitioners are confused and do not understand how they impact service delivery (Republic of South Africa, 2016d: 10). Line managers do not adequately understand their duties (Republic of South Africa, 2018a) (see *reference in section 2.5*). Therefore, the conclusions derived from the abovementioned flaws are obstacles impeding the alignment of section 4.2.2.1's preconditions.

For preconditions in becoming a developmental state to align, an existentialist public manager must go beyond levelling and conformist ways of living to find the original self, take responsibility and make authentic decisions (Bolea, 2014:68). The Public Service culture must understand, respect, and voluntarily incorporate the social behaviours embedded in the Ubuntu ideals, such as sharing, consensus building, and interdependent helpfulness. They could have significant positive effects in ensuring that preconditions conducive to development align (Fink *et al.*, 2005: 609; Ngondo & Klyueva, 2022:27).

4.7.3 Competent state bureaucracy

Meritocratic recruitment, internal promotion and job rotation are central characteristics of competent state bureaucracy (*see reference in section 4.3.1.1*).

4.7.3.1 Meritocratic recruitment

Meritocratic hiring increases the need for merit rules to govern all public appointments, from the lowest to the highest level (McCourt, 2007:6; Brierley, 2021:6). In addition, bureaucracies with meritocratic recruitment and predictable, rewarding career ladders lead to economic growth (Baimenov & Everest-Philip, 2015:6). Therefore, meritocratic recruitment and a predictable career ladder (Baimenov & Everest-Philip, 2015:6) produce tangible rewards for individual employee promotion. A merit system must be systematic, fair and transparent, with no room for external pressures to intervene in the appointment of skilled and competent employees (McCourt, 2007; Assefa, 2018:30).

4.7.3.1.1 Centralised recruitment

Centralised recruitment is fundamental to meritocratic recruitment. However, recruitment is restricted since it is centralised in China, Taiwan, Malaysia, Mauritius, and South Korea (Bae & Rowley, 2003; Republic of South Africa, 2016a:8; Zulkarnain. & Prasajo, 2020:6; Admasu, 2022:172). In addition, countries adopt a centralised personnel record system that enables them to draw up a list of applicants for promotion (Republic of South Africa, 2016a).

Recommendations from developmental states mentioned above highlight the need to centralise prescriptions of job requirements of specific functions, ensure the application

of minimum standards of professionalisation across the Public Service, and allow discretion of departments to recruit unique skills (Republic of South Africa, 2018a: 32). Section 2.6.1.2.2 highlighted that recruitment is not immune from subjectivity, unfairness and inconsistencies within departments and the Public Service. Recruitment and selection are susceptible to manipulation and exploitation, especially where human resources management has been decentralised (Lavigna & Hays, 2004; Republic of South Africa, 2018b:32). The challenge with South African Public Service is that job specifications for recruitment are inconsistent Republic of South Africa, 2018c). However, it is a cause for concern because job specifications create and advertise jobs that meet the requirements of specific functions. If they are incorrect, recruiting the wrong person is high (Republic of South Africa, 2018b).

Section 4.2.2.1 highlighted that preconditions of the emergence of a developmental state converge due to the particular state's political, social, and cultural values. South Africa is a Constitutional democratic country. One tenet of democracy is decentralisation (see *reference in section 2.4.1.2.3*). The South African decentralisation system differs from centralised and hierarchical systems of developmental states. Centralisation stems from the perspective that most Asian developmental states are authoritarian and structured. For job specifications to be fair and applicable to all, departments should be guided by the Constitution, the toolkit for Recruitment and Selection, and trait and factor theories, rather than centralising recruitment, which may be contrary to the country's democratic values. Control and compliance, centralisation characteristics, may thus have the same effect on decentralisation. In addition to centralised recruitment, the selection is through competitive examinations

4.7.3.1.2 Competitive selection examination

Competitive examinations are crucial in meritocratic recruitment. In Japan, career-based recruitment implies that staffing is done mainly at the entry-level through competitive examination, with only a tiny proportion entering by promotion from provincial or junior Public Service (OECD, 2012; Duong, 2021:51). The most significant component of the Japanese meritocratic recruitment system is that the Public Service selects talented students from the nation's best colleges and integrates them into the Public Service system (Chleidi, 2015; Zulkarnain & Prasajo, 2020:2). To reinforce the statement

mentioned above, the World Bank Report (2012) states that the Japanese Public Service includes a group of central government employees called the Kyaria. They are the cream of the country. These employees have passed the most competitive national civil service examinations. The advantage of recruiting such candidates is that the Public Service becomes stable and minimises employee turnover (OECD, 2012; Powell, 2016:79).

Remarkably, the appointment of Kyaria is off-limits to the politicians since it is under the centralised control of each ministerial bureaucracy (Muramatsu, 1994; Shindo, 2001; Mishima, 2017:1109). The National Public Administration implements the recruitment examination of all national Public Service employees, and the ministry must decide who the successful candidate is (NPA, 2014:83). The competitive examination allows all public appointments, from the lowest to the highest positions, to be employed based on merit rules, which everyone can understand and challenge if there is a breach of that process (McCourt, 2007:6; Zulkarnain & Prasajo, 2020:8).

China also utilises rigorous examinations (Republic of South Africa, 2016a:8). The state sets highly competitive examinations at the national level (Marginson, 2011; Kim *et al.*, 2017:47). This rigorous process enables the state to appoint the best and brightest candidates in society (Republic of South Africa, 2016a:8; Kim *et al.*, 2017:47). In Mauritius, there is a central administration of entrance examinations by the Public Service Commission to ensure meritocracy (Republic of South Africa, 2016a). The recruitment pool is vast, but only the best are employed. Since July 2014, 2000, candidates have sat for about 100 entry-level positions in the administrative cadre, highlighting the competitiveness of the recruitment process. The Public Service Commission's task ensures minimum political patronage, selection by merit, fair and open competition, and all candidates have equal opportunities (HRDC, 2006; Zulkarnain & Prasajo, 2020:4).

Taiwan and South Korea also make use of the competitive examination. For instance, in Taiwan, examination Yuan is the competitive examination process applicable across the Public Service. Taiwan's meritocratic recruitment is similar to Japan's since the country is a colony of Japan (Chen 1997; Hsu & Leat 2000; Zhu *et al.*, 2000; Zhu 2004; Umarov, 2019:69). Whereas in South Korea, competitive examinations are a success story, which plays a significant role in establishing the merit system and professionalism of the Korean

government (OECD, 2012; Umarov, 2019:69). Concerning Brazil, national examinations assist in appointments (UNDESA, 2004:8; Umarov, 2019). Any position in the civil service undergoes an examination process designed explicitly for each career, and all candidates meeting the selection process may apply.

4.7.3.2 Internal promotion

Internal promotion rewards an employee's efforts by advancing that employee to a position of greater authority and responsibility (Benowitz, 2001; Milledge, 2021:2). Everyone in Confucianism has a predetermined societal position to achieve social harmony, and each person must behave according to rank and social status (Wang *et al.*, 2005:315; Kim & Hamilton-Hart, 2022:111). Social hierarchy, subordination, and superiority relations are considered natural and proper; the higher one goes, the better one's career prospects (Wang *et al.*, 2005:62; Warner, 2013; Kim & Hamilton-Hart, 2022:111). Therefore, employees in developing states are "not just moved haphazardly" from one position to another; they must go through probation to qualify for internal promotion

4.7.3.2.1 Probation period

Due to past-time orientation, employees in China enjoy lifetime employment with guaranteed compensation through internal promotion (Xia *et al.*, 2019:55; Kim *et al.*, 2017:54) (*see reference in section 4.2.2.5*). However, promotion is contingent upon morality, ability, diligence, performance, honesty, and decency (Xia *et al.*, 2019:55). In addition, individuals must be skilled and competent before assuming increasingly difficult responsibilities (Merchant, 2012; Héder & Dajnoki, 2017:59). In China, employees due for promotion are subject to a qualifying period of two years in the same position and a training period, depending on the administrative or technical role played by the employee (Republic of South Africa, 2016a). During the probation period, there is intense training to ensure they are skilled and competent when employees move a notch higher.

Japanese utilise a slow promotion system (Sano, 1995; Zulkarnain & Prasajo, 2020:14). Slow promotion is also a characteristic of past-time orientation values (*see reference in section 4.2.2.5*). Rarely do Japanese government public servants change jobs in their careers once they pass the civil service examination (Zhu *et al.*, 2007; Zulkarnain &

Prasojo, 2020:14). Career development is considerably slow and informal, and the employee has a long-term evaluation (Tremblay & Rolland, 2000; Smyrnova *et al.*, 2021:123). It takes ten years for an employee to move from one post to the next, and the country employs formal restrictions regarding the number of years taken to advance in hierarchical grades (OECD, 2012). All public employees are encouraged to undertake specialised training programmes to increase their knowledge and skills and carry out their functions effectively in their areas of expertise (Kim, n.d.:131; Smyrnova *et al.*, 2021:123). In Malaysia, career public servants in these countries undergo a range of probation periods. It takes 5-8 years for employees to move from one position to another (Republic of South Africa, 2016a). During those years, in service training has become essential for career development (Haider & Noor, 2021:104).

The South Africa's career system differs from the states mentioned above. Individual employees are responsible for their careers (*see reference in section 2.4.1.2.2*). However, the probation periods can proffer lessons to the Public Service. There is a dire need for structured probation periods in the Public Service to enhance training initiatives in the country. Young people are attracted to leadership roles (Covell, 2016b:63-64). They dare to risk becoming executives, managers, directors or analysts without adequate intellectual and professional grooming or undergoing proper cognitive development (McLaren, 2006; Covell, 2016b:63-64). There is too much job-hopping from one position to the next without employees being proficient and employable, which is the case in the NWPDCOGTAHS (*see reference in section 1.2*).

By introducing structured probation periods, employees are adequately trained, skilled, efficient and ready for the next task. Chapter 2 eludes that contemporary career management is all about employability. There is a relationship between employability, competency development and career success (De Vos *et al.*, 2011; Potgieter & Coetzee, 2013:2). An individual's employability is achieved and strengthened by acquiring the competencies valued by the employees and embodies an individual's career potential (Hedge & Rineer, 2017:6). The Public Service can ensure that employees are employable by introducing probation periods that enhance proficiency in any activity before moving to the next grade, whether horizontally or vertically. Consideration of a technical factor in career management leads to a correlation between techniques of managing organisational functions that maintain the organisation's overall functionality (*see*

reference in section 2.4.1.1.2). This study supports properly structured probation periods that could result in successful job rotation of employees.

4.7.3.2.2 Job rotation

Job rotation is the precise movement of personnel from one job to another (Olorunsola, 2000; Giguère, 2018:39; Al-Romeedy, 2019:1004). Noe & Ford (1992) and Ravikumar *et al.* (2020:25) identified job rotation as an opportunity for employees to grasp organisational goals, gain a more profound knowledge of functional areas, create a network of organisational contacts, and boost employee abilities.

In job rotation, employees can use the information and skills acquired to improve their performance at other tasks (Lindback & Snower, 2000; Al-Romeedy, 2019). Much of this 'inter-task learning' takes place through job rotation within and between teams of employees in various departments in an organisation (Zin *et al.*, 2013)

Wright & Belcourt (1994) and Ravikumar *et al.* (2020:25) state that job rotation, including on-the-job-training (OJT) techniques, would be the primary vehicle for employee development in an organisation. Learning from experience or doing (organisational job rotation) can enrich employees' development opportunities (Zin *et al.*, 2013: 127).

In Malaysia, for the first ten years of employees' appointment, they are transferred from one ministry to another and spend an average of two years in each ministry. The logic is that departments in Malaysia are not autonomous and therefore, officers recruited into a particular occupational category are, within their occupational category, transferable to any department (Republic of South Africa, 2016a). Job rotation is also the backbone of the cause of Japanese economic development, and the practice enhanced the country's rapid economic development (Haghirian, 2010:14; Ono, 2018:38). In China, public servants are also transferable throughout their careers; such a movement enables them to gain knowledge and experience of how the government works (Republic of South Africa, 2016a).

Job rotation will strengthen on-the-job training techniques, particularly mentoring and coaching employees. Mentoring is an inherent part of the cultural value system in most Asian developmental states. China, the country has a robust mentoring system (Bozionelos & Wang, 2006:1534; Zhou *et al.*, 2019:419). Wright *et al.* (2002) and Stone

et al. (2020:260) state that high power distance societies prefer one-way over participative delivery of training and education courses in which the instructor possesses adequate authority. In such countries, supervisors are mentors who lead by example and possess high credibility and trust (see reference in section 4.2.2.1). A more senior and experienced colleague is considered significant by the Chinese that those who do not have such a relationship substantially lag behind evaluations of their careers (Bozionelos & Wong, 2006:1536; Zhou *et al.*, 2019:419). Employees who respect hierarchy show more respect, deference, loyalty and dutifulness to authority (Lian *et al.*, 2012). Such individuals look up to their managers to provide direction and strategies to complete tasks (Kirkman *et al.*, 2009).

Mentoring and coaching are under-utilised in the Public Service (see reference in section 2.6.1.1.2.6.1). Chapter 3 highlighted that including non-white employees through promotion was a realistic way to address affirmative action in the Public Service. Although Black Economic Empowerment was moving in the right direction, service delivery was compromised. To rectify the issue, there is a need for robust mentoring and coaching initiatives. Social cognitive theories discussed in section 2.7.3 contend that mentees are more likely to see their mentor as a role model and be able to learn from them to enhance their competence to be creative (Hu *et al.*, 2019:9). Introducing reality checks and inspiring employees to develop their competencies and interests in Public Service is essential. An existential mentor can provide the reality check and stimulus for exploring new ideas and provide the reality check and stimulus to explore new areas (Theobald & Mitchell, 2002:27; Shields *et al.*, 2020:175). Mentorship is a theoretically successful learning strategy (Rolfe-Flett, 1995) that promotes career choice and development (Pelletier & Duffield 1994; Woodrow 1994; Goran 2001; Zhou *et al.*, 2019:417), and when mentoring relationships are good, they produce valuable career outcomes for individuals and the Public Service (Gayle & Sullivan, 2005:426; Roberts *et al.*, 2019:214) (see reference in section 2.6.1.2.7).

4.7.4 Good performance and legitimacy

Section 4.3.2 indicated that economic development outcomes and the rational ways of distributing those outcomes are the benchmarks used by developmental states to succeed, despite being authoritarian (Pham, 2012:83; Thun, 2018:9). Some countries like

Japan will accept trade-offs between bureaucrats' excessive power and efficient economic administration (Johnson, 1982:273). In reflection of the statement mentioned above, there is more emphasis on the outcome than the process.

Japan utilises performance assessment in human resources management decisions more than any other country in the OECD region (OECD, 2012; Park, 2020:365). Civil service employment in Japan is well-organised and controlled, with competitive appointments and internal promotion based on performance (Stone *et al.*, 2020). The motivation of employees is by a once-off performance-related bonus pay increment (OECD, 2012). In Malaysia, performance measurement is through the Performance Management System, which is a panacea for controlling the organisation's direction (Janudin & Maelah, 2016). The most remarkable characteristic of the performance management system of Malaysia is that set goals align with organisational goals. This system improves the organisation's performance and adds value to its competitiveness (Republic of South Africa, 2018b).

Performance reviews determine employee promotions and salary increases. This system is reliable and systematic. Work output-based knowledge, work quality, timeliness, ability to manage and decide, trustworthiness, reliability, leadership potential, and an annual target agreed upon by the line manager and employee assesses performance (United Nations, 2005; Murphy, 2020:16).

Developmental states emphasise the outcome more than the process. Professional and knowledgeable public managers may shape their strategies, open up new paths, and be innovative in addressing the critical issue of the day (Puca-Langens, 2008). Chapter 2 highlighted that senior managers have to set broad directions. Then the administrators have to function in a competitive mission-driven, goal-oriented and action-oriented business-like manner to meet the expectations of those performance measures (Stout, 2013:122) (*see reference in section 2.4.1.2.1.2*). It is vital to liberate public managers from routines and regulations to achieve the set performance measures to be efficient and effective (Harmon & Mayer, 1986; Stout, 2013:122).

The importance of good performance and legitimacy stems from the willingness of inhabitants of developmental states to accept trade-offs between bureaucrats with excessive power and efficient state administration. Therefore, bureaucrats' performance

is crucial. Since this study focuses on micro-level performance, NWPDCOGTAHS faces a formidable challenge to ensure that most people are not poor. The national government has built systems to boost development. Chapter 3 addressed the policies.

Poverty, inequality and unemployment are still high, and the Province is not performing up to the expectations of its inhabitants, hence why there are protests in the Province. However, good performance and legitimacy in the Province can align with the country's political and cultural values. South Africa has a strong foundation of democratic values. To improve the performance of the Department, the ideal democratic governance apparatus that promotes cooperation, coordination and synergy in decision-making must be implemented (*see reference in section 2.4.1.3.1*). The governance apparatus, backed by human virtues and cultural values, enhances the Province's performance.

In the context of individual virtues, the success of the developmental states lies in the prominence of the Confucian virtues, such as ren, yi, li, shi and xin, which mean humanity/goodwill, righteousness, politeness, wisdom, trustworthiness and responsibility (*see reference in section 4.2.2*) which are specific to the individual. Since the ideal democratic governance apparatus considers an individual as a specific locus of intrinsic value and a unique contributor to societal goals (*see reference in section 2.4.1.3.1*), that individual can only establish the intrinsic value. Therefore, the quality of the political governance apparatus in enhancing the Department's performance depends on an existential role player who is authentic, trustworthy and responsible, combined with the cultural values of Ubuntu, which uphold the values of communalism and commitment. The coordination of existential role players would positively affect the overall performance of the Department at the micro-level to lift 3.4 million people from poverty, inequality, and unemployment by 2030.

Implementing career management by existential role players who can coordinate and work together as stipulated by the relational process ontology and the culture of Ubuntu can be a panacea for enhancing the convergence of preconditions necessary to reduce inequality unemployment, and poverty by 2030.

4.8 CHAPTER CONCLUSION

This chapter explained that South Africa must correct past imbalances (Chetty, 2018:7) and alleviate poverty and unemployment by replicating other developmental states. The developmental state is a state that directs its country's social and economic development through a professional bureaucracy independent of socio-political interests. Confucianism's core values, familial, communitarian and patriotic traditions, led to the formation of coherent coalitions to benefit the national interest (Pham, 2012). The chapter emphasised that the beliefs and virtues of Confucianism played a vital role in promoting the convergence of preconditions necessary for becoming a developmental state.

Concerning South Africa becoming a developmental state, progress in building systems conducive to the emergence of developing countries is evident; DFI are in place, and coalitions were formed between the state, labour, business, and community to curb unemployment. The ANC-led government anchored the covenant of eliminating poverty and reducing inequality by 2030. However, despite all the structures above, there are still low levels of economic growth (Republic of South Africa, 2020c; 2022b:4), which signifies preconditions necessary for the emergence of developmental states not aligning. However, the alignment depends on the country's political, social, and cultural ideologies. In addition, the chapter analysed the Japanese model proposed by Johnson Chalmers (1982), and the more detailed developmental state proposed by Leftwich. The Japanese model revealed, among other positives that its success was through meritocratic recruitment, internal promotion and job rotation (Stone *et al.*, 2020:184), private-public partnership and sufficient autonomous state bureaucracy.

But Leftwich's model revealed that developmentally determined leadership and good performance and legitimacy are some of the significant characteristics of a developmental state. The study then proposed a model by integrating the characteristics of the two models described above. The proposed model analysed developmentally determined leadership, sufficient autonomous state bureaucracy, competent state bureaucracy and good performance and legitimacy. Chapters 2, 3 and 4 analyse the literature and legislative frameworks of the study, and the following chapter analyses the empirical evidence of the study.

CHAPTER 5 TOWARDS AN INTEGRATED CAREER MANAGEMENT MODEL: EMPIRICAL EVIDENCE

5.1 INTRODUCTION

The previous chapters above conducted a literature review on career management. Chapters 2 and 3 discussed the theory, best practices, and legal frameworks, whereas Chapter 4 examined developmental state models. This chapter explores the fourth research objective stated in section 1.3, which is to ***examine, with empirical analysis, the current challenges and problems of career management in the North West Province Department of Cooperative Governance, Traditional Affairs and Human Settlements***. The chapter begins with a brief discussion of triangulation, enabling the study to employ a different perspective to validate, challenge, or complement findings. Then, Heidegger's ontology of being-in-the-world is triangulated with quantitative and qualitative research findings. Hence, this study explores if Heidegger's ontology is consistent with the empirical findings of the research.

5.2 TRIANGULATION

Career management is a complex and multifaceted human resources management practice, requiring the integration of numerous organisational and management processes and multiple role players to comprehend. Given the above, this chapter triangulate empirical findings with Heidegger's perspective of being-in-the-world. By triangulation, the study analyses career management from various perspectives besides the pervasive and impossible to refute Cartesian perspective, which has primarily pushed out other perspectives (*see reference in section 2.8*).

In *Being and Time* (1927/1961), Martin Heidegger's examination of equipment reviews Descartes' Cartesian dualism through his non-dualist phenomenological alternative, presenting a more holistic understanding of career management. Essential concepts from Heidegger's *Being and Time* (such as temporality, modes of being, being-in-the-world, dealing, and *Das Man/the-they*) offer insights for this study. Heidegger provides a radically distinct view of career management holistically intertwined with the background practice, legislative frameworks, career development theories, and role players' social

identities (*see reference in section 2.9*) and these are discussed in section 5.6 of this chapter.

5.3 DATA COLLECTION AND PRESENTATION OF EMPIRICAL RESULTS

Chapter one stated that data was collected through self-administered questionnaires and semi-structured interviews. Data collection was not a smooth sailing exercise due to these challenges experienced:

Challenges experienced in data collection:

- The first notable challenge was the COVID-19 pandemic; most participants did not want to participate in interviews because of fear of contact. Even if the researcher maintained COVID-19 protocols and ensured social distancing, some participants were uncomfortable with the engagement. Besides physical contact, the research engaged in telephonic interviews, which was the worst experience because employees were never in their offices and getting through to line managers was a mammoth task.
- The other challenge was the shift system. There was a rotation of employees, whereby employees were two weeks in or two weeks out of office, meaning it was nearly impossible to distribute questionnaires at an anticipated rate.
- There were short responses from some participants who were reluctant to give more information. Even if the researcher probed for answers, some participants still gave one statement, restricting the researcher from acquiring more information.

Despite the challenges above, data collection succeeded, and the results are presented in these sections. The presentation of empirical results was conducted in two parts. The first part was quantitative data analysis of self-administered questionnaires, and the second part was qualitative data analysis of semi-structured interviews. Both methodologies were triangulated to eliminate bias and improve the data and the study's outcome on reliability, validity, transferability and continuity. Hence, the following section presents and analyses quantitative data.

5.4 QUANTITATIVE DATA PRESENTATION AND ANALYSIS

Questionnaires were used to collect data, and one contact research with the respondents was used (*see reference in section 1.6.3.2.2*). The purpose of distributing questionnaires was to understand career development challenges experienced by skilled technicians and professionals to propose solutions to the challenges experienced in the NWPDCOGTAHS. Since this is a descriptive survey research design, the presentation of findings is systematic and verifiable.

The questionnaire included demographic, closed and open-ended questions (*See reference in Annexure E*), which inform the three sections. Section A consisted of questions on respondents' biographical information. Section B comprised open-ended questions on employees' career aspirations and goals to ascertain how individuals view their careers and get an informed perspective on the difficulties encountered during career planning, pathing and development.

Section C included closed-ended questions on a Likert scale ranging from 1 to 5. Questions were categorised under specific headings such as goals and objectives of the department, career satisfaction, turnover intentions, career goals and aspirations, choosing the appropriate career, challenges on career development in the department, career development opportunities offered by the department and the importance of collaboration with other role players (*see reference in Annexure E*). Therefore, gender, age groups, profession, level of education, race, career satisfaction, organisational goals and objectives, career choices, aspirations and goals, collaboration, turnover intentions, and challenges inform the study's variables.

Comparisons, associations and regression were conducted on the variables above. The scale employed informed the statistical decision on the appropriate method chosen. Most of the data is categorical, using either nominal or ordinal data. By ranking responses on the Likert scale on attitudes mentioned at the beginning of this section, the assessment is predominantly categorical. According to Kumar (2016), attitudes such as "important" and "agree" are measured using an ordinal measurement scale. Non-parametric tests, also known as distribution-free tests, best suit ordinal scale measurements. Gender, age group categories, level of education and profession inform either nominal or interval data. Considering the above factors, employing non-parametric tests was the most effective

approach because it ensures the same benefits as the parametric tests. Tomskin (2006:21) states that the most common benefits of non-parametric tests include:

- possessing a more statistical power;
- normality does not apply;
- small sample sizes are acceptable; and
- it can be used for all data types, whether nominal or interval variables.

Following the non-parametric test, Mann Whitney test, Kruskal Wallis Test, and Spearman correlation are some analysis tools from SPSS. However, with Multiple Regression, variables such as career satisfaction, organisational goals and objectives, career choices, aspirations and goals, collaboration, turnover intentions and challenges were computed and converted to interval total scores, implying that Multiple Regression analysis is appropriate to predict or estimate the relationship between the independent and dependent variables. The following section describes the Department's demographics and makes comparisons to identify statistical gaps within the demographics.

5.4.1 Descriptive analysis and comparisons of categorical variables

The descriptive analysis section describes and analyses the demographic variables such as age, race, level of education, profession, years of service in the current position and years of service in the previous position. Concerning the demographic variables mentioned, the questions asked are the simplest research questions because the purpose is to describe the sample under study and report the data using frequencies and percentages. The variables above are attribute variables that cannot be manipulated, controlled, or changed (Kumar, 2016:13). However, Kaur (2013:37) asserts that the researcher can demonstrate associations between demographic variables and other variables in section C of the questionnaire, which the approach is taken in this study (see *reference in annexure*). The variables used to make comparisons are career satisfaction and challenges experienced in the Department. Specifically, the variables mentioned above are central to developing a model that prevents the turnover of scarce skilled employees and ensures that employees are satisfied with their careers. These sections discuss gender.

5.4.1.1 Gender

The table depicts the gender distribution of respondents.

Table 5-1 Gender of respondents

Gender	Frequency	Per cent
Female	63	57.3%
Male	47	42.7%
Total	110	100%

According to the table above, the sample of employees at the NWPDCOGTAHS consisted of 63 (57.3%) female and 47 (42.7%) male respondents (N= 110). The study undertook a comparison test to assess differences in perspectives regarding career satisfaction and challenges encountered in career development with regards to gender. To assess the difference in perspectives of career satisfaction between male and female respondents, the following hypotheses were formulated.

H₀: There is no statistically significant difference in career satisfaction between male and female respondents.

H₁: There is a statistically significant difference in career satisfaction between male and female respondents.

The study employed the Mann Whitney U test to evaluate the hypotheses above and the results are presented in the following table.

Table 5-2 Comparison of career satisfaction in Gender

Gender	Median	Mean Rank	Statistic	p-value
Female	34	56.70	1405.000	0.647
Male	33	53.89		

NB: Mann Whitney U Test

P-value (0.05)

The test revealed that under the gender category, female respondents (N=63) have a larger mean rank (56.70) than male respondents (N=47) with a mean rank of (53.89) and thus tend to take larger values. However, an insignificant difference was found (U= 1405.000, p-value, 0.647) in career satisfaction between male and female respondents. The study failed to reject the null hypothesis above. The results indicate that females are more satisfied in their careers than their male colleagues, even if the difference is insignificant. Specific to career satisfaction is the career being a significant part of who they are, the emotional attachment to the career, being enthusiastic about the current career and being motivated to go to work every morning (*see reference in Annexure E*).

To assess the difference in perspectives of career development challenges between male and female respondents, the following hypotheses were formulated and tested by using the Mann Whitney U test as presented in the following table.

H₀: There is no significant difference in challenges experienced between male and female respondents.

H₁: There is a significant difference in challenges experienced between male and female respondents.

Table 5-3 Comparison of challenges in Gender

Gender	Median	Mean Rank	Statistic	p-value
Female	30	61.44	1106.000	0.023
Male	29	47.53		

NB: Mann Whitney U Test

P-value (0.05)

The test revealed that female respondents (N=63) have a larger mean rank (61.44) than male respondents (N=47) with a mean rank of (47.53) and hence take larger values. A statistically significant difference was found (U= 1106.000, p-value, 0.023) in career development challenges experienced by male and female respondents. The p-value is less than the alpha 0.05 and the null hypothesis is rejected. The results indicated that females experience more challenges pertaining to career development than their male colleagues. Interestingly, challenges include discrimination in the department, attractive career development opportunities, mentoring and coaching, performance ratings, favouritism in succession planning and being overlooked for a promotional post (see *reference in Annexure E*). That is expected because of the issues of gender discrimination and favouritism; therefore, there seem to be disagreements later explored or understood through qualitative research. The following section describes the race of the respondents.

5.4.1.2 Race of respondents

Central to career management is the Transformation of the Public Service and the representation of different racial groups. Based on this assertion, the table below examines the racial composition of employees in the Department.

Table 5-4 Race of respondents

Race	Frequency	Per cent
Blacks	107	97.3%
Whites	2	1.8%
Other	1	0.9%

The table above depicts that the sample consists of 107 (97.3%) blacks, 2 (1.8%) whites and 1 (0.9%) other (N=110) total respondents altogether. The table shows that most respondents are blacks, reflecting an improvement by the Department in absorbing the black community, which was previously a disadvantaged community with limited career opportunities in Public Service. The results above imply that more blacks have earned degrees or diplomas to be professional or skilled technicians. Besides, the following section analyses the age groups of respondents.

5.4.1.3 Age groups

In quantitative research, the ratio or ordinal scales can measure age. This study measured age as ordinal data because the age groups are categorised as under 25, 26-35 years, 36-45 years, 46-55 years and above 55 years. The preceding graph compiled by the researcher describes the results of age groups of respondents in the Department.

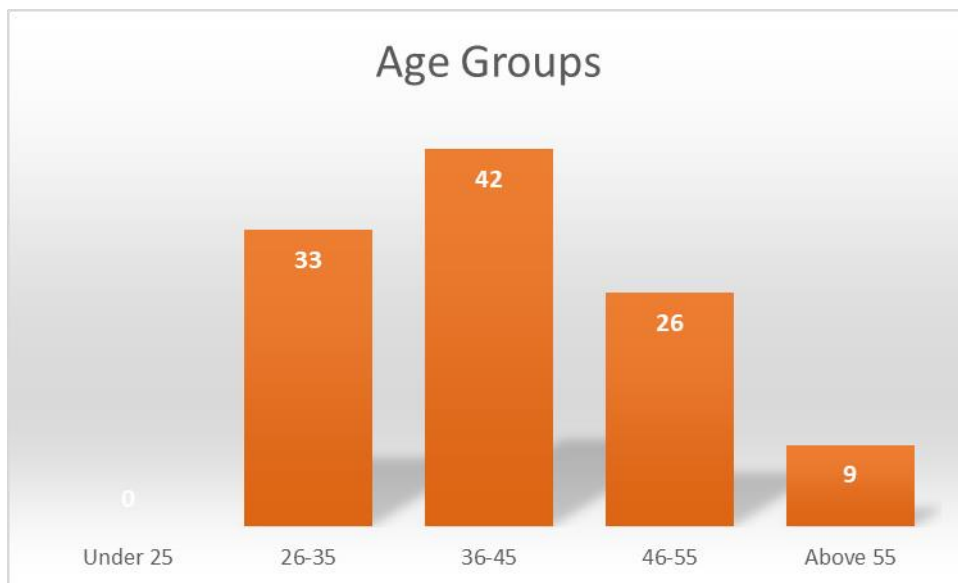


Figure 5-1 Age of respondents

The graph indicates most respondents as between the age group 36-45 years, which recorded a total of 42(38.2%), followed by those between the ages of 26-35 years 33(30%), 46-55 years 26(23.6%), and those above 55 years 9(8.2%), with no respondents younger than 25 resulting in (N110). The Department has a higher number of middle-aged employees but no representation of those under 25. The above could be

due to the Department's difficulty in attracting the younger generation or the younger generation's underrepresentation in established professional categories.

Suppose most South Africans begin school at the age of 7, complete matric at 18 and complete diplomas or degrees by 22 or 21. In that case, they must apply for internships to qualify as professionals or skilled technicians. The viable explanation for the lack of under 25 years is that an employee must complete tertiary education, either a degree or a diploma, and go for an internship to be a professional or a skilled technician (DPSA, 2002).

The study further compared the age groups mentioned above. The first comparison was between the younger generation versus the older generation. With the age gap between them, the study explored if there are any differences regarding whether they are satisfied with their careers or not and what challenges are faced across these two groups. The other comparison was between middle-aged generations, and the study wanted to understand the view of those leaving their youth versus those nearing retirement. Regarding the younger generation versus the older generation, the following hypothesis is tested, and the results are illustrated in the following table.

H₀: There is no statistically significant difference in perceptions regarding career satisfaction between 26-35 years respondents and the above 55 respondents.

H₁: There is a statistically significant difference in perceptions regarding career satisfaction between 26-35 years respondents and the above 55 respondent.

Table 5-5 Comparison of career satisfaction in Age Groups

Age Group	Median	Mean Rank	Statistic	p-value
26-35 years	36	23.06	97.000	0.113
Above 55 years	33	15.78		

NB: Mann Whitney U Test

P-value (0.05)

In the age group category, the 26-35 years respondents (N=33) have a larger mean rank of (23.06) than the above 55 years age group (N=9) with mean rank (15.78) and thus tend to take larger values. An insignificant difference was found ($U= 97.000$, $p\text{-value } 0.113$) in career satisfaction between the age groups above. Since there is no statistically significant difference, the study fails to reject the H_0 . The results indicate that the 26-35 years age group are more satisfied with their careers than the above 55, even if the difference is insignificant. The above confirm Super's career development theory which stipulates that the above 55 years is on decline and requires robust motivation measures (see reference in section 2.7.2.1).

Regarding the middle-aged generation, the following hypotheses were tested and the results are illustrated in the following table.

H_0 : There is no statistically significant difference in perceptions regarding career satisfaction between 36-45 years respondents and 46-55 years respondents.

H_1 : There is a statistically significant difference in perceptions regarding career satisfaction between 36-45 years respondents and 46-55 years respondents.

Table 5-6 Comparison of career satisfaction in Age Groups

Age Group	Median	Mean Rank	Statistic	p-value
36-45 years	34	38.51	728.500	0.033
46-55 years	30	28.02		

NB: Mann Whitney U Test

P-value (0.05)

Regarding age groups above, the Mann Whitney U Test revealed that the 36-45 years respondents (N=42) have a larger mean rank of (38.51) than the 46-55 years respondents (N=26) with a mean rank of (28.02). A statistically significant difference was found ($U= 728.5000$, $p\text{-value}= 0.033$) in career satisfaction between the mentioned age groups. The study rejects the H_0 . The results indicate that the age group 36-45 is more satisfied in their careers than the age group 46-55 years, a difference that is statistically significant.

Hence the 46-55 years respondents require robust motivation measures to stay in the departments. These results confirm Super's theory which stipulates that the 36-45 age group is the establishment stage where career stability is a priority (*see reference in section 2.7.2.1*).

In addition, comparisons were conducted regarding career development challenges for the same age groups, and the following hypotheses were formulated for Age groups one and two.

H₀: There is no statistically significant difference in perceptions regarding career development challenges in Age groups 1 and 2.

H₁: There is a statistically significant difference in perceptions regarding career development challenges in Age groups 1 and 2.

The hypotheses above were tested using the Mann Whitney U Test and the results are presented in the following table.

Table 5-7 Comparisons of career development challenges in Age Groups

	Age Groups	Median	Mean Rank	Statistic	p-value
Group 1	26-35 years	32	23.64	78.000	0.030
	Above 55 years	27	13.67		
Group 2	36-45 years	29	35.93	486.000	0.447
	46-55 years	29	32.19		

NB: Mann Whitney U Test. P-value (0.05)

The results above show that in Age group 1, the 26-35 years respondents (N=33) have a larger mean rank (23.64) than the above 55 years respondents (N=9) with a mean rank of (13.67) and thus tend to take larger values. A statistically significant difference was found (U= 78.000, p-value = 0.03) concerning career development challenges experienced by respondents. Hence, the study rejects the H₀. The results indicate that the 26-35 years age group experience more challenges pertaining to career development

than the above 55 years age group, a difference that is statistically significant. These results confirm why there is too much job hopping in departments and it can be assumed that the lack of career development opportunities lead to employees hastily moving from one post to the next.

Whereas Age group 2 tests revealed that the Age group 36-45 respondents (N=42) has a larger mean rank (35.93) than the 46-55 years respondents (N=26) with a mean rank of (32.19) and hence tend to take larger values. An insignificant difference was found ($U=486.000$, $p\text{-value}=0.447$) concerning career development challenges experienced by respondents. In this case, the study failed to reject the H_0 . The results indicate that the Age group 36-45 experience more career development challenges than the 46-55 age groups. The mentioned age group is regarded by Super as stable and willing to build their careers in the departments but are not accorded the opportunity to do so.

The assumptions gathered above are that the 26-35 years, and the above 55 are enthusiastic about their careers. They look forward to going to work, such that they choose careers in NWPDCOGTAHS. However, they experience different challenges. The primary difference emanates from the perception that the younger generation is still growing, and young people have expectations concerning developing their careers. They are trying to build their careers within the Public Service, but they keep experiencing challenges that hinder the realisation of those expectations. However, Super's theory explains this difference in Chapter 2 by stating that the exploration stage begins with young employees, and keeping such employees is challenging. This stage requires robust mentoring and coaching mechanisms to retain the unconventional employees in the organisation (Nokhwali-Mboyi, 2018:54) (*see reference in section 2.7.2*). Apart from age groups, the following section explores the respondents' level of education.

5.4.1.4 Level of education

In the context of the level of education, seven categories range from matric as the lowest level and PhD as the highest level, as presented in the following graph compiled by the researcher.

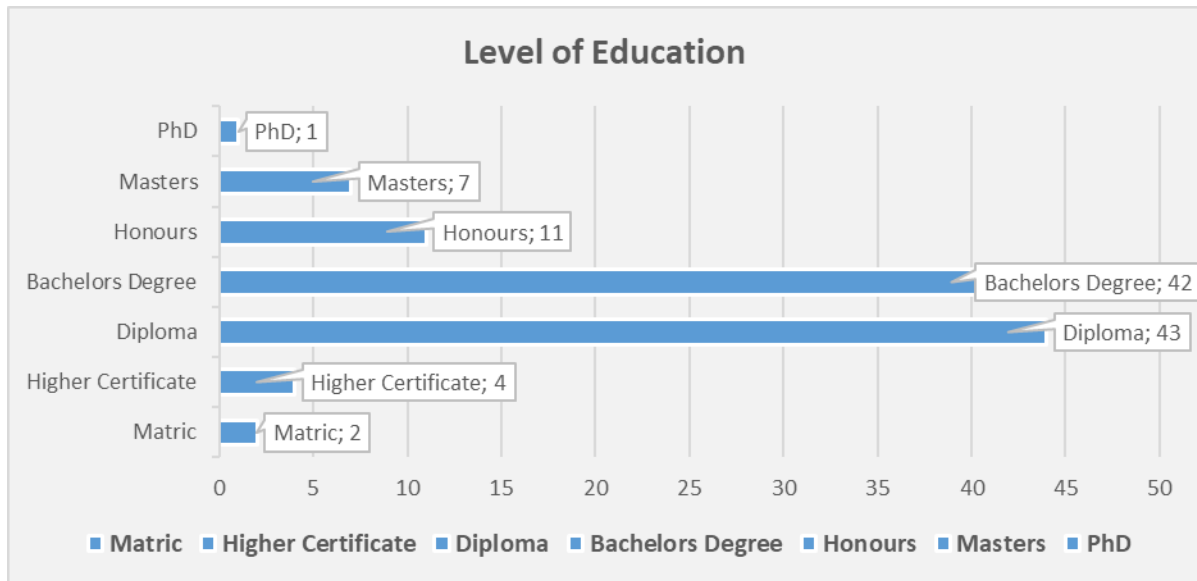


Figure 5-2 Level of education

The diagram above reveals that the sample consists of 2 (1.8%) matric, 4 (3.6%) higher certificate, 43(39.1%) diploma, 42(38.2%) bachelor's degree, 11(10%) honours, 7(6.4%) masters and 1 (0.9%) PhD holder (N=110) total respondents altogether. More respondents (42 and 43%) hold either a diploma or bachelor's degree. The study anticipates the results, considering that the COREs define professionals as occupations requiring a high level of professional knowledge and expertise in a particular field. Under professionals, the fourth ISCO skill level comprises the education level that begins at 17 or 18 and lasts approximately three, four, or more years, resulting in a university degree or a postgraduate diploma or an equivalent qualification (Republic of South Africa, 1999:19). Therefore, technicians and associate professionals must possess technical skills and experience in a certain field. Likewise, most occupations in this group require skills at the ISCO's third or fourth level. Contenders for this post must possess either a university diploma or a bachelor's degree. The study further assessed comparison to identify if there exist differences in career satisfaction and career development challenges across levels of education. The following hypotheses were formulated to assess the problem above.

H₀: There is no statistically significance difference in career satisfaction across different levels of education.

H₁: There is a statistically significant difference in career satisfaction across different levels of education.

The study used the Kruskal Wallis Test to evaluate the differences across the level of education and the results are tabulated in the following table.

Table 5-8 Comparison of career satisfaction in level of education

Level of education	Median	Mean Rank	Statistic	p-value
Matric	24.5	8.50		
Higher Certificate	34	58.38		
Diploma	33	50.30		
Bachelors	34	60.88	11.761	0.068
Honours	31	46.73		
Masters	38	75.14		
PhD	39	94.50		

NB: Kruskal Wallis Test: P-value: 0.05

The test revealed there is insignificant difference ($H(6) = 11.761, p = 0.68$) in career satisfaction across seven levels of education with a mean rank career satisfaction score of: Matric (8.50), Higher Certificate (58.38), Diploma (50.30), Bachelor's Degree (60.88), Honours (46.73), Masters (75.14) and PhD (94.50). The results indicate that the PhD holder is more satisfied in working for the NWPDCOGTAHS than other levels of education and the matric is demotivated and lack career satisfaction even if the difference is insignificant. The following hypotheses were formulated to assess the difference in challenges across levels of education.

H₀: There is no statistically significance difference in career development challenges experienced across different levels of education.

H₁: There is a statistically significant difference in career development challenges experienced across different levels of education.

Table 5-9 Comparison of career development challenges in level of education

Level of education	Median	Mean Rank	Statis tic	p-value
Matric	27	34.50		
Higher Certificate	29.5	54.50		
Diploma	29	53.76		
Bachelors	30	55.43	6.013	0.422
Honours	28	49.27		
Masters	32	79.33		
PhD	32	77.00		

NB: Kruskal Wallis Test: P-value: 0.05

The test revealed there is insignificant difference ($H(6) = 6.013, p = 0.422$) in career development challenges experienced across seven levels of education. With a mean rank career development challenges score of: Matric (34.50), Higher Certificate (54.50), Diploma (53.76), Bachelor's Degree (55.43), Honours (49.27), Masters (79.33) and PhD (77.00). The results indicate that respondents with masters experience more challenges with regards to career development than other respondents. Both departments are not offering career development opportunities for these specialised skilled employees. Section 1.1 states that such specialised skilled employees operate at the self-

actualisation stage, in which robust career development opportunities are essential (Republic of South Africa, 2016a:16). Hence the NWPDCOGTAHS must pay adequate attention to the above if the departments want to retain them. The following section discusses the profession of respondents.

5.4.1.5 Profession of respondents

The target population for this study are skilled technicians and professionals. Therefore, other categories such as administrative professionals, specialists, middle management, and senior management are subcategories of either skilled technicians or professionals.

Interpreting data were challenging because some respondents filled in more than one occupational category. For example, some respondents filled in both middle management and professional, which is understandable given that section 5.7.2.4 of the COREs states that professionals also include management at junior, middle, and senior levels (Republic of South Africa, 1999). In such cases, the study chose middle management over professional to understand how some middle management level professionals viewed career management issues from a management perspective. Concerning technicians, the researcher encountered the same difficulty, as some respondents mentioned both technicians and specialists, and where a respondent chose both categories, the researcher chose specialists for data presentation.

In addition, chapter one states that the target populations are professionals and technicians. The study included the administrative category because the study discovered that according to the Statistics South Africa Occupational List of 2001, there are administrative associate professionals in the public sector, implying these professionals must be included in the study (*see reference in section 1.2*). A comparison was made between the administrative category and the level of education. Most administrative professionals held a diploma or had tremendous experience in the post, indicating that they possessed the fourth ISCO skill level, defined by the COREs document as education that begins at the age of 17 or 18 and lasts three, four, or more years. Due to the reasons above, this study includes administrative professionals, and the results are presented in the following table.

Table 5-10 Frequency distribution of professions

Professions	Frequency	Per cent
Administrative	13	11.8%
Technicians	19	17.3%
Professionals	39	35.5%
Specialist	9	8.2%
Middle Management	24	21.8%
Senior Management	6	5.5%
Total	110	100%

The table above shows that the sample included 13 (11.8%) administrative professionals, 19 (17.3%) technicians, 39 (35.5%) professionals, 9(8.2%) specialists, 24(21.8%) middle managers and 6 (5.5%) senior managers (N110).

The study formulated the following hypothesis and employed the Kruskal Wallis Test to evaluate the differences across the professions concerning career satisfaction and career development challenges experienced as elaborated in the following diagrams.

H₀: There is no statistically significance difference in career satisfaction across different levels of professions.

H₁: There is a statistically significance difference in career satisfaction across different levels of professions.

Table 5-11 Comparison of career satisfaction in professions

Professions	Median	Mean Rank	Statistic	p-value
Administrative	29	38.85		
Technicians	34	64.16		
Professionals	33	49.24		

Specialist	34	61.89		
Middle Management	34	65.02	9.011	0.109
Senior Management	33	57.17		

NB: Kruskal Wallis Test: P-value: 0.05

The test revealed there is insignificant difference ($H(5) = 9.011, p = 0.109$) in career satisfaction across six levels of professions with a mean rank career satisfaction score of: Administrative Professionals (38.85), Technicians (64.16), Professionals (49.24), Specialists (61.89), Middle Management (65.02) and Senior Management (57.17). The study failed to reject the H_0 . The results indicate that middle management respondents are satisfied with their careers whilst the administrative professionals are not even if the difference is insignificant, which explains why there is too much job hopping by administrative professionals (see reference in section 1.2). These results confirm findings in chapter two which state that when career management is used as a will-to-power, not will-to-meaning, there is an increase in employees' job-hopping from one position to the next to ascend the career path and get placed in leadership positions faster (see reference in section 2.6.1.1.3).

Pertaining to career development challenges, the following hypotheses were formulated and the table below presents the results.

H_0 : There is no statistically significance difference in career development challenges experienced across different levels of profession.

H_1 : There is a statistically significance difference in career development challenges experienced across different levels of profession.

Table 5-12 Comparison of challenges in professions

Professions	Median	Mean Rank	Statistic	p-value
Administrative	29	56.92		
Technicians	34	56.66		
Professionals	33	54.05		
Specialist	34	48.56	4.336	0.502
Middle Management	34	63.60		
Senior Management	33	36.17		

NB: Kruskal Wallis Test: P-value: 0.05

The test revealed there is insignificant difference ($H(5) = 4.336, p = 0.502$) in career development challenges experienced across six levels of professions with a mean rank challenges score of Administrative Professionals (56.92), Technicians (56.66), Professionals (54.05), Specialists (48.56), Middle Management (63.60), and Senior Management (36.17). The study failed to reject the H_0 . The results indicate that senior managers experience the least career development challenges whereas the middle management respondents experienced the most career development challenges. Middle managers experience challenges because their goal is to move a notch higher. The above is essential to most employees as it was explained in chapter 2 that employees view career development as hierarchically moving from one position to the next, and the higher up the ladder means speaking for the divine right (see reference in section 2.4.1.1.1). Middle management want senior management positions because of the prestige which comes with the post “speaking for the divine right”. Whereas senior managers view themselves as superior because they speak for the divine right.

The following section analyses the years of service in the current position and the years of service in the previous position.

5.4.1.6 Years of service: current and previous

This section discusses years of service from current and previous positions to understand the employee movement in the Department. The following table presents information on the current position.

Table 5-13 Years of service current position

Current Position	Frequency	Per cent
Less than 5 years	32	29.1%
6-10 years	47	42.7%
11-15 years	24	21.8%
16-20 years	4	3.6%
21-25 years	3	2.7%

The table above shows that the sample included 32(29.1%) less than five years, 47(42.7%) 6-10 years, 24(21.8%) 11-15 years, 4(3.6%) 16-20 years, 3(2.7%) 21-25 years (N110). The study used the Kruskal Wallis Test to evaluate the differences across the years of service in the current position mentioned above for career satisfaction and challenges experienced in career development as further explored below.

H₀: There is no statistically significance difference in career satisfaction across years of service in the current position.

H₁: There is a statistically significance difference in career satisfaction across years of service in current position.

Table 5-14 Comparisons of career Satisfaction in current positions

Current position	Median	Mean Rank	Statistic	p-value
Less than 5 years	35.5	66.48	6.864	0.143
6-10 years	33	51.73		
11-15 years	33	51.15		
16-20 years	34	57.13		
21-25 years	26	30.00		

NB: Kruskal Wallis Test: P-value: 0.05

The test revealed there is insignificant difference ($H(4) = 6.864$, $p = 0.143$) in career satisfaction across five levels of years of service in current position with a mean rank career satisfaction score of: less than 5 years (66.48), 6-10 years (51.73), 11-15 years (51.15), 16-20 years (57.13) and 21-25 years (30). Hence the study failed to reject the null hypothesis. The results indicate that respondents who have been in the same position for 21-25 years are not satisfied with their careers. These respondents reveal a lack motivation which will in turn affect their performance because lack of career satisfaction signals boredom and frustration (see reference in chapter 2). The NWPDCOGTAHS must improve on motivation initiatives to enhance performance for these respondents.

With regards to career development challenges experienced, the following hypothesis was formulated, and results are presented in the following table.

H₀: There is no statistically significance difference in career development challenges experienced across years of service in the current position.

H₁: There is a statistically significance difference in career development challenges experienced across years of service in the current position.

Table 5-15 Comparisons of challenges in current positions

Current Position	Median	Mean Rank	Statistic	p-value
Less than 5 years	30	61.95	6.912	0.141
6-10 years	30	59.28		
11-15 years	28.5	41.67		
16-20 years	28.5	47.00		
21-25 years	28	49.50		

NB: Kruskal Wallis Test: P-value: 0.05

The test revealed there is insignificant difference ($H(4) = 6.912, p = 0.141$) in career development challenges across five levels of years of service in current position with a mean rank challenges score of: less than 5 years (61.95), 6-10 years (59.28), 11-15 years (41.67), 16-20 years (47) and 21-25 years (49.50). These ranks indicate that respondents who have been in the current position for less than 5 years are already facing career development challenges and eager to move to the next position even if the difference is insignificant. The results reveal hasty movement of employees in the NWPDCOGTAHS and a dire need for structured probation periods (*see reference in chapter 4*). It is evident that employees are attracted to leadership roles (*see reference in section 5.4.1.5*). In that regard, employees dare to risk becoming executives, managers, directors or analysts without adequate intellectual and professional grooming or undergoing proper cognitive development (McLaren, 2006; Covell, 2016b:63-64). There is too much job-hopping from one position to the next without employees being proficient and employable, which is the case in the NWPDCOGTAHS (*see reference in section 1.2*). There is no doubt that the Department requires structured probation periods.

Besides statistics of the current position mentioned above, the following table presents information on years of service in the previous position.

Table 5-16 Years of service in the previous position

Previous Position	Frequency	Percent
Less than 5 years	44	40%
6-10 years	44	40%
11-15 years	10	9%
16-20 years	3	2.7%
Missing	9	8.1%

The table above shows that the sample included 44(40%) less than five years, 44 (40%) 6-10 years, 10 (9%) 11-15 years, 3(2.7%) 16-20 years, 9(8.1%) missing (N110). The study used the Kruskal Wallis Test to evaluate the differences across the years of service in the previous position mentioned above for career satisfaction and challenges experienced in career development and the results are presented in the following tables.

H₀: There is no statistically significance difference in career satisfaction across years of service in the previous position.

H₁: There is a statistically significance difference in career satisfaction across years of service in the previous position.

Table 5-17 Comparisons of career satisfaction in previous positions

Previous Position	Median	Mean Rank	Statistic	p-value
Less than 5 years	33.5	51.23	0.855	0.836
6-10 years	33	52.50		
11-15 years	33	43.10		
16-20 years	35	52.00		

NB: Kruskal Wallis Test: P-value: 0.05

The test revealed there is insignificant difference ($H(3) = 0.855, p = 0.836$) in career satisfaction across four levels of years of service in the previous position with a mean rank career satisfaction score of: less than 5 years (51.23), 6-10 years (52.50), 11-15 years (43.10), 16-20 years (52). The study failed to reject the null hypothesis. Respondents who were in the previous position for 11-15 years are not satisfied with their careers and might not want to stay in the current position for that long. These results confirm that South Africans adopt the future time orientation like westerners. Westerners prioritise efficiency, effectiveness, and meeting deadlines for assigned tasks (see *reference in section 4.3.5*). Hence prolonged movement from one position to the next is the leading cause of boredom, frustration and poor performance, which in turn lead to employee turnover especially with regards to scarce skilled employees.

The following hypothesis was formulated to evaluate career development challenges experienced across the years of service in the previous position.

H₀: There is no statistically significance difference in career development challenges experienced across years of service in the previous position.

H₁: There is a statistically significance difference in career development challenges experienced across years of service in the previous position.

Table 5-18 Comparisons of challenges in the previous position

Previous Position	Median	Mean Rank	Statistic	p-value
Less than 5 years	30	57.52	7.797	0.05
6-10 years	28.5	46.53		
11-15 years	27	35.35		
16-20 years	35	73.00		

NB: Kruskal Wallis Test. P-value: 0.05

The test revealed there is a statistically significant difference ($H(3) = 7.797, p = 0.05$) in career development challenges across four levels of years of service in previous position with the mean rank challenge score is: less than 5 years (57.52), 6-10 years (46.53), 11-15 years (35.35), 16-20 years (73.00). However, post-hoc Mann Whitney was used in comparing pairs of groups to identify the exact groups that differ. These results are presented in the following table.

Table 5-19 Comparison of challenges between less than 5 years and 11-15 years

Previous Position	Median	Mean Rank	Statistic	p-value
Less than 5 years	34	29.70	123.000	0.030
11-15 years	33	17.80		

NB: Mann Whitney U Test

P-value (0.05)

The test revealed that under the previous position category, respondents who have been in the previous position for less than 5 years have a larger mean rank (29.70) that respondents who were in the previous position for 11-15 years with a mean rank of (17.80) and thus tend to take larger values. A significant difference was found ($U = 123.000, p\text{-value} = 0.03$) in career development challenges experienced in the previous positions. The study rejects the null hypothesis above. The results indicate that respondents who have been in the previous position for less than 5 years experienced more career development challenges than respondents who have been in the previous position for 11-15 years, a difference that is statistically significant. These results further cement the need for structured probation periods to prevent job hopping.

The demographic analysis section focused on the descriptive analysis and comparisons of the Department's demographic data. As illustrated in most diagrams above, data was

presented by frequencies and percentages and also nonparametric instruments. However, the study gathered that these areas required further attention:

- The difference in career development challenges on gender.
- The difference in career satisfaction of middle-aged employees.
- Differences in career development challenges of the young generation vs old generation.
- Differences in career development challenges of years of service in the previous position.

Comparisons illustrate that career management is not a one size fits all strategy, but the practice requires planning according to the Department's demographics. Thus, proper HR planning is mandatory regarding various age groups and gender (*see reference in section 2.6.1.2.1*). The following section discusses quantitative data analysis analysed from open-ended questions.

5.4.2 DATA ANALYSIS OF OPEN ENDED QUESTIONS

This section asked open-ended questions on:

- career aspirations;
- challenges and interruptions experienced in career development; and
- how employees viewed their careers.

The study coded the responses, and all similar codes were merged to make it easier for the data to be visually presented.

5.4.2.1 Career aspirations

In this section, respondents were asked about their career aspirations, and the results are presented in the following graph compiled by the researcher.

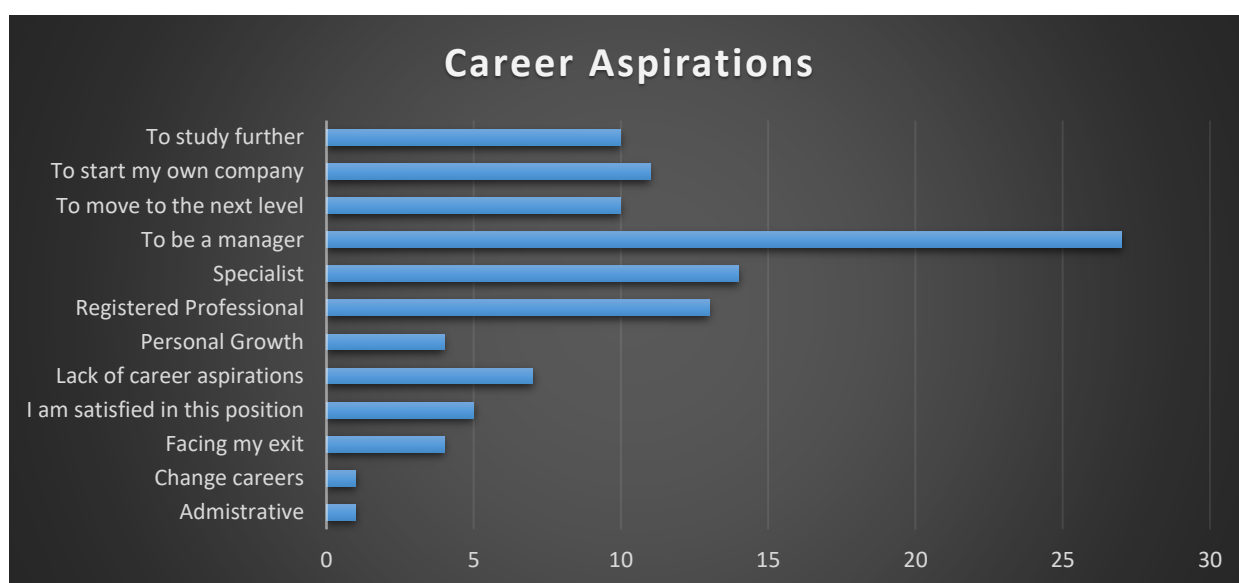


Figure 5-3 Career aspirations

The graph above reveals that most respondents want to become managers. For such employees, it means that vertical movement of employees from the bottom to the top is of utmost importance, and most are likely to seek promotional posts to realise the goal. Therefore, if that is the case, opportunities for career development must be readily available since a lack of opportunities signify job-hopping from one position to the next or, worse still, leaving the Department. Chapter 2 states that job hoppers can commit if there is a clear plan for career growth and personal development (Kelly, 2016:11).

The demographic section revealed that the young and old generations differ in perspective regarding career development challenges. Super's Theory revealed that the exploration stage was the unstable generation. These findings now correlate with the Department report, which states that high numbers of officials aged 20 to 34 are job-hopping (NWPDHS, 2020). The officials mentioned above want to develop their careers, and if those opportunities are lacking, officials seek better promotional work opportunities outside the Department (North West Department of Local Government and Human Settlements, 2016:35).

The second highest response was employees becoming specialists. Among other responses, some respondents wanted to be Housing specialists, Senior Developer analysts, Research Specialist and Senior Supply Chain specialists. Such employees are likely to build their careers in the Department if they can achieve the above. Becoming a

specialist means growing in that specific career field and providing an area of speciality that benefits the Department. Chapter 4 states a relationship between employability, competency development and career success (De Vos *et al.*, 2011). An individual employee's employability is achieved and strengthened by acquiring the competencies valued by the employees, and it embodies an individual's career potential (Hedge & Rineer, 2017:6).

Most engineers and architects stated that registering with engineer bodies is of utmost importance. Among other responses, registering as professional engineering technicians with SACPCMP to be PR engineers and ECSA is of utmost importance. Registering with certain professional bodies legitimises the profession and assists professionals in demonstrating their sense of belonging to such organisations (Van der Hoorn & Whitty, 2014:26). The danger emanates when the Department fails to realise the importance of such professions registering because employees must be involved in the project from conception to completion. If there are no such practical opportunities, it will be challenging to retain engineers and architects.

Most respondents prioritise starting their own companies and studying further. Some respondents blatantly mentioned that they do not have career aspirations, but most employees in the management positions stated that they are satisfied and have no further career aspirations than the management position they hold. Employees without career aspirations are more likely to wait for the Department to provide such opportunities, and they are more likely to be unemployable. Hence, the Department might experience inbreeding of lazy, non-creative and non-innovative employees.

5.4.2.2 Importance of having a supportive mentor

Mentoring is the bedrock of career development. Chapter 2 revealed that employees with supportive mentors grow tremendously in their careers (*see reference in section 2.6.1.2.7*). The following diagram compiled by the researcher shows responses on the importance of having a supportive mentor in the Department.

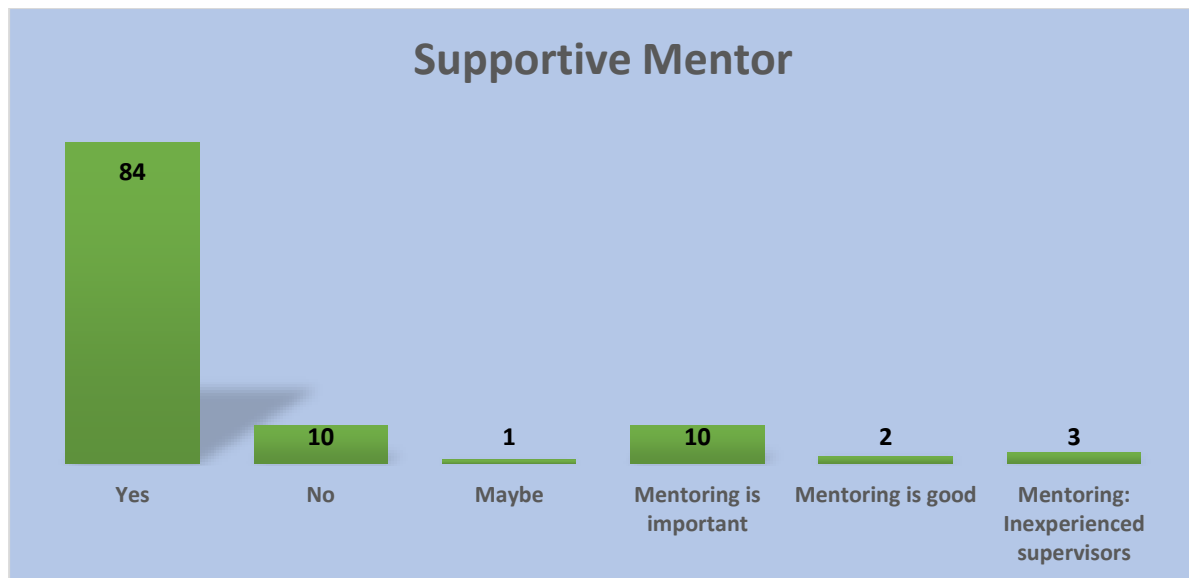


Figure 5-4 Supportive mentor

Most respondents stated they need a supportive mentor to improve their performance and profession. One respondent mentioned that a helpful mentor might help one to set goals and have a clear vision for their career. Employees need mentors with extensive experience in their profession capable of guiding, advising, and assisting them in building their careers. Some respondents mentioned that they are eager to learn and need a mentor to guide them. A respondent exclaimed that if management knew what they were doing, his career would improve, but the problem is that mentoring is a waste of time if supervisors are untrained. Some respondents revealed that mentoring is undervalued, and inexperienced and clueless managers serve as mentors. The Department should mentor because the practice facilitates career-oriented training programmes for the growth and development of the organisation (Ngirande & Masara, 2016:164) (see *reference in section 2.6.1.2.7*).

5.4.2.3 Anticipated career development

The following diagram compiled by the researcher recorded and presented employees' responses on anticipated career development.

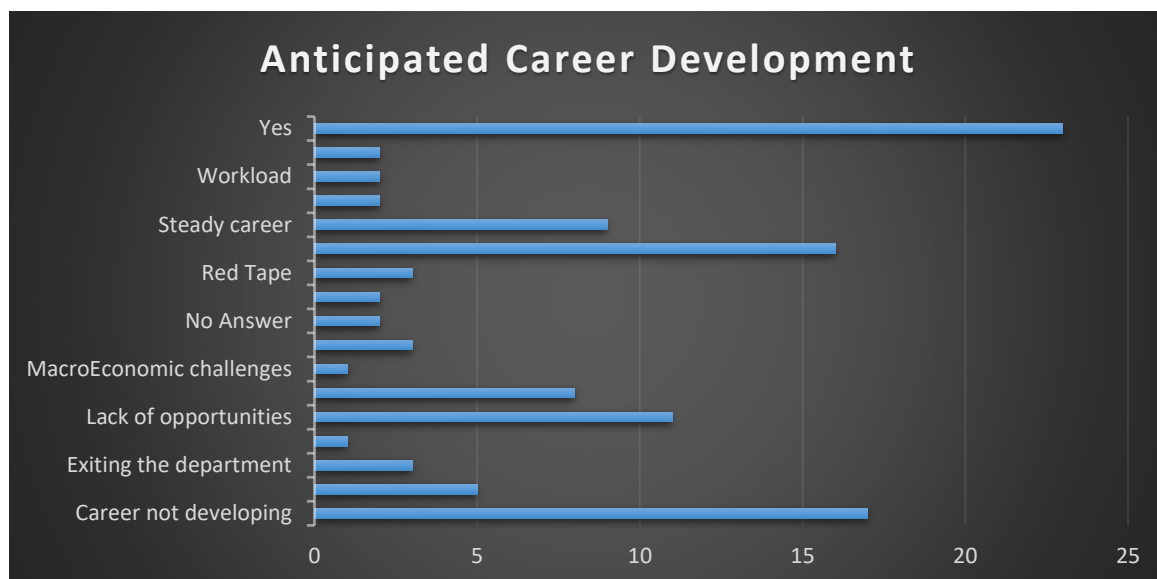


Figure 5-5 Anticipated career development

Some respondents stated that their careers were progressing as expected. However, when examining their professions, most of those comments came from middle or senior management. The above aligns with the data on career aspirations, where most respondents stated that their top career goal was to become a manager (*see reference in section 5.4.2.1*). On the bright side, some respondents said they were not in a rush and that their career was progressing at a steady pace they liked. Some respondents stated that their careers were stagnant without explaining why. Those who offered explanations revealed that their careers were stagnant due to:

- Lack of career growth opportunities within the Department. For example, one respondent indicated that the provincial government does not promote professional growth.
- Public servants in technical services mainly focus on project management, not experiential. Most technical service employees are not utilising their expertise or are not directly involved in the design of projects because that is the responsibility of developers. The above is a challenge because one respondent says,

"As an engineer in government, I believe the best part will be to be part of designing the projects for more exposure."

- Lack of management positions, particularly at the senior level, is a significant factor for career stagnation. The findings complemented respondents who said their careers were stagnant due to a lack of advancement opportunities.
- Professional advancement is slow and stressful because there are no opportunities outside of government due to the flooded job market.
- Lack of recognition and appreciation from management. In addition, there is a lack of recognition of women in senior positions.
- Lack of workshops to attend and being in the same position for many years were notable challenges.
- Lack of merit in the appointment phase, especially regarding promotions. The notable cause of the above is too much favouritism and nepotism.
- Excess political interference is associated with moving from a lower to a higher position. For the Public Service to have a professional bureaucracy advocated for in a development state, chapter four revealed the politician's reign and bureaucrats rule, and politicians must not interfere in the running of departments as is happening in the Department (Johnson, 1982:365; Pham, 2012:67) (*see reference in section 4.5.2.1*).

There are also frustrations associated with careers not developing at the expected rate due to notable causes such as excessive workload, red tape, and retirement as the end of someone's career.

5.4.2.4 Interruptions in career development

The question on interruptions in career development is a follow-up question to the previous question to assess whether there are some associated causes in both instances, and the following diagram compiled by the researcher records the responses.

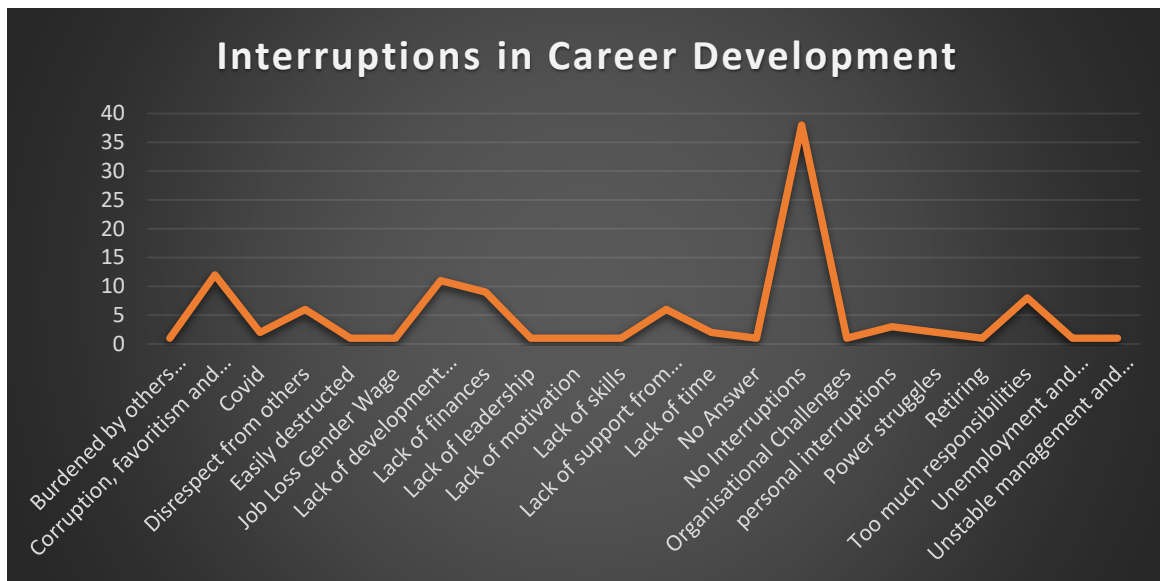


Figure 5-6 Interruptions in career development

The graph reveals that some respondents did not experience career interruptions but did not explain why. For respondents who experienced interruptions, insubordination obligations, career stagnation, corruption, and nepotism were the most cited reasons. Besides the above, Coronavirus disrupted training and practical work in the public sector, resulting in career setbacks. Careers fail because people cannot afford to study. Even though the public sector provides bursaries, some respondents cannot access the funding and cannot support their studies. In addition, the graph reveals notable career development delays stemming from time constraints and personal issues. Responses reveal that co-workers who do not perform their duties plagued employees experiencing time constraints.

Concerning views from the management perspective, hindrances in career development stem from power struggles and subordinate disdain. Even if managers were happy, subordinates' contempt made their jobs difficult. Besides managers, another notable challenge was that aspiring engineers face setbacks in becoming professionals. Several respondents who stated that politics play a significant role in government, citing a lack of leadership support and an unstable administration, reveal the above. The above negatively affect aspiring engineers to become professionals because the ECSA professional registration requires full project involvement to be recognised as a civil engineer, and most politically related projects fail, limiting engineers and technicians to be registered.

5.4.2.5 Measures to address interruptions

The following diagram compiled by the researcher presents results on measures to address career interruption in the Department.

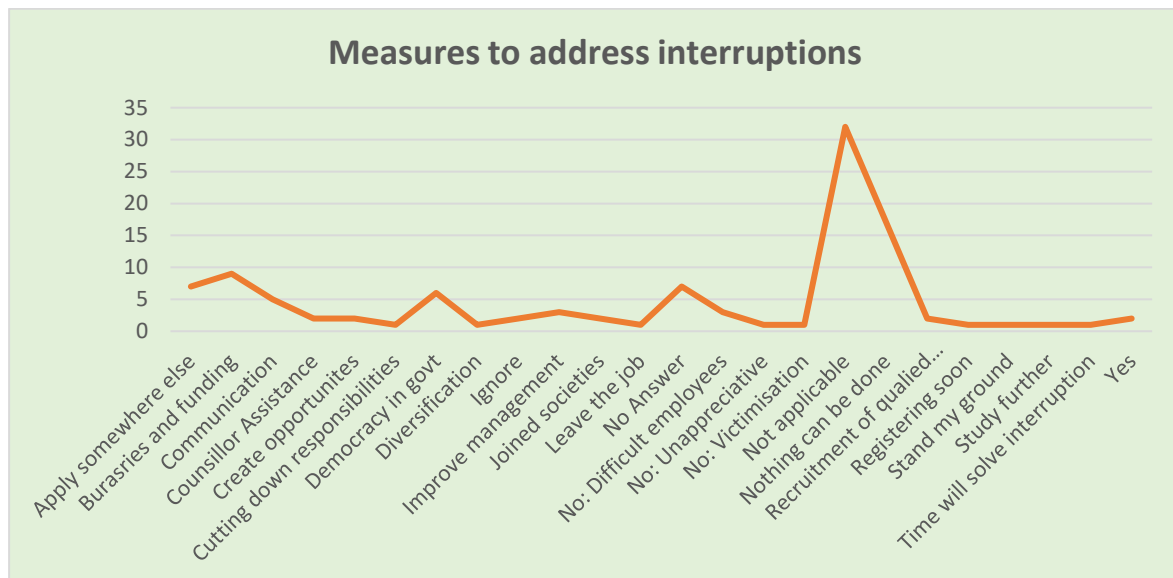


Figure 5-7 Measures to address interruptions

The study divided responses into individual and departmental measures, as presented in the following table.

In the context of individual measures:

- Junior engineers who could not renew their contracts in the Department indicated that the only option was to apply in other departments in the private sector.
- Joining societies, explicitly SAICE that offers part-time modules accredited by ESCA prior registration.
- Starting their own engineering companies.
- Communicating with management concerning employees who are not satisfied with management.
- Labour relations where there are unfair labour practices. Some respondents stated that even if there is democracy to allow employees to submit grievances, it is sometimes meaningless to complain. When employees complain, they are advised to be grateful for what they have as someone else does not have the same

possibilities. In addition, there are instances whereby management victimises employees, which is wrong.

- Some respondents mentioned self-funding their studies. Some respondents described how they earned their bachelor's degrees, PhDs.
- Some respondents attended workshops to learn more about the built environment.
- Several respondents indicate gaining experience from business entities outside the government.

Some respondents feel it is the government's responsibility to bring solutions. Such respondents state that the Department must:

- Provide bursaries and funding.
- Improve management through division of responsibilities.
- Employ more professionals to train upcoming engineers and equip them with necessary resources.
- Minimise political interference to ensure that projects are not affected.

The responses above are further integrated with the responses of measures of career growth below.



Figure 5-8 Measures for career growth

The diagram above explicitly shows that studying, attending training courses, self-development through free online learning classes, engaging with other experienced professionals, and continuous learning were the primary measures recommended by employees in the Department. Some respondents reveal that they took no measures; some collaborated with other engineers to improve their fields.

5.4.2.6 Within and beyond control

These responses were recorded. Respondents were asked which measures were within or beyond their control as illustrated in the following diagrams compiled by the researcher.

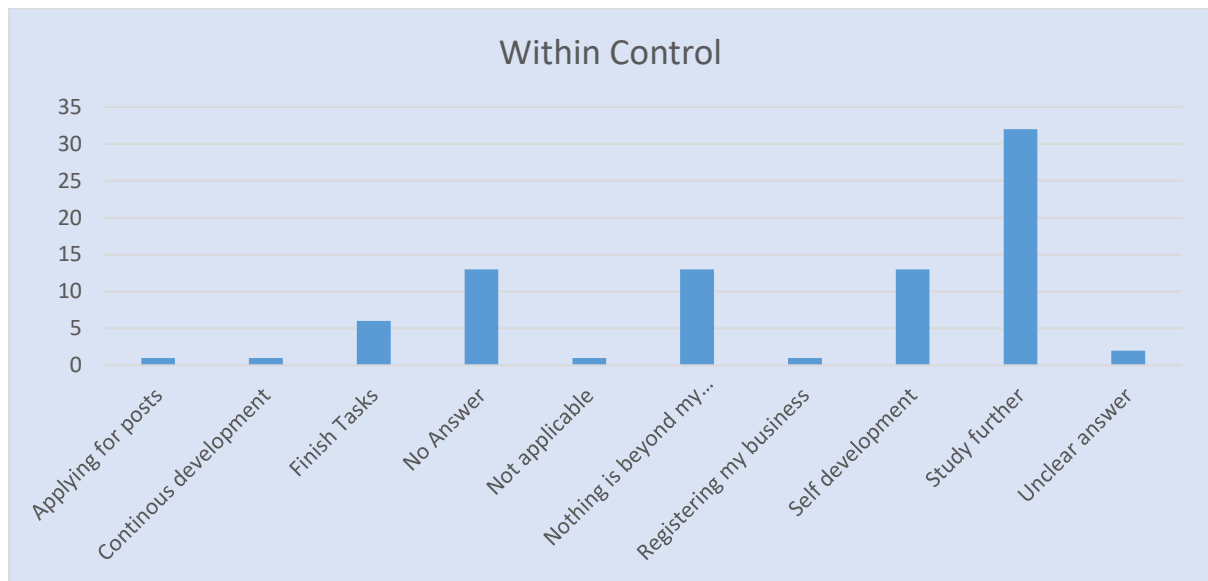


Figure 5-9 Within control

Several respondents skipped this section of the survey. Others stated that everything is within their control and that nothing is beyond their control, implying that the next section on beyond control is unnecessary. However, applying for jobs is one component that respondents have control over, particularly those who did not renew their contract; they maintained comparable replies to applying for jobs in other departments. Several respondents highlighted continuous development, which includes participating in activities that advance their careers, self-improvement and studying further. Several have indicated that they intend to register their firm, indicating that they intend to leave the Department and pursue self-employment. When the study traced respondents, who wished to start their own business, most were engineering and technical professionals (scarce skilled employees), reflecting that the Department still failed to retain them. Further exploration reveals that the frustration does not pertain to low salaries and competitive benefits but denied opportunities to grow within the Public Service, demonstrating that career management is not a critical human resource management practice that assists the Department in achieving organisational goals and objectives.

Beyond control

The following diagram presents responses beyond control.

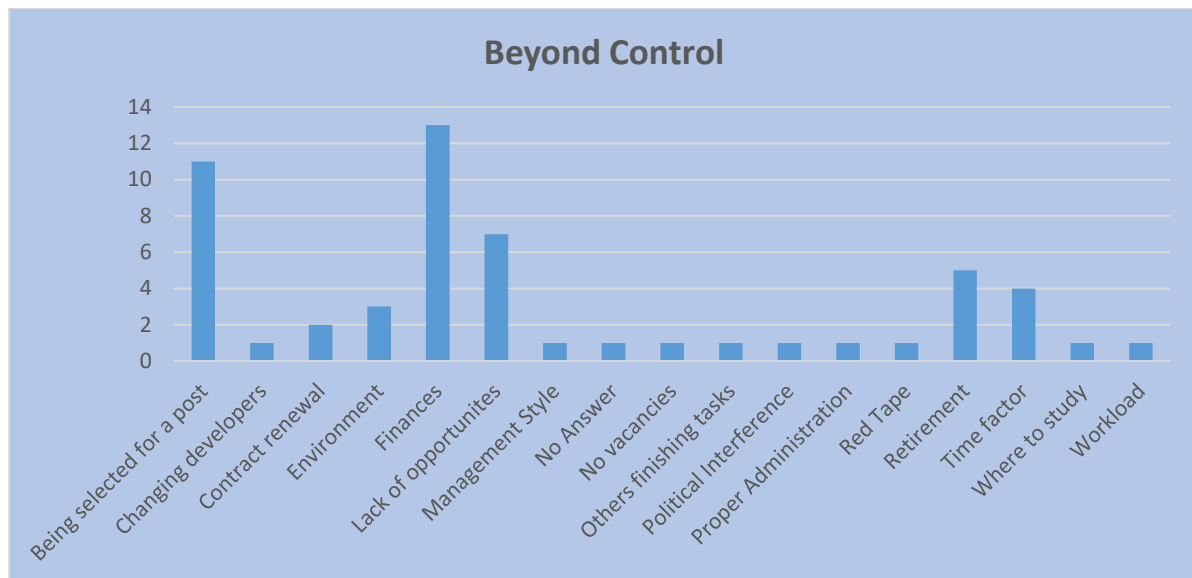


Figure 5-10 Beyond control

Age was included as one of the uncontrollable factors in the preceding diagram, although it was not the primary cause. Older respondents claim that ageing is inevitable, and that they must thus resign from the Department. Respondents indicated that they could participate in their personal growth, but that management determines their promotion to a higher position, leaving them with no control over the situation.

The study simultaneously examined political involvement and developer changes. Some respondents' portfolios are negatively affected by underperforming developers, who the Department cannot replace due to the political nature of such appointments. Finally, COVID-19 was beyond everyone's control; respondents claimed that the situation was beyond their control.

The diagram above also revealed:

- Workload and others carrying out their tasks was a challenge. Specifically, some respondents had no control over other employees' insubordination that frequently has a detrimental effect on their performance and reflects poorly on their portfolio of evidence.

Lack of vacancies and proper administration also appeared to inhibit respondents from controlling career development situations. Proper administration is mainly concerned with respondent-related concerns such as professional registrations. Lack of vacancies is one

difficulty support staff face. Even if they are dissatisfied with their jobs, they must remain with the Department due to a lack of vacancies in the private sector.

5.4.2.7 COVID-19 and existence

The preceding diagram compiled by the researcher presents responses on COVID-19 and its existence.

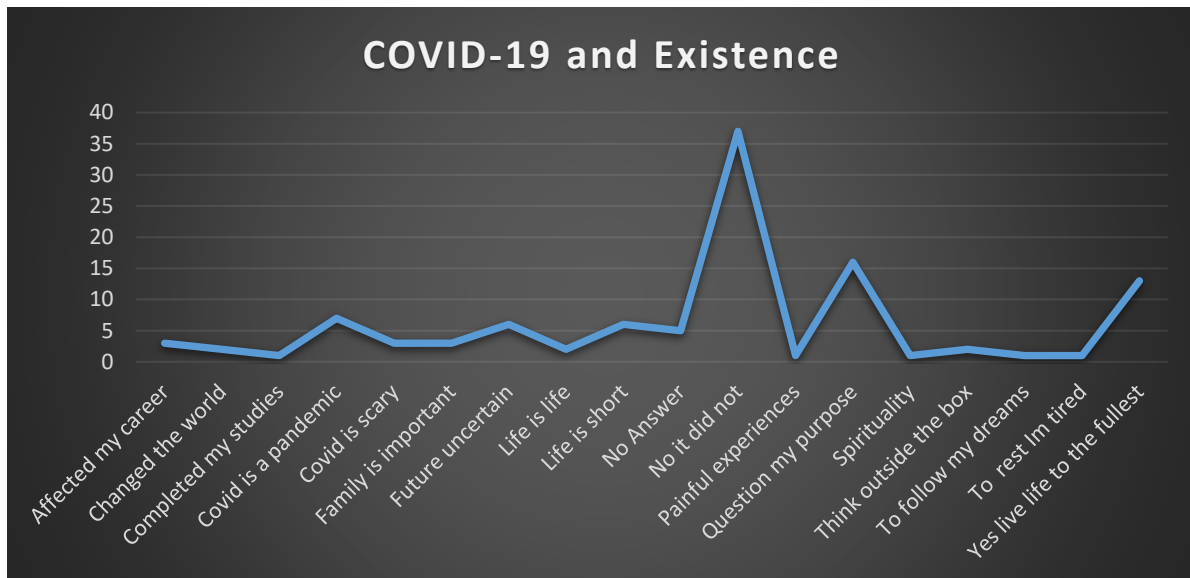


Figure 5-11 COVID-19 and existence

Some respondents asserted that:

- COVID-19 did not affect their lives because they are introverts and fine.
- Due to COVID-19, they could complete their studies during the lockdown.
- They are still living as they did before.
- They take the necessary precautions.

The findings above reveal that respondents are not affected by COVID-19 and contradict with findings in Chapter 2. Chapter 2 states that the main stressors of the COVID-19 pandemic are the sense of insecurity, the threats and risks of contagion, infobesity and uncertainty, financial loss, and job insecurity (Brooks *et al.*, 2020; Xiang *et al.*, 2020; Gao *et al.*, 2020) (see reference in section 2.7.3). So naturally, to avoid these primary threats brought forth by COVID-19, the balance of life for individual employees is tipped towards security.

Some respondents claim that COVID-19 changed the world; the virus is terrifying, and some respondents question their purpose in life. Respondents had to think outside the box, follow their dreams, and appreciate their families. It sparked the realisation that the future is uncertain and life is short, so any decisions must be made now, and people must live life to the fullest, which makes sense given that some respondents mentioned painful experiences of losing loved ones during this pandemic. These respondents need proper mentoring and coaching, especially from experienced managers who can apply cognitive career development theories to assist employees in coping with boundary situations (see reference in section 2.7.3).

5.4.2.8 COVID-19 and job security

The question on COVID-19 was asked in line of understanding if employees' job security was affected, and the responses are recorded below.

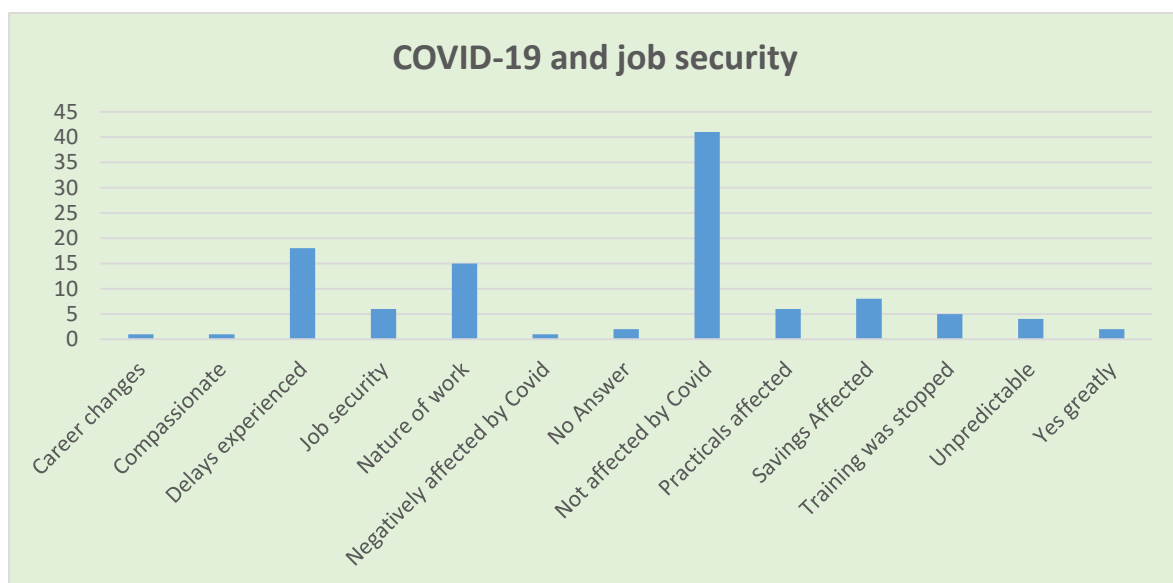


Figure 5-12 COVID-19 and job security

According to the responses above, COVID-19 did not affect the career aspirations of some employees. However, some respondents were affected by COVID-19, particularly concerning their work environment. For example, technicians and engineers working on building projects felt the effects of COVID-19 when the sites were closed and when the constant rise in prices affected developers in purchasing materials, either closing the projects for a while or slowing down projects. The above then reflected negatively on their portfolio to register for professional accreditations. Some respondents stated that COVID-

19 was eroding their financial savings, while others who stated that they wanted to start their businesses as a career aspiration had to put that dream on hold because it was no longer sustainable for them due to the uncertainty of the future. Most respondents in NWPDCOGTA state that COVID-19 ceased training. Concerning job security and career changes, some respondents stated that it is challenging to look for work because the virus affected private companies, making career changes impossible. Regarding the nature of work, all respondents who can work from home were unaffected by COVID-19. Some respondents appreciated COVID-19 because, with the shift systems in place, the working environment ensured flexibility, thus benefiting from the pandemic.

5.4.3 ASSOCIATIONS AND REGRESSION

The SPSS was employed to analyse data and that the quantifiable data included in the tables of this section are mainly SPSS outputs. Questions were categorised under certain variables such as goals and objectives of the Department, career satisfaction, turnover intentions, career goals and aspirations, choosing the appropriate career, challenges of career development in the Department, career development opportunities offered by the Department and the importance of collaboration with other role players. The variables above were tested for association and correlation. Associations play a vital role in discovering the relationship's variables and making future predictions about such relationships. According to Neuman (2014:414), the primary purpose of correlation is to show how much independent or dependent variables co-vary, and the study wanted to discover if such relationships exist.

5.4.3.1 Association and correlation

This study investigated relationships between career satisfaction and motivation, organisational goals and objectives, collaboration, aspirations, challenges, turnover intentions, career choice and the Department. Further, the study explores the predictions through Multiple Regression analysis in the following section. To investigate the association, these hypotheses were formulated:

H₀: This study has no monotonic association between career satisfaction and other independent variables.

H₁: This study has a monotonic association between career satisfaction and other variables. The hypotheses above are proven in the following table.

Table 5-20 Correlation analysis

	CA SAT	MOT	COLL	ORG	ASP	CHAL LE	TURN	CHOIC E	DEPA RT
CAR SAT	1.000								
MOT	.089	1.000							
COLL	.265**	.171	1.000						
ORG	.521**	.104	.198*	1.000					
ASP	.044	-.014	.266**	-.217*	1.000				
CHALL E	.240*	.198*	.243*	.115	.037	1.000			
TURN	-.352**	-.137	-.026	-.134	.215*	-.069	1.000		
CHOIC E	-.451**	-.043	-.014	-.201*	.109	.125	.130	1.000	
DEPAR T	-.261**	.074	-.141	-.198*	-.071	-.020	.153	.193*	1.000

* Mot: Motivation; COLL: collaboration; ORG: organisational goals; ASP: aspirations; CHA: challenges; TURN: turnover; CHOICE: career choices; DEPART: Department

****Correlation is significant at the 0.01 level (2-tailed) *Correlation is significant at the 0.05 level (2-tailed).**

Spearman's correlation test was used to investigate the association between career satisfaction and other independent variables such as motivation, organisational goals and objectives, collaboration, career choices, Department, aspiration, only to mention a few. The correlation between career satisfaction and collaboration was moderately positive and statistically significant ($r=0.265$, p -value less than 0.01). Whereas with the

organisational goals and objectives, the correlation was strongly positive and statistically significant ($r = 0.521$), p -value less than 0.01. Regarding the challenges experienced in the Department, the correlation was moderately positive and statistically significant ($r = 0.240$, p -value less than 0.05). In the context of turnover intentions, the correlations were moderately negative and statistically significant ($r = -0.352$, p -value less than 0.01). Concerning career choices, the correlation was moderately negative and statistically significant ($r = -0.451$, p -value less than 0.01), and the Department providing career development opportunities was moderately negative and statistically significant ($r = -0.261$, p -value less than 0.01). Based on the results above, the H_1 was supported. However, there was no statistical significance between career satisfaction and motivation and aspiration as both variables recorded an alpha value above 0.05, with the former recording 0.360 and the latter recording 0.649. The above significant variables are further regressed in the following section when the study conducts multiple regressions.

The table above revealed meaningful correlations between career satisfaction and other variables. Career management is a multifaceted human resources management practice responsible for achieving organisational goals and objectives through employee motivation, job satisfaction, turnover intentions, personal goals and aspirations, recruiting the right person, performance management, mentoring, and diversity management. Hence, correlations assist the study in making informed recommendations about the findings. Therefore, the importance of correlations must not be undermined since they play a vital role in discovering relationships variables must make future predictions about such relationships.

From the results above, negative relationships were evident regarding turnover intentions and career choices. Regarding career choice, it is possible that if employees choose careers, they are not happy with, the probability is that they will not be satisfied. Such employees are on the verge of turnover, which explains the negative correlation between turnover intention and career satisfaction because when employees are not happy, they leave the organisation. In such instances, the Department must strengthen recruitment and selection strategies and refer to person fit theories to ensure that the personality matches with the environment one works in (*see reference in section 2.7.1*). Positive correlations were recorded regarding collaboration, organisational goals, objectives, and challenges. Concerning collaborations, satisfied, employees can work well with other role

players and will explicitly contribute to organisational goals and objectives. Concerning challenges, fewer challenges regarding career development lead to career satisfaction.

The findings in this section confirm an association between career satisfaction and some variables identified above, but the challenge is that it is still unclear whether the correlations can make meaningful predictions. Making predictions in Public Service and social sciences is important. Schober (2018:1763) states that an association between two variables does not mean there is a causal relationship, even if a causal relationship might inevitably exist. There is no justification only based on the findings of correlation analysis. Hence, there is a need to carry out regression analysis, which is discussed in the following section.

5.4.3.2 Multilinear regression: Career satisfaction

This section investigated the effect of motivation, collaboration, organisational goals and objectives, aspirations, challenges, turnover, career choices, and the Department on career satisfaction. Therefore, the H_0 states that the variables have no significant impact on career satisfaction. However, these hypotheses were set:

H₁: There is a significant impact of motivation on career satisfaction.

H₂: There is a significant impact of collaboration on career satisfaction.

H₃: There is a significant impact of organisational goals and objectives on career satisfaction.

H₄: There is a significant impact of career aspirations of employees on career satisfaction.

H₅: There is a significant impact of challenges of career development on career satisfaction.

H₆: There is a significant impact of turnover on career satisfaction.

H₇: There is a significant impact of career choices on career satisfaction.

H₈: There is a significant impact of the role played by the Department in career satisfaction.

Table 5-21 Model summary

Model	R	R-square	F	Sig.
	0.755	0.570	16.580	0.001

The table above shows that the dependent variable career satisfaction was regressed on predicting motivation, collaboration, organisational goals and objectives, aspirations, challenges, turnover, career choices and the Department. The independent variables above predict career satisfaction, $F(8, 100) = 16.580$, $p < 0.001$, indicating that the abovementioned factors significantly affect career satisfaction. The $R^2 = 0.570$ shows that the model explains 57% of the variance in career satisfaction. The table below reveals the results.

Table 5-22 Multiple regression analysis

Hypothesis	Regression Weights	Beta Coefficient	t value	P-value	Hypothesis supported
H ₁	Mot→CS	-.031	-.406	.686	NO
H ₂	COLL→CS	.054	.477	.635	NO
H ₃	ORG→CS	.929	5.385	.000	YES
H ₄	ASP→CS	.568	2.622	.010	YES
H ₅	CHA→CS	.244	2.964	.004	YES
H ₆	TURN→CS	-.390	-4.076	.000	YES
H ₇	CAREE C→CS	-.685	-5.360	.000	YES
H ₈	DEPART→CS	-.011	-.057	.955	NO
R	0.570				
F(8, 100)	16.580				

Note: * $p < 0.05$: Mot: Motivation; COLL: collaboration; ORG: organisational goals; ASP: aspirations; CHA: challenges; TURN: turnover; CAREE C: career choices; DEPART: Department

The table above illustrates that the significant predictors of career satisfaction include career choice, organisational goals and objectives, turnover intentions, challenges and

aspirations. After analysing the results above, concerning the information above, the estimated Multiple Regression equation becomes:

$$Y = 16.028 + 0.929 H_3 + 0.568 H_4 + 0.244 H_5 + 0.390 H_6 + 0.685 H_7$$

Y represents career satisfaction, H3 represents organisational goals and objectives; H4 represents aspirations, H5 challenges experienced in career development, H6 turnover intentions, and H7 career choices. This equation revealed that independent variables like organisational goals and objectives, aspirations, challenges, turnover, and career choices predict career satisfaction in the Department.

Olorunso (2013:170) states that the best predictor is known by analysing the standardised coefficient as highlighted in the following table:

Table 5-23 Coefficient predictors

Regression Weights	Beta Coefficient	Standardised Coefficients Beta	P-value
ORGANISATIONAL	.929	.385	.000
ASPIRATIONS	.568	.187	.010
CHALLENGES	.244	.206	.004
TURNOVER	-.390	-.285	.000
CAREERCHOICE	-.685	-.389	.000

5.4.3.2.1 Career choice

According to the table above, the highest predictor of career satisfaction is career choice, with -0.389(39%). A negative coefficient suggests that the dependent variable decreases as the independent variable increases. Choosing the right career can cause career satisfaction. Thus, the right career leads to career happiness. Therefore, this prediction aligns with findings in Chapter 2, which states that the right person for the right job has to be recruited to satisfy that employee. When an individual chooses the wrong career, the act leads to unhappiness. Therefore, choosing the wrong career negatively predicts unhappiness and lack of career satisfaction.

5.4.3.2.2 Organisational goals and objectives

The second highest predictor is organisational goals and objectives, recording a positive coefficient value of 0.385 (38.5%). Organisational goals and objectives predict career satisfaction when the employee understands the mission and vision of the organisation and how their contributions to the goals and objectives are valuable. Employees who care about their contributions to the organisational goals, and objectives are more likely to be satisfied because they embark on what is important to them (Van der Hoorn, 2014:8).

5.4.3.2.3 Turnover

The third predictor is turnover intentions, recording a negative coefficient of -0.285 (28.5%). A negative coefficient suggests that the dependent variable decreases as the independent variable increases. As turnover intention increase, career satisfaction decreases. Therefore, this is a predictor highlighting that when employees are not satisfied, they leave, and this is supported by literature in Chapter 2, which states that lack of career success or satisfaction leads to employee turnover in any organisation (see *reference in Chapter 2*).

5.4.3.2.4 Challenges

The fourth predictor is career development challenges, recording a positive coefficient of 0.206 (20.6%). The organisation can predict employees' career satisfaction through challenges like lack of promotion opportunities and lack of attractive career development opportunities. Therefore, paying attention to challenges affecting employees in their careers is a stepping-stone to whether employees are satisfied or not (see *reference in section 5.4.2.4; 5.4.2.5*).

5.4.3.2.5 Aspirations

Aspirations are the fifth predictor with a positive coefficient of 0.187, indicating 18.7%. It has been predicted that aspirations lead to career satisfaction. Although aspirations are individual choices, once a person is faithful to him or herself, there is guaranteed career satisfaction. Therefore, setting goals like becoming a manager and becoming a specialist (see *reference in section 5.4.2.1*) and achieving those goals leads to career satisfaction. Henceforth, the Department must pay attention to interruptions mentioned by employees

to save their scarce skilled employees. This section discussed quantitative data collected by questionnaires. The following section analyses qualitative data.

5.5 QUALITATIVE DATA ANALYSIS

Qualitative data was conducted through semi-structured interviews. The researcher interviewed line managers that manage day-to-day human resource management strategies, senior managers that are the Department's strategic drivers and human resource practitioners responsible for ensuring that career management contributes to the goals and objectives of an organisation. Therefore, all interviewees were purposively selected because they significantly contribute to developing an integrated career management model for the Public Service. The following section presents a biographical analysis of participants to reinforce that the role players above possess the necessary knowledge for this study

5.5.1 Biographical presentation of participants

The NWPDCOGTAHS is split into NWPDCOGTA and NWPDHS. There are several directorates under the two departments, which include Administration, Housing Development, Cooperative Services, Local governance, housing needs, planning and technical services, Traditional affairs, and Financial management services, as shown in the diagram below (NWPDHS, 2020:18; NWDCGTA, 2020:14).

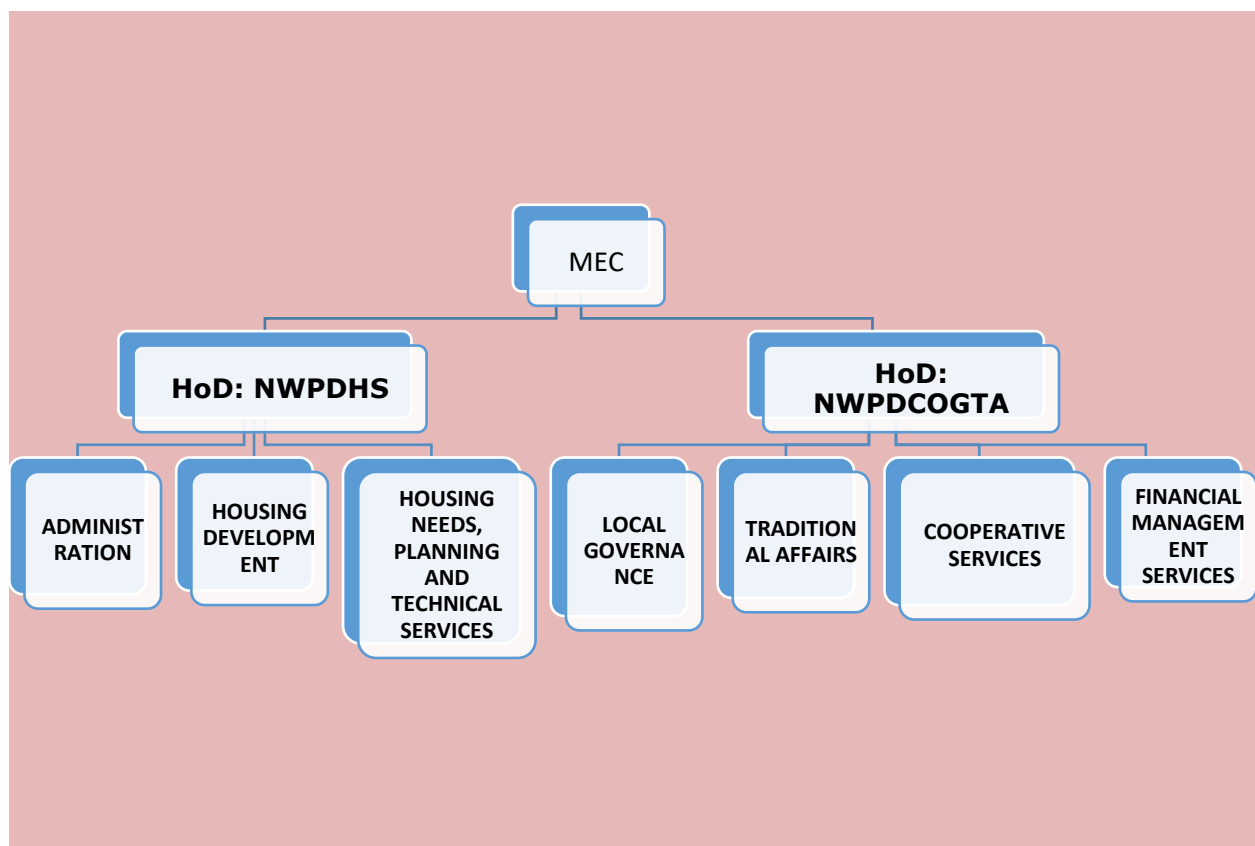


Figure 5-13 Organogram of Departments

Most significantly, the core function of providing decent houses and social amenities for the North West Province heavily relies on the NWPDHS. The Department mentioned above must take reasonable measures within the constraints of its resources to ensure that all South Africans have access to this right (NWPDHS, 2020:17). Therefore, it is crucial to incorporate the Department's essential directives, such as housing development and housing needs, research, planning and technical services, given their critical role in ensuring that inhabitants of the Province have decent living conditions (NWPDHS, 2020:67). To ensure the fulfilment of the NWPDHS' core function, additional perspectives from the NWPDCOGTA are gathered. NWPDCOGTA employees perform support functions to the NWPDHS. Their perspective on ensuring that the Department's mission and vision are realised would bolster the study's conclusions. Hence, the study collected data from both departments and most directorates mentioned in the diagram above.

The total number of participants interviewed was 26. However, the researcher failed to interview some directorates under the NWPDCOGTA. Due to COVID-19, most staff

worked from home, making interacting with them impossible. However, the study reached data saturation, and the responses would comprehend career management from the participants' perspectives. First, the researcher asked the participants, how long they had been in their current employment position and the diagram below presents the results.

a) Number of years in the current position

The following diagram compiled by the researcher illustrates how long participants have worked in their current job position at the NWPDCOGTAHS.

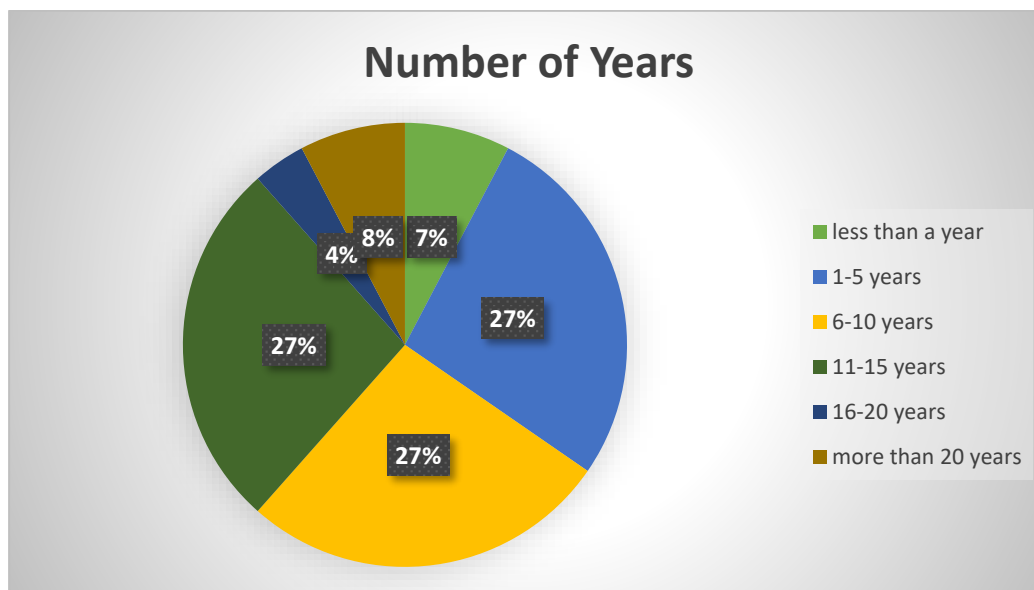


Figure 5-14 Years in current position

According to the statistics presented above, most participants have held their current post for an extended period. For example, only 7% of participants have been in their current employment position for less than a year, while 27% have been with the Department for one to five years. However, 66% of all participants have remained in their current position for over five years. The evidence above indicates that line managers, human resources practitioners, and senior managers interviewed know the Public Service culture, laws and regulations, and their role in human resource management. Apart from the number of years in the current position, the preceding diagram compiled by the researcher illustrates the statistics by gender.

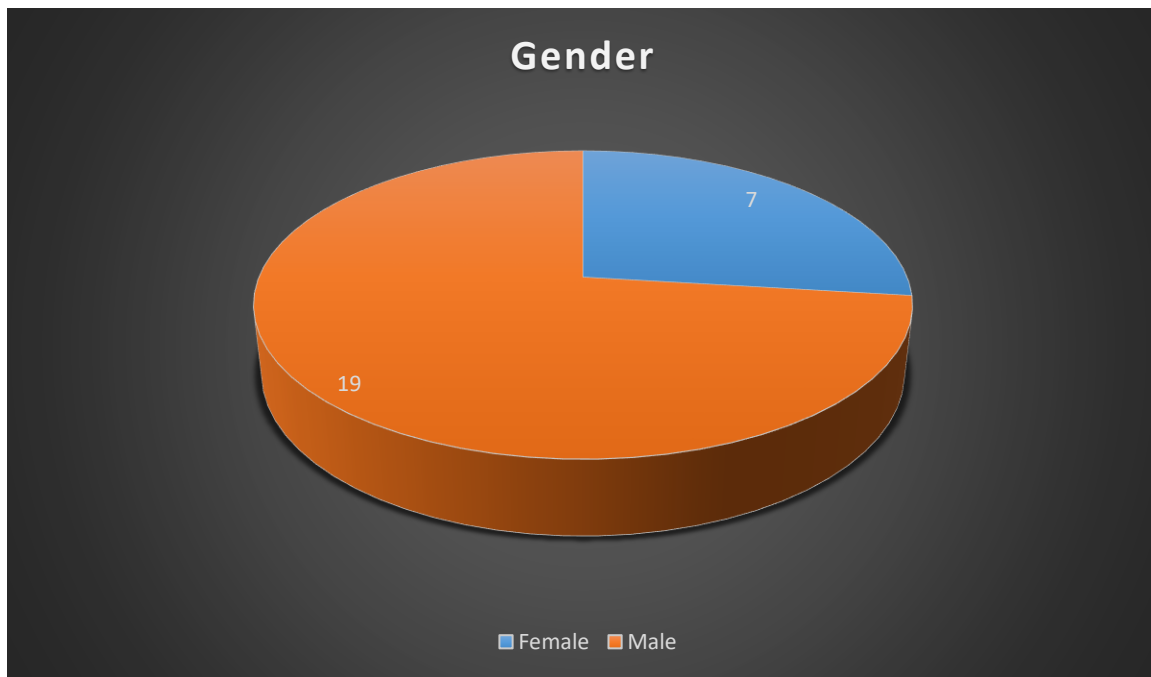


Figure 5-15 Gender of participants

The pie chart states that there were seven female and 19 male participants in this study. Four of the seven female participants listed above are in senior managerial positions in the NWPDHS. The margin difference indicates that human settlements are a male-dominated Department with a modest infiltration of women in leadership positions.

Briefly, the biographical section shows that most interviewees are familiar with the Department's organisational culture and human resource management practices. The participants mentioned above contribute significantly to the study's conclusions. There is a limited representation of females in this study, which raises questions on whether the Department is failing to appoint females in senior management positions. The following section presents and analyses the data collected from the participants

5.5.2 Presentation of qualitative results

The Atlas ti software presented and analysed qualitative findings. The responses to interview questions were uploaded into the software, and 145 codes were created. Additionally, 21 code groups emerged out of 145 codes. Atlas ti Code Co-Occurrence Table and Code Document Table analysed the data. The Code Co-Occurrence Table investigated the relationship of codes to identify themes. Thus, the primary purpose of the Code Co-Occurrence Table was to create a table from which the study could discover

how frequently a combination of two codes was related to the exact quotation or if there was a diversion. The Code Document Table connected codes or code groups to documents or document groupings. Therefore, both tools influenced the development of themes, as discussed in the following section.

5.5.2.1 Development of themes

Semi-structured interview questions stem from Section D, Question 1, which reads: *What is your take on the following statement? Career management is an essential human resource management practice that achieves the organisation's grand plan through the collective efforts of individual employees, managers, and the organisation.*

This question served as the impetus for creating all interview questions (see reference in Annexure B), as illustrated in the table below:

Table 5-24 Questionnaire development

CAREER MANAGEMENT: QUESTION 1 SECTION D		
GRAND PLAN	HUMAN RESOURCES PRACTICE	COLLECTIVE EFFORTS
Section A: Question 4 Section C: Question 2	Section D: Question 2, 3, 4, 5, 6, 7 Section E: Question 1, 2, 3	Section A Question 2, 3, 5, 6 Section B Question 1, 2, 3 Section C Question 1

The purpose of the question was to ascertain participants' comprehension of:

- how career management contributes to the Department's grand strategy;
- the collective efforts of role players involved in career management; and
- how career management is related to other human resource management practices.

Since qualitative research enables the researcher to select a "good informant" and a suitable participant for the study (Kumar, 2016), the researcher sought to engage with experienced participants who provided critical information and expertise on career management. Therefore, the researcher directed **Q.1** in **Section D**, to human resources management practitioners responsible for career management, human resources development and organisational development in the Department. The researcher coded the responses and merged responses with the coded literature review document (Chapter 2). The study then merged the documents above with responses from the following codes groups:

- Job security (Section E, Q.2).
- Transformation and gender (Section D, Q.7).
- Mentoring (Section D, Q.5.).
- Management roles (Section D, Q.1).
- Job-hopping (Section D, Q.4).
- HR planning (Section A, Q.4).
- Goals and objectives (Section A, Q.4).
- Employee motivation and retention (Section E, Q.1).
- Career development (Section D, Q.2).
- Policies (Section C, Q.1).
- Performance management (Section D, Q.6) (*see reference in Annexure B*), among others, as revealed in the following diagram compiled by the researcher.

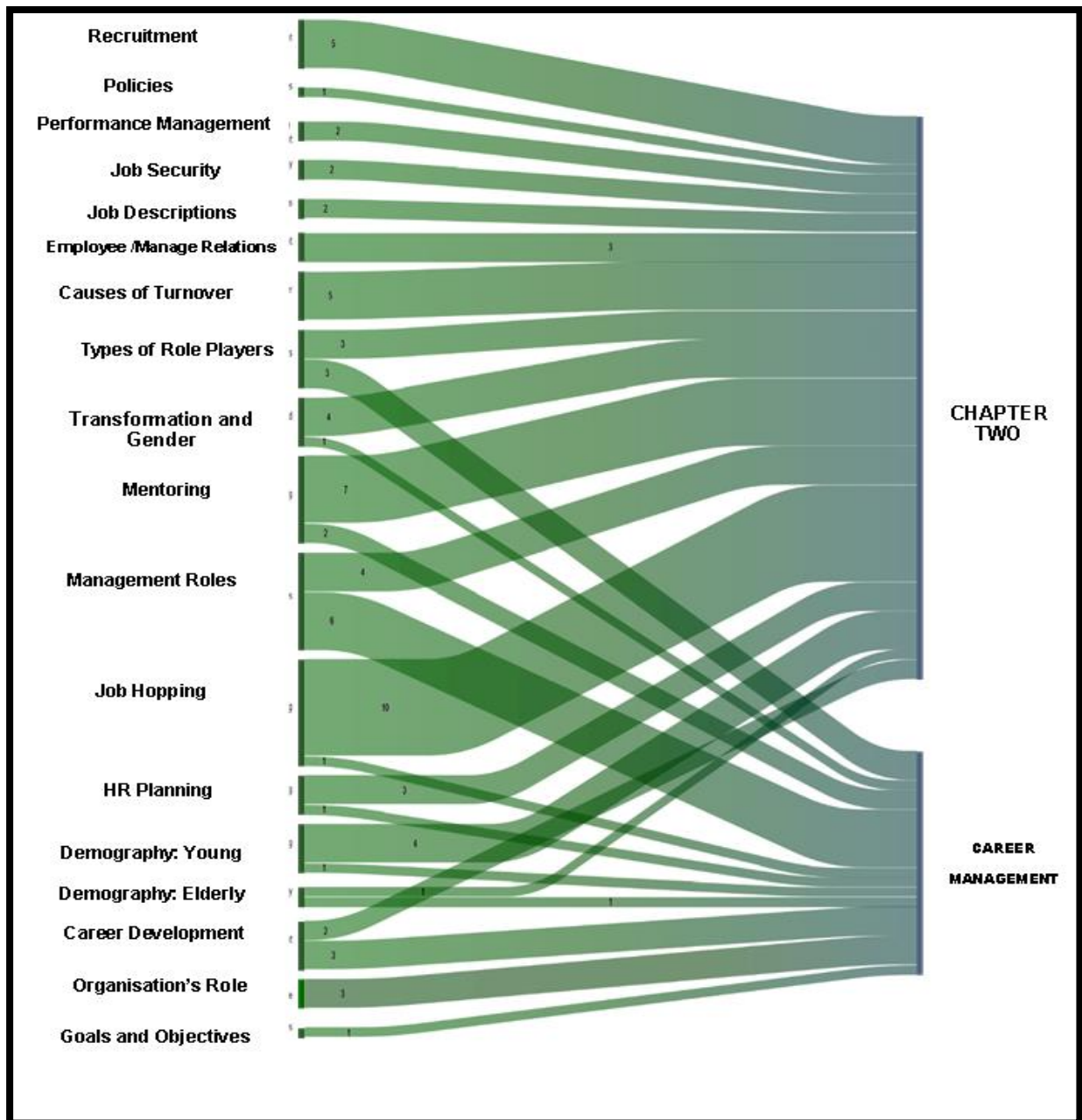


Figure 5-16 Development of themes

The diagram above discloses a relationship between the literature in Chapter 2 and the code groups on the left, commencing with recruitment and ending with goals and objectives. The above indicates that responses from interviews either agree or disagree with the literature discussed in Chapter 2. However, the diagram indicates no relationships between responses on career management and recruitment, performance management, policies, job security, job descriptions, causes of turnover, and employee-

management relations. The study further explores the reasons for the non-existent relationship in these paragraphs.

a) Recruitment and career management

Responses were analysed to determine why there is no link between recruitment and career management. When questioned on career management (**Q.1, Section D**), Participant 19 stated that the Department and managers must ensure that they recruit a qualified employee for career management to be possible. This response follows the literature discussed in Chapter 2, which asserts that career management commences with recruiting the right candidate (Republic of South Africa, 2011a:25) (*see reference in section 2.6.1.2.2*). However, the diagram indicates no relationship between career management and recruitment because most participants stated that the Department failed to recruit scarce skilled employees due to competition from the private sector. Participants 7, 11, 15 and 23 are some participants who concur with the statement above, and they further reveal that the Department relies on outsourced services.

To develop the relationship between recruitment and career management, the study examined responses to potential impediments regarding the failure to recruit scarce skilled employees in the Department. For instance, when the researcher questioned participants 10 and 1 about:

How do you ensure that employees deal with boundary and unpredictable situations like Covid-19?

How has Covid-19 affected career development in the Department?

Participants disclosed that the Department was unprepared for the COVID-19 pandemic because it engages in reactive planning. Chapter 2 states that employees gravitate toward job security when facing a boundary situation like COVID-19 (*see reference in section 2.7.3*). The job market is unstable, and the allegations contend that private companies that attract scarce skilled employees are laying off employees. Skilled employees are more likely to seek employment in the Public Service. Participant 19 attests to the above by stating that engineers are now seeking employment in the Department. Thus, a lack of attraction of scarce skilled employees exposed a deficiency in the Department's proactive planning. HR planning is a prerequisite for recruitment and

selection (*see reference in section 2.6.1.2.10*). Given the information above, an antecedent variable is necessary to establish a causal relationship between recruitment and career management. The most pertinent variables concerning the analysed responses are inadequate HR planning. The causal relationship to be explored becomes:

Inadequate HR planning leads to a lack of attraction and recruitment of scarce skilled employees, negatively affecting career management.

b) Performance management and career management

Chapter 2 stated the need for performance management for employees' career growth by encouraging quality reviews that examine employees' strengths and shortcomings, establishing areas for improvement, and aligning with a personal development plan (Shields, 2007:24; Armstrong, 2014:336) (*see reference in section 2.6.1.2.3*). Therefore, there must be a causal relationship between career management and performance management. When the researcher asked Participants 19 and 1, **Q1 in section D**, the participants stated that career management means developing employees to enable the performance of employees in achieving departmental goals and objectives. However, the diagram indicates the lack of relationship between the above practices.

Participants 1, 4, 13, 24 and 25 assert that employees use performance management as a measure of reward rather than as a measure for individual and professional growth, elucidating why the causative relationship is absent. An intervening variable, "a reward tool," is required to construct a causal relationship. Understanding intervening variables can typically assist the study in clarifying the relationship between an independent and dependent variable, as intervening variables are frequently valid variables that account for variability in the dependent variable (Kumar, 2016). With the intervening variable in place, the following causal link for further exploration becomes:

Performance management utilised as a reward tool adversely affects career management.

c) Policies and career management

Remarkably, there is no relationship between policies and career management. Chapters 2 and 3 emphasise the significance of policies in career management by stating that the above are inextricably linked. However, there is no causal relationship because the Department lacks policies, most notably the Career Management policy. Participants 1 and 19 attest to the statement when they answered **Q.2, in section C** (see reference in Annexure B).

Further, Participant 24 states that the Department lacks human resources management policies. According to Participant 24, employees act as they please. Based on the perspective of classical liberals, policies are essential (see reference in section 2.4.1.1). Adhering to rules and procedures and carrying out career management in an organised and legally enforceable manner (Stout, 2013:95); undoubtedly ensures that public managers and individual employees do not abuse their positions when managing employees' careers. Given the information above, the following relationship reveals the missing antecedent variable as confirmed by Participants 1, 24 and 19:

Lack of policies hinders the progression of career management in the Department.

d) Job security and career management

To assess job security, responses from the following question were analysed. *How has Covid-19 affected career development in the Department?*

Concerning job security, no employees, particularly from the NWPDCOGTA, are leaving, but Participant 11 stated that employees are underperforming. Regardless of COVID-19 and blurred career paths, careers are not threatened. Chapter 2 discussed how blurred career paths would reduce job security (Jarvalt, 2012:17-18), but this is not the case in the Department. Further, the primary stressors of the COVID-19 pandemic are the dangers and risks of contagion, information overload and ambiguity, financial loss, and job insecurity (Brooks *et al.*, 2020; Xiang *et al.*, 2020; Gao *et al.*, 2020) (see reference in section 2.7.3). Naturally, to avoid the primary threats posed by COVID-19, the balance of

life for individual employees will shift in favour of security (Douglas, 1984:94; Hite & McDonald, 2020). However, unlike in the private sector, COVID-19 did not jeopardise the careers of Public Service employees. Instead, poor performance resulted from increased absenteeism, whereas insubordination demonstrated that employees were not afraid of losing their jobs (Participants 12, 13 and 18). Given the above, the assumption explored is:

Job security is leading to poor performance, hence jeopardising career management.

e) Job descriptions and career management

Job descriptions define how an employee carries out their duties. Additionally, career management is an ongoing process that begins with the job description and ends with the employee's departure from the organisation (*see reference in chapter two*). According to the diagram, there is no relationship between job descriptions and career management. Participants 9, 4, 11, 19 and 20 highlighted the importance of job descriptions. Participant 19 mentions the availability of defined and organised job descriptions and the lack of overlap of responsibilities. The above findings contradict the responses of other participants, who claimed that they feel burdened by other subordinates' responsibilities and that some role players exploit or disregard the contributions of other role players. Some causes stem from misuse of leadership positions. Explicitly, participants 1, 3, 12, 13 and 21 all believe that misuse of leadership positions by exploiting other subordinates has a detrimental effect on the Department's day-to-day operations. Given the responses above, the following assumption examined in this study is:

Abuse of positions disregards the importance of job descriptions, which jeopardises career management.

f) Employee-management relations and career management

Career management requires collaborative efforts from all role players to ensure effectiveness (see *reference in section 2.3*). The responses show that most participants agree that collaboration results in achieving goals and objectives. Participants 1, 4, 6, 18, 21 and 25 ascertain the above statement. Despite clearly defined job descriptions mentioned in **(e)**, most participants report feeling burdened, and the most often identified sources of burden include employees' lack of commitment and seriousness. Chapter 2 contended that overburden to the point of burnout might be a factor in employee turnover, and it threatens teamwork. Since teamwork results in accomplishing goals and objectives, an individual's participation in a team is critical. Poor employee-management relationships adversely affect career management and other human resources management practices, particularly performance management, mentoring and coaching, and succession planning. Based on the above, the following relationship is further explored:

Poor employee-management relationships severely affect career management.

g) Causes of employee turnover and career management

Employee movement into, out of, and within the organisation all represent the presence or absence of career development opportunities; hence, there must be a causal relationship between employee turnover and career management. Most participants, precisely 2, 4, 5, 7, 8, 12, 23, 24, 25, 26, denied that a lack of career development opportunities causes employee turnover, rather turnover results from a lack of challenge, competition with the private sector, retirement, a lack of infrastructure, and a lack of training opportunities. To explore the findings above, participants 5, 7, 8, 13 and 24 stated that the Department's young generation is leaving due to most of the causes above. But participants 6, 14, 16, 17, 21 and 26 ascertain the retirement of the elderly generation as the most significant cause of turnover, particularly in the NWPDCOGTA. The responses reveal the need to explore how different age groups impact employee movement in the Department. Given the above, the relationship further explored is:

Different age groups reveal employee turnover causes, which adversely affect attraction and retention in career management.

In a nutshell, developing relationships above by introducing antecedent or intervening variables from the responses assists the study in identifying gaps for further analysis. But the following relationships examine the self-evident causal relationship between career management and the code groups on the left side, as stipulated in the diagram compiled by the researcher.

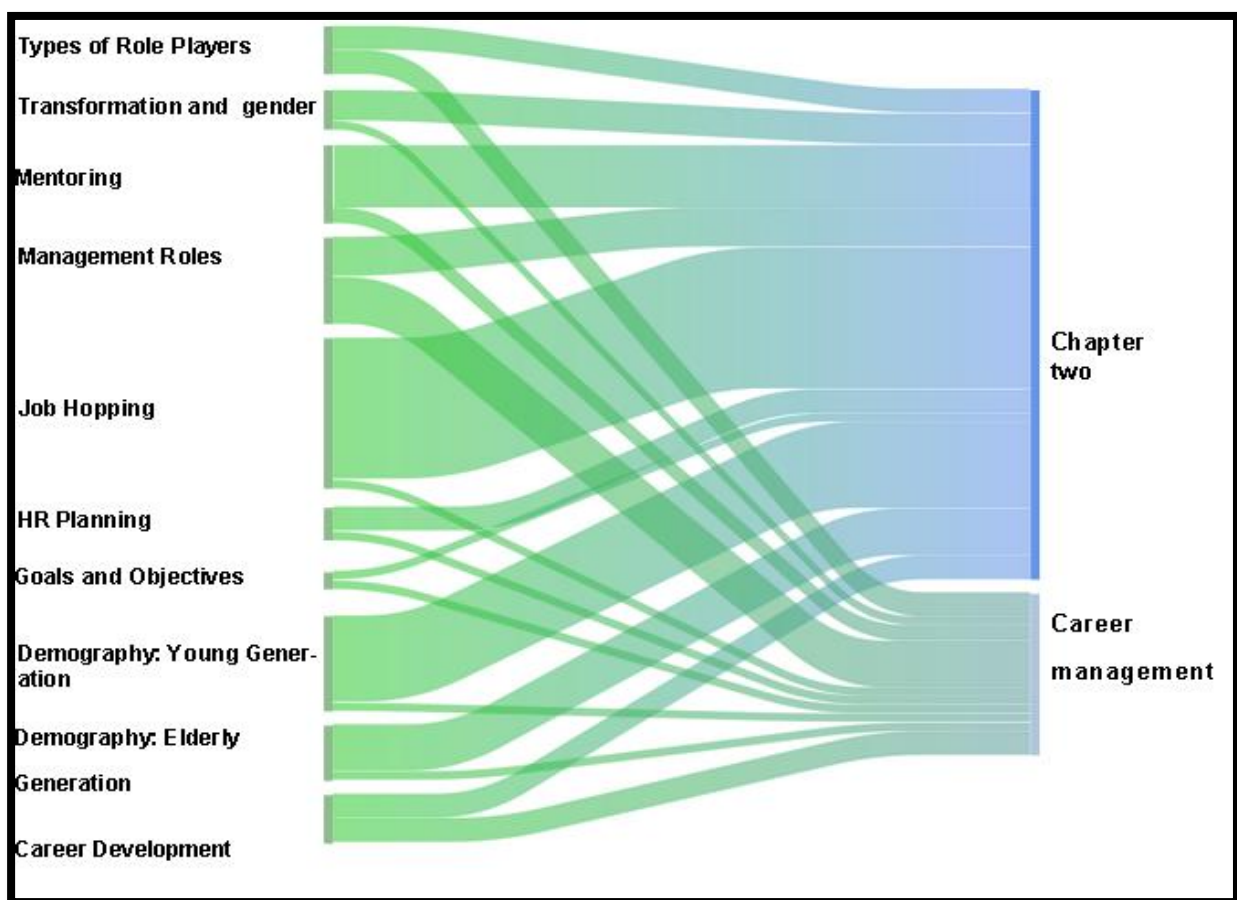


Figure 5-17 Causal relationships

The diagram above illustrates a causal relationship between career management and the types of role players involved, transformation and gender, mentoring, management roles, job-hopping, human resource planning, goals and objectives, young generation demography, elderly generation demography, and career development. The following

section discusses how they can aid the gaps identified in sections a-g in informing the development of themes.

h) Types of role players, management roles and career management

Regarding the types of role players involved in career management, responses below indicate that:

- **Senior managers** are responsible for the Department's strategic leadership. Participants 1, 6, 14, 15, 18, 21, 22 and 25 strongly assert that senior managers play a vital role in the strategic leadership of the Department. The study determined that senior managers are in charge of the Department's strategic planning. To ascertain the above, participants 6, 8, 10, 22, 23 and 25 emphasise that senior management's role is to plan strategically. Strategic planning leads to attaining goals and objectives. Further, participants 1, 6, 14, 15, 18, 21, 22, 23 and 25 all emphasise meeting goals and objectives.
- Participant 19 stated that **line managers** and **HR practitioners** are to train, develop, mentor, coach, recruit qualified employees, succession planning, motivation, and employee retention, to name a few responsibilities.
- Participant 1 asserted that **employees** must be responsible for their careers. There are two types of employees: **scarce skilled employees** and **support staff**. Participants 5, 7, 15, 20 and 23 determined that scarce skilled employees include quantity surveyors, engineers, skilled technicians and town planners and these employees are difficult to attract or keep. Therefore, when such employees lack career development opportunities, they leave. Support staff do not leave the Department but job hop the most. Participants 1, 14, 22 and 26 confirm no staff turnover for support staff. However, Participants 1, 8, 11, 19 and 22 declare that if the Department does not grant development opportunities, support staff will move from one post to the next or from one Department to the next.
- The **Department** grants training bursaries. Participants 1, 8, 10 and 19 all attest that the Public Service provides training and bursaries, allowing employees to advance in their careers.

i) Human resources practices and career management

The diagram reveals the link between career management and gender, transformation, mentoring, and coaching. Participants 17, 18, 20, 21, 22, 23, 25, and 26 state that gender and transformation are essential in the Department. Thus, blacks and women must occupy leadership roles, but they must also be competent. Regarding mentoring, Participants 2, 3, 4, 5, 8, 7, 9, 12, 17, 18, 19, 20, 22, 23, 24, 25, and 26 all mentored employees; nonetheless, at this point, it is uncertain whether mentoring is progressing due to poor employee-management relations stated in section f.

j) Demographics and career management

In demographics, the old and young generations are the participants who are difficult to motivate or retain in the Department. The above is because the elderly are looking forward to retirement, and this group is most prevalent in NWPDCOGTA. For example, participant 19 states that NWPDCOGTA is primarily an ageing Department, particularly senior management positions. But the young generation is unstable.

Sections **a** to **j** demonstrate the casual relationships which already existed or were created by using responses as either antecedent or intervening variables. The gaps identified in some relationships above inform the development of themes further analysed in the following sections

5.5.2.1.1 Integrating career management into the departmental goals and objectives

The theme was developed by integrating sections (a) and (h). According to section (a), inadequate planning leads to a lack of attraction of scarce skilled employees, negatively affecting career management. Regarding (h), responses indicated that senior managers are responsible for the Department's strategic planning. These managers are liable for career management's integration into the Department's goals and objectives (see *reference in section 2.3.1*).

Senior managers were asked **Q3** in Section A (see *reference in Annexure B*). Several responses from the NWPDHS state that the senior managers' roles include ensuring the building of high-quality houses for South Africans. Participant 7 stated that the Department's primary goal is to ensure adequate housing and better living conditions for South Africans. Participants 15, 18, 21, 22, and 8 emphasised meeting the Department's

vision and mission. Participants 8 and 9 specified that adhering to the Department's vision and mission statements achieves goals and objectives, such as providing housing for South Africans. However, participants from the NWPDCOGTA emphasised the importance of resource availability in achieving departmental goals. Participants 1, 6, 15, and 25 highlighted the importance of availability or managing resources, whether financial or human.

Following an analysis of responses of both departments, senior managers in NWPDHS place a higher premium on implementing and monitoring projects and ensuring that houses are delivered. NWPDCOGTA considers resource availability and good management practices to achieve the Department's goals and objectives. Planning is one of the most critical responsibilities for ensuring that both departments achieves the above. To reinforce the statement above, participants 8, 14, 23, 11, and 25 from both departments acknowledge that they must be capable of attaining the Department's goals and objectives through strategic plans. For example, Participant 8 explicitly stated that proper planning avoids haphazard activities inconsistent with the Department's values and objectives since plans define specific performance objectives that align with the organisation's overall strategy. Participant 14 believes that plans help employees to adhere to the Department's vision and mission statements and provide direction on how the Department should function. Hence, most participants indicated the need for strategic planning in their units. However, section (a) and (h) exposed that inadequate HR planning leads to a lack of attraction of scarce skilled employees and senior managers are responsible for planning. To analyse this assertion, the following sub-theme further explores the situation.

a) Lack of comprehensive HRP in the Department

Even if most responses reveal that strategic planning is apparent, there is a lack of comprehensive HR planning. To confirm the statement above, participants were asked **Q2**, in **Section E**. Participant 1 stated there are no HR plans for boundary situations like the COVID-19. Participants 9 and 10 revealed that the Department, and the Public Service were unprepared for the pandemic. Participant 10 stated that there is no comprehensive planning in the Department. Instead of being proactive, departments are reactive in their planning.

To bolster the results above, there is a non-existing or existing MTEF Human Resource Plan 2014-2017. Non-existent in the context that the period has passed as it only applied from 2014 to 2017. It exists in the context that there is no other HR Plan. Further, the NWPDCOGTA Annual Report (2020:22) states that the HR Plan exists. Thus, this study assumes that the existing HR Plan implied in this case is the non-existent MTEF Human Resources Plan 2014-2017 (North West Provincial Government, 2014).

According to the MTEF Human Resources Plan (2014:90), the six priority areas agreed upon in the HR Plan were recruitment and selection, training and development, organisational development and design, performance management, labour relations, and employee health and wellness. However, reviewing the Department's METF Human Resources Plan 2014/2017 (2014:17-92) reveals various challenges. For example, socio-economic challenges include increased unemployment, poverty, and inequality. The Department fails to meet employment equity targets; core services are still outsourced, increased job-hopping and employee instability. Most challenges mentioned above persist (NWPDCOGTA; 2020:90, NWPDHS: 2020:70). This study argues that the persistence of the challenges above stems from a lack of a comprehensive HR plan, which in turn signifies a lack of recognition of career management by senior managers. The above assumption is further explored in the following sub-theme.

b) Career management is not included in the departmental goals and objectives

The word cloud was used to assess if career management is included in the organisational goals and objectives and to check if senior managers mentioned career management in their strategic plans. The word cloud disclosed that management was mentioned but not in the context of career management. The latter was non-existent, as specified in the diagram compiled by the researcher.

This means that senior managers responsible for the strategic leadership of the Department understand that they are responsible for the strategic leadership of the Department through the formulation of strategic plans to implement projects, and those plans only come to fruition through the management of employees. Management meant ensuring that employees were readily available and performed. Hence, performance management is essential. The word performance is visible from the word cloud, which refers to the process of harnessing personnel to ensure organisational goals and objectives (Participant 1). The synonyms of the word harness include control, exploit, utilise, use, make use of, employ and mobilise, to mention a few.

The study argues that harness does not fit in the terminology of career development for employees. According to the definition of career development, employees must be entrusted to plan their careers proactively, not harnessed (*see reference in section 2.2.3*). Hence, responses make one question if career management or career development of employees is on the agenda for senior managers. The above is contrary to a revelation in chapter two, which states that senior managers play a critical role in integrating career management with organisational strategies (*see reference in section 2.3.1*). The chapter further revealed that some obstacles to implementing career management strategies include convincing senior managers to support career management initiatives (Armstrong, 2006:81; Jarvalt, 2021:33). However, despite the word search confirming that career management is not on the agenda of senior managers, participants were asked the question: *Why is there no Career management policy in the Department?*

Responses confirmed that the Department does not have a career management policy. Participant 1 highlighted that it was an oversight of the Department. Participant 19 stated that the Department does not have a career management policy because training, bursary, and succession planning policies are all part of career management. The responses above affirm that career management is not a human resources management that can contribute to the goals and objectives of the organisation. The above is worrying because, by horizontal integration, career management must integrate with HRP, recruitment and selection, succession planning, training and development not embedded

in those practices. The following section discusses the demographic analysis of employees in the Department.

5.5.2.1.2 Demographic analysis of employees in the Departments

Sections d, g, h and j, informed the development of this theme. One question asked to participants was: *Which age group is difficult to motivate and retain?*

From the responses, three age groups emerged: the young generation, the middle-aged generation, and the elderly generation. Based on Weinert's (2001) and Schreuder & Coetzee (2016) definition, a career is a pattern of work experiences comprising the entire lifespan of an employee. Careers must be understood through the lens of numerous phases or stages, which correspond to the transition from one stage of life to the next. The age groups mentioned above assist in comprehending the career trends of departmental employees, from entry to retirement of employees. The diagram compiled by the researcher reveals the responses.

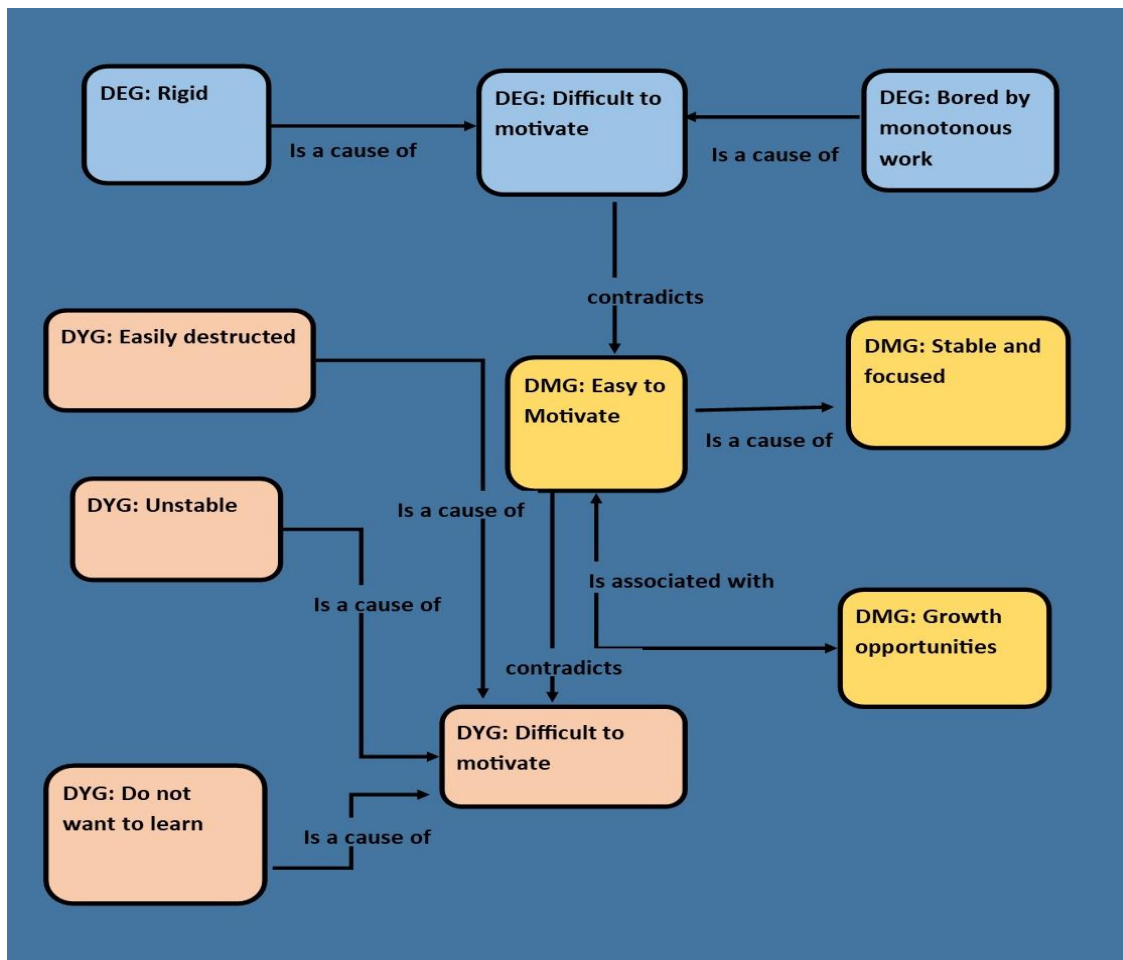


Figure 5-19 Three generations of employees

The diagram above shows the relationship between three generations. The younger generation starting with the code DYG, are challenging to motivate and retain because they are:

- easily destructed
- unstable
- do not want to learn

The middle generation starting with the code DMG, are easy to motivate because they are:

- stable and focused, but they can be further motivated when offered career growth opportunities

Finally, the elderly generation, commencing with code DEG, is difficult to motivate because they are:

- rigid
- are bored by monotonous tasks

(i)

It is not challenging to motivate or retain the middle generation and Participant 14 states they are easy to work with as long as there are career development opportunities. Participant 17 reinforces this statement by asserting this generation is building toward retirement. Therefore, they want to acquire whatever they want before retirement, becoming stable in the Department. However, the main challenges experienced in motivation and retention are the younger and elderly generations. To explore the relationship of both generations, a further analysis using the Code Co-Occurrence Table revealed responses in the following diagram compiled by the researcher.

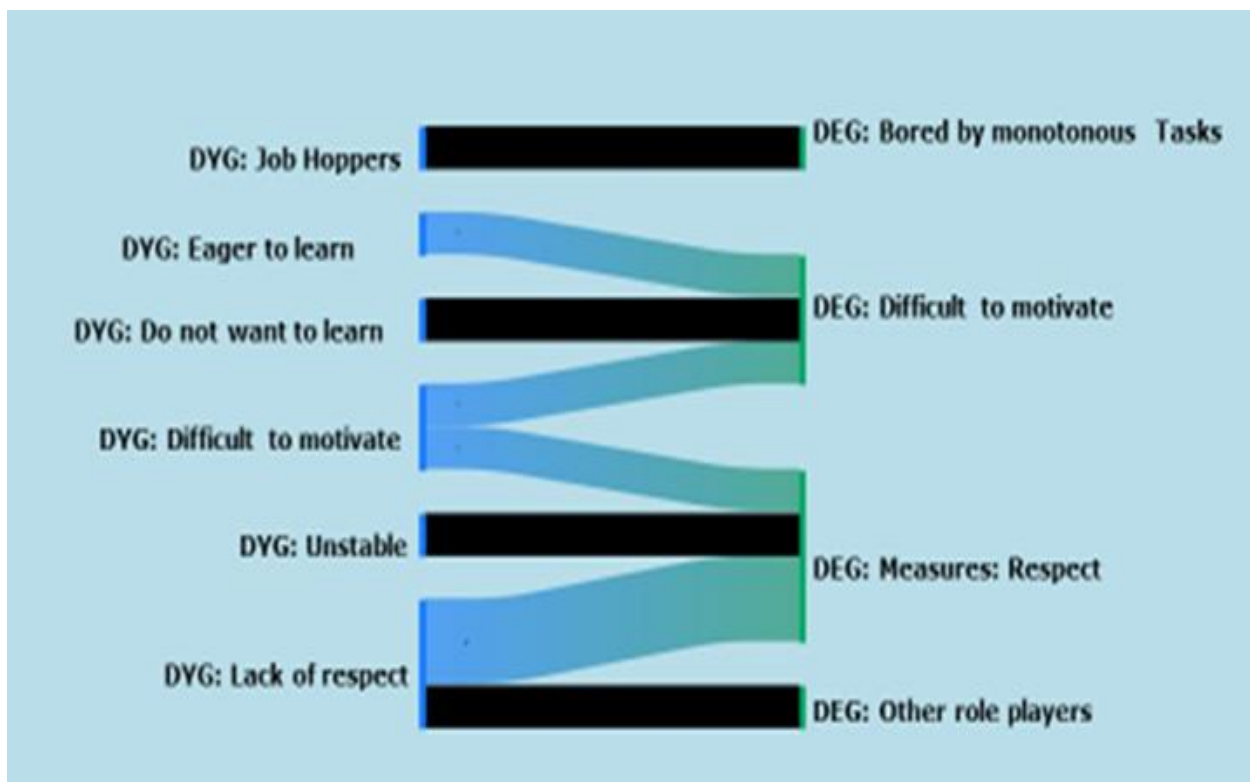


Figure 5-20 Demographic analysis of the young and older generation

The diagram above shows the relationship between the responses of the young generation vs the elderly generation. The DYG code represents the younger generation, and the DEG code represents the elderly. When questioned on motivation and retention, most participants asserted that the young and elderly generations are difficult to motivate or retain for the following reasons.

a) DYG: Eager to learn: Do not want to learn: Difficult to motivate Vs DEG: Difficult to motivate

The diagram reveals a relationship between DYG: eager to learn, do not want to learn and difficult to motivate and DEG: difficult to motivate. Most line managers expressed their frustration on how difficult it is working with the elderly generation, especially the young managers. Participants assigned the generation with different names. For instance, the old horse, the departmental ancestor, the troublesome generation, the tired generation, the exiting generation and the traditional generation. The generation above is difficult to motivate, train, mentor, coach, and view their careers as over.

Contrary to the elderly generation, Participants 7, 11 and 25 state that the young generation is eager to learn and quickly adapt; therefore, the generation is teachable. However, this generation becomes challenging to motivate if there are no learning opportunities. Concerning the young generation not wanting to learn, Participant 18 states that when:

“You introduce a new system, they will tell you it is too difficult, and they do not want to be challenged.”

This generation was assigned different names. Most participants named them the ambitious, destructed, difficult to inspire, the developing and growth-oriented, the educated, the unstable and the know it all generation. The table below presents the differences:

Table 5-25 Differences in generations

ELDERLY GENERATION	YOUNG GENERATION
Old horse	Ambitious generation
Departmental ancestors	Destructed generation
Troublesome generation	Difficult to inspire generation
Tired generation	Developing and growth-oriented generation
Traditional generation	Educated generation
Exiting generation	Know it all generation

Both generations are difficult to motivate, but there are diverse reasons behind motivation and retention. The old generation is difficult to motivate because they are exhausted, have been in the Department for a long time, are rigid, command too much respect and do not appreciate change because they are traditional. The younger generation is challenging to motivate and retain because they are ambitious, still developing, easily destructed, and lack respect. In such instances, Super's Career development theory is relevant (*see reference in section 2.7*).

Since the young generation is ambitious, easily destructed and still developing, they are likely the most hoppers, and the tired generation is the bored, demotivated generation. The responses above can thus lead to a clear understanding of the following relationship.

b) DYG Job hoppers vs DEG: Bored by monotonous tasks

With specific reference to the diagram above, there is a relationship between DYG: Job hoppers and DEG: Bored by monotonous tasks. In the context of DYG: Job hoppers, the young generation is hopping from one position to the next faster without developing. Participant 19 states that young hoppers move from one position to the next. They do not stay for long because they are always on the move, love money, and are not hopping because they are developing their careers and gaining experience. But DEG: Bored by monotonous tasks reveals that the elderly generation has been stagnant for a long time. To reinforce this statement, Participant 25 states these employees are experienced and

have served the Department for a long time. Participant 7 believes it is difficult to motivate this group because they have been working in the same section and doing the same job for the past 20 years. Therefore, their motivation is to do something quicker or slower.

The relationship between job-hopping and boredom from monotonous tasks is contradictory. There is instability vs stability and exposure vs lack of exposure. Job-hopping causes are revealed by Participant 19 as originating from greed and love of money. Hence the young hoppers move from a lower position to a higher position from one Department to the next or within the Department in search of higher salaries. Such a movement is vertical, not horizontal. Participants 21 and 16 state that "everyone wants to be on top". The study triangulates these results with findings in section 5.4.2.1, where most respondents state they want to become managers.

The outdated MET HR Plan 2014-2017 states that too much job-hopping occurs mainly for administrative tasks. Thus, job-hopping is prevalent in NWPDCOGTA, which is the Department responsible for most support functions, such as human resources management, finance management, local governance and supply chain, to mention a few. When integrated with responses to the question on:

Are you losing valuable employees due to a lack of career development opportunities?

Most participants in NWPDCOGTA exposed that support staff are not experiencing turnover of employees. Participants 1, 14, 23 and 26 ascertained the above. Suppose the study considers the responses above and integrates them with responses from Participant 19's view that young hoppers are moving because of greed and love of money. The guiltiest counterparts of this type of job-hopping are the public administration degree holders who apply for every management position in the Department because they can work in finance, supply chain, HRM and local government. These culprits are obtaining leadership positions at a faster rate.

In trying to understand the relationship with DEG: Bored by monotonous work, most participants are looking forward to their retirement fund. Participants 17, 14, 19, 24 and 25 state that this age group is waiting for pensions but is demotivated by monotonous tasks. Participant 16 states that monotonous tasks are caused by specialisation where an individual can work in recruitment and selection or performance management for an

extended period. To reinforce the statement above, one participant responded that they have been performing the same task for over 20 years when asked **Q 1 in section A**, which primarily leads to boredom.

To analyse the trend above of the young hoppers leading to the older generation being bored by monotonous tasks, job-hopping cannot lead to monotonous tasks because, by job-hopping, the young generation engages in various tasks at different stages. For instance, Participant 11 states they have done recruitment and selection, performance management, community development and supply chain, only to mention a few. Therefore, to them, job-hopping is growth and personal development. To consider the above, assumptions emerge in understanding **DYG: Job hoppers vs DEG: Bored by monotonous work**.

The first assumption to explain the relationship is that the movement experienced by the young hoppers to a higher position stems from greed and laziness, as stated by Participant 19. Employees motivated by money fast-track their career movement and obtain leadership positions faster than anticipated. They obtain leadership positions as directors and director generals at a young age. To support this theory, Chapter 2 stated that when career development of employees is a will-to-power, not a will-to-meaning. There is an increase in job-hopping from one position to the next to ascend the career path and get placed in leadership positions faster (*see reference in section 2.6.1.1*).

Once the above is achieved, an employee forcibly stays in that position simply because job-hopping is also attributable to materialistic values like building status, boosting packages or securing better compensation packages for the future (Yuen, 2016:4:19). Therefore, since the motivation is money and status "becoming a manager" (*see reference in section 5.4.2.1*), they stay in the management position for a long time as they hit the ceiling fast. The above satisfy the findings of Chapter 4, which state that in South Africa, we prioritise efficiency, effectiveness and meeting deadlines as specified by the Western view of time, leading to timing or rushing everything. The above reflects a cultural shift from the supremacy of collectivism towards a more individualistic and achievement-based orientation which has dramatically influenced career and reward-related behaviours (*see reference in Chapter 4*). However, the problem emanates when careers are lifetime occupations. The above-rushed decision can be a cause leading to frustration,

hollowness, despair, and laziness, which are some of the negative attributes resulting from boredom in the work environment somehow depicted by the elderly generation. Nevertheless, just because the motivation was power and greed, they hold on to those positions only to leave as grumpy old men or "departmental ancestors" when they retire.

The second theory formulated is that **DYG job hoppers** move from one position due to laziness. Participant 19 states that horizontal job-hopping in NWPDCOGTA occurs when a lazy subordinate does not want to work. Suppose the workload is too much, and the subordinate transfers to another Department. For instance, if it is difficult in finance, the person will move to supply chain management, and if the workload is too much again, the person moves to communication services. To bolster the perspective above, the participant in NWPDHS states that employees are lazy and do not want to learn. Explicitly Participant 18 states that when:

"You introduce a new system they will tell you it is too difficult; they do not want to be challenged."

The same participant works with engineers and inspectors who are always absent and do not care that their poor performance reflects badly on the unit. Supporting this perspective is Participant 13, who works with the same employees as participant 18. The participant was asked:

Do you understand the importance of authenticity, responsibility and accountability in carrying out your tasks?

The participant stated that he understood the terms correctly, but his co-workers did not. The participant explicitly stated there are no skills audits in the Department. People do what they want. There is no work ethic in the public sector. Documents are lost, contractors are not performing, but nobody cares, and nobody is held accountable. However, it would have been a different story in the private sector. Both participants work with scarce skilled employees. Participants 7, 23, 5, 15 and 20 stated that engineers and skilled technicians, town planners, and quantity surveyors are scarce skilled employees challenging to attract and recruit in the Department. However, in this scenario, the Department has hired the employees.

There might be two possibilities explaining the assumption above. First, the educated young generation joins the Department with zeal and determination; they are eager to learn and use their degree; nevertheless, once inside, the same employees are denied development opportunities and demotivated by their supervisors, as revealed by quantitative findings in section 5.4.2.2. Managers are not leading by example. Karl Marx's perception is that the kind of person an individual is, and the kind of things they do, have direct associations with the society in which they live (De Klerk, 2005:33; Arifin & Yuniar, 2021:4). To substantiate this argument, Participant 13 asserts that the lack of incentivisation of subordinates leads to laziness and inhibits employees from going the extra mile, particularly given their supervisors' failure to report to work and yet receive salaries every month. The issue is that management does not set an example, leading to the young generation's laziness.

The other possibility explaining laziness is job security. Participant 18 states that employees do not want to work; following up on them is frustrating. Participant 13 states there is no skills audit in government people do as they please; Participant 11 reveals that the Department is underperforming. However, the unstable job market does not affect these employees. The influx of immigrants from other African countries searching for improved career prospects and living standards (Theodore *et al.*, 2018:1) is not threatening their positions. Same as the boundary situations such as the lousy economy leading to unemployment, which lead to most employees leaning on job security. If the workload becomes too much, they move to the next section (Participant 19) within the Department. Therefore, just because they do not want to learn, they move from one position without proficiency, thus becoming unemployable.

Since there are no opportunities in the private sector, they grow into the middle-aged generation, forced to stabilise because family values replace distraction and instability (*see reference in chapter two*). The above leads employees to try to build their careers, and simultaneously due to lack of opportunities and employability, they become the frustrated elderly generation, who are bored by monotonous work. Because they acquired limited skills during their prime time to partake in challenging tasks, they have limited career choices and are now competing with the ambitious young generation. Sometimes, they continue with their trend of laziness until retirement. The following theme elaborates on employee movement.

5.5.2.1.3 Employee movement: A signal of neglected career management

Sections g and h served as a foundation for this theme. Employee movement demonstrates the Department's career management status. Since career management is not strategically integrated into the organisation's goals and objectives, there is a risk of harmful employee movement within the Department. These questions were asked to analyse this movement: *(see reference in Annexure B)*

Are you losing valuable employees due to a lack of career development opportunities?

The question revealed the Department's two primary employee types: scarce skilled and support staff. Additionally:

What is your view on job-hopping in the Department? What are the advantages and disadvantages of the practice?

The question exposes employee movement within the Department. The above could transfer from one Department to another or within the same Department.

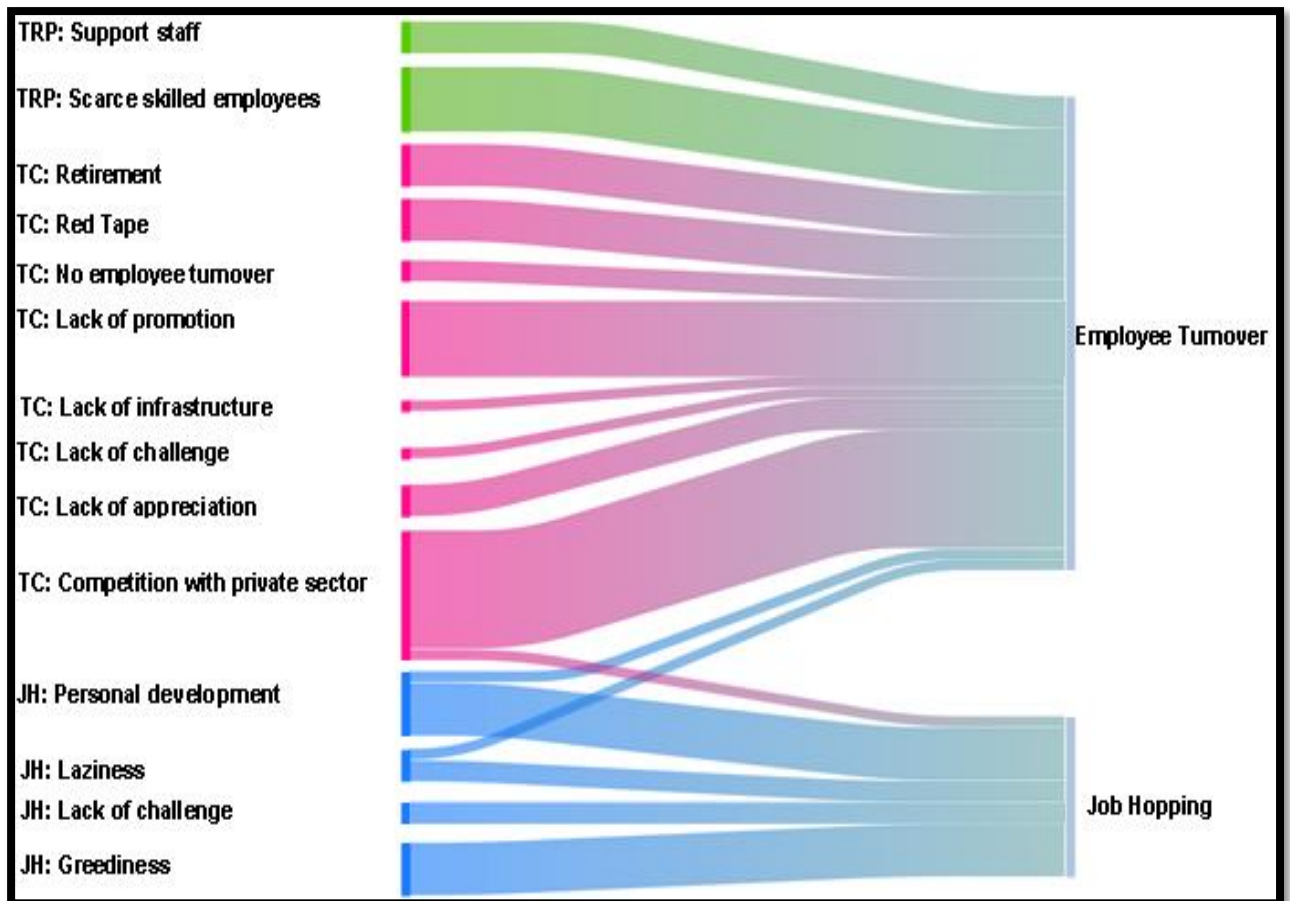


Figure 5-21 Employee movement

The diagram above shows different codes relevant to employee turnover and job-hopping. The codes starting with TRP highlight the types of role players; thus, TRP: Support staff and TRP: Scarce skilled employees. Codes starting with TC commencing from TC: retirement up to TC: competition with the private sector are causes of employee turnover. At the bottom of the diagram, codes that start from JH: causes personal development up to JH: causes greediness reflect causes of job-hopping in the Department.

The diagram highlights the movement of two types of employees: scarce skilled and support staff. To analyse the results of both types of employees, the study employed the Code Co-Occurrence Table to assess the relationship between causes of employee turnover and types of employees in the Department, as shown in the diagram below.

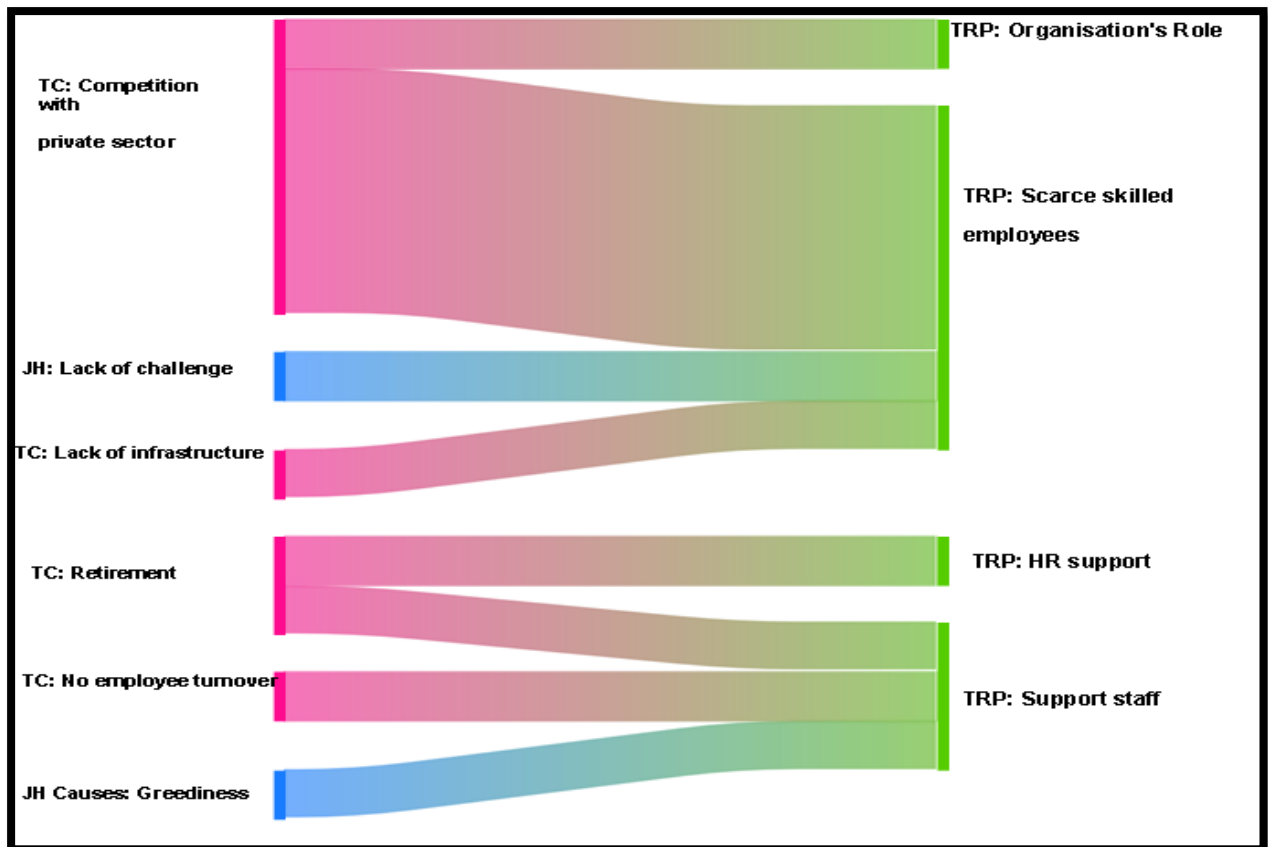


Figure 5-22 Causes of employee turnover

The following discussion between scarce skilled employees and support staff is explored to analyse figure 5-22.

a) The difference in scarce skilled and support staff movement

There are two departments in the NWPDCOGTAHS. The NWPDCOGTA and the NWPDHS. Employee mobility poses severe consequences in both departments, but it is highly detrimental in the latter. When comparing TRP: Scarce skilled employees and TRP: Support staff, it is clear that there is a significant difference in employee movement. The diagram above shows a massive movement of employees from the NWPDHS, and the worst part is that limited employees are joining the Department. As illustrated in the diagram above, there is a strong relationship between TRP: Scarce skilled employees and TC: Competition with the private sector and TC: Infrastructure lack of infrastructure.

Participant 7 asserts that limited valuable employees are joining the Department. The participant reveals that a structure must be finalised to attract engineers and skilled technicians, as the NWPDHS cannot attract those professionals. According to Participant

23, recruiting qualified engineers into the Department is difficult, so there is insignificant recruitment of skilled technicians and engineers. Participants 5, 8 and 20 contend that the Department is failing to attract and lose valuable employees because salaries are meagre such that the Department cannot compete with the private sector. This employee turnover is harmful because the employees lost to the private sector are detrimental to the Department's core business. In resonance with Chapter 2, the Department needs qualified and competent employees with a proven record of and enough experience since such employees are valuable to the organisation. Such employees should be inspired to enhance their organisational commitment (*see reference in Chapter 2*).

There is limited employee turnover in the NWPDCOGTA Department. For example, Participant 1 states there is no employee turnover in the human resources management unit precisely because the HR unit is the dumping place for all public servants. The statement above is supported by Participant 14 and 22 who state the lack of employee turnover in NWPDCOGTA because no one wants to leave the Department with the most significant budget. The leading cause of employee turnover is retirement. This less harmful yet destructive employee turnover is prevalent in the NWPDCOGTA Department. The Department is an ageing Department; hence, most senior managers are old. Participants 26, 17 and 14 states that the only valuable employees lost in the Department are senior managers who retire. The impact of having ageing employees in the Department is that they affect its performance. They need strict conventions or measures to enhance their performance in the Department. Besides retirement, the support staff hop from one post to the next (*see reference in section 5.5.2.1.2*). There is a dire need for valuable career development opportunities to stabilise them. The following theme elaborates on the impact of wrong placements on employee-management relations in the Department.

5.5.2.1.4 Impact of wrong placements on employee-management relations

Wrong placement of employees is prevalent in the NWPDCOGTAHS. This theme developed from gaps in e, f, h and i. Chapter 2 states that searching for candidates with adequate knowledge, qualifications, skills, and psychophysical abilities requires clearly defined competencies; therefore, trait and factor career development theories ensure that the above qualities are achieved (*see reference in Chapter 2*). Career development

theories provide the requisite technical aspects and advice for effectively handling the issues. Employees optimise their abilities and succeed in their careers when placed in the right job and the correct position. As noted in Chapter 2, it is vital to integrate career management with recruitment and selection to allow employees to advance to higher managerial levels (Republic of South Africa, 2011a:25). However, the wrong placement of employees causes in the Department are illustrated below.

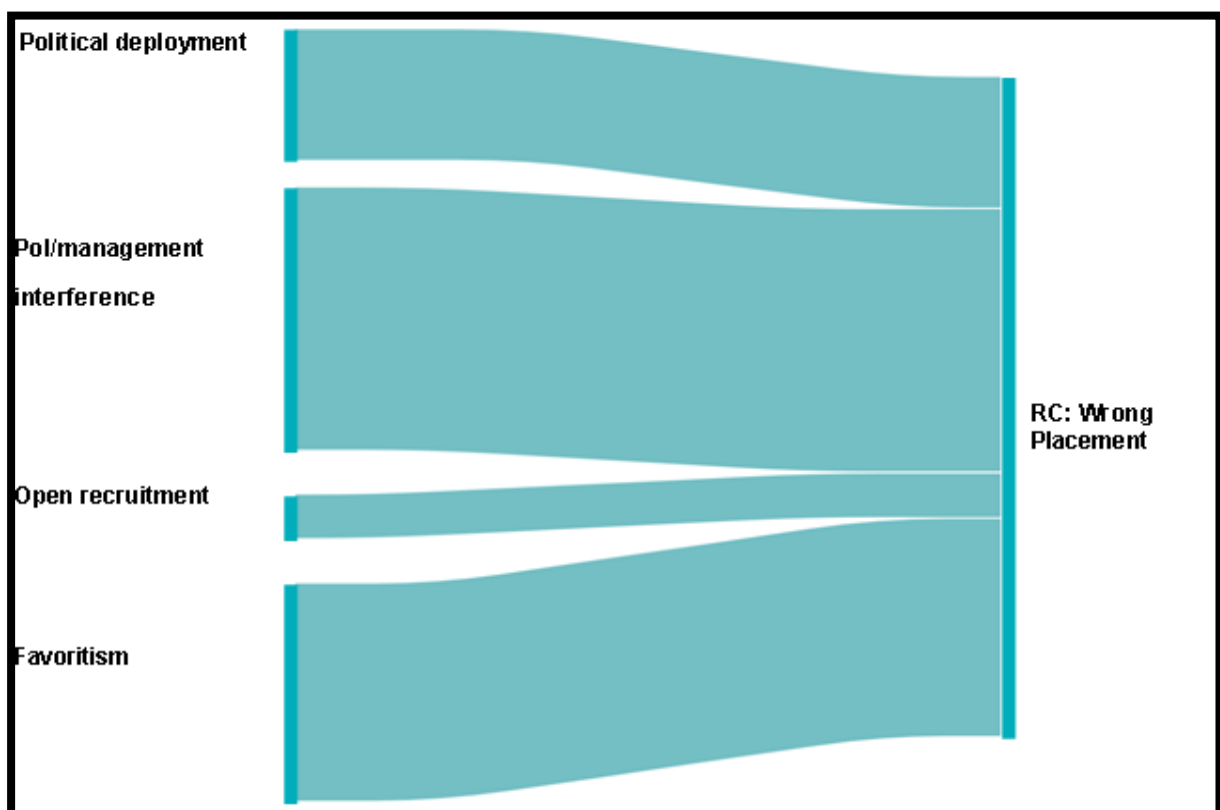


Figure 5-23 Causes of wrong placement

As presented by the diagram above, there are various causes of wrong placements in the Department. Most respondents agreed that the wrong placement of employees is caused by

- Political and management interference
- Favouritism
- Open recruitment and
- Political deployment.

To elaborate, participant 21 states that recruitment and selection in the Department are flawed because there are too many friendship appointments emanating from favouritism.

“Imagine someone, who is a teacher in Potchefstroom getting a director position in the Department just because they are friends with someone.”

In agreement with Participant 21, Participant 15 states that:

“As an HR professional we do not have the right to question the directors or politicians because maybe it's a friend, politician or family member related to him or her, so you question, you are out of your position just like that.”

Participant 24 admits there is a manipulation of the recruitment and selection process. Unfortunately, the respondent states that people come with mandates, which compromise the recruitment and selection process. Participant 21 states it is harmful and frustrating when directors and other managers push skilled and diligent employees out of the Department to appoint acquaintances who are easily manipulated and controlled. Political and leadership interference leads to the wrong placement of employees in the Department. When probed on measures taken to ensure that the right person for the job is employed, Participant 15 replied that only interviews and proof of qualifications and experience inform the recruitment of the right applicant, which leads to favouritism, interference and manipulation of the process because the process is not thorough. Besides, there are political deployments that prevent the proper candidate from being appointed.

Senior managers and politicians jeopardise service delivery through detrimental recruitment and selection procedures. The above correlates with the literature in Chapter 2, which states that senior management and political intervention cause delays in filling openings (Republic of South Africa, 2015:23). Apathy by senior management and politicians causes delays in hiring and is service delivery (Republic of South Africa, 2016a:9; Republic of South Africa, 2018a:38) (*see reference in chapter two*). Recruitment and selection practices affect career development and employee retention because it is easy to retain qualified employees, but the effects of wrong appointments as further elaborated in the following sub-theme impact mentoring and coaching, performance management and other human resources management practices.

a) Effects of wrong placements on employee-management relations

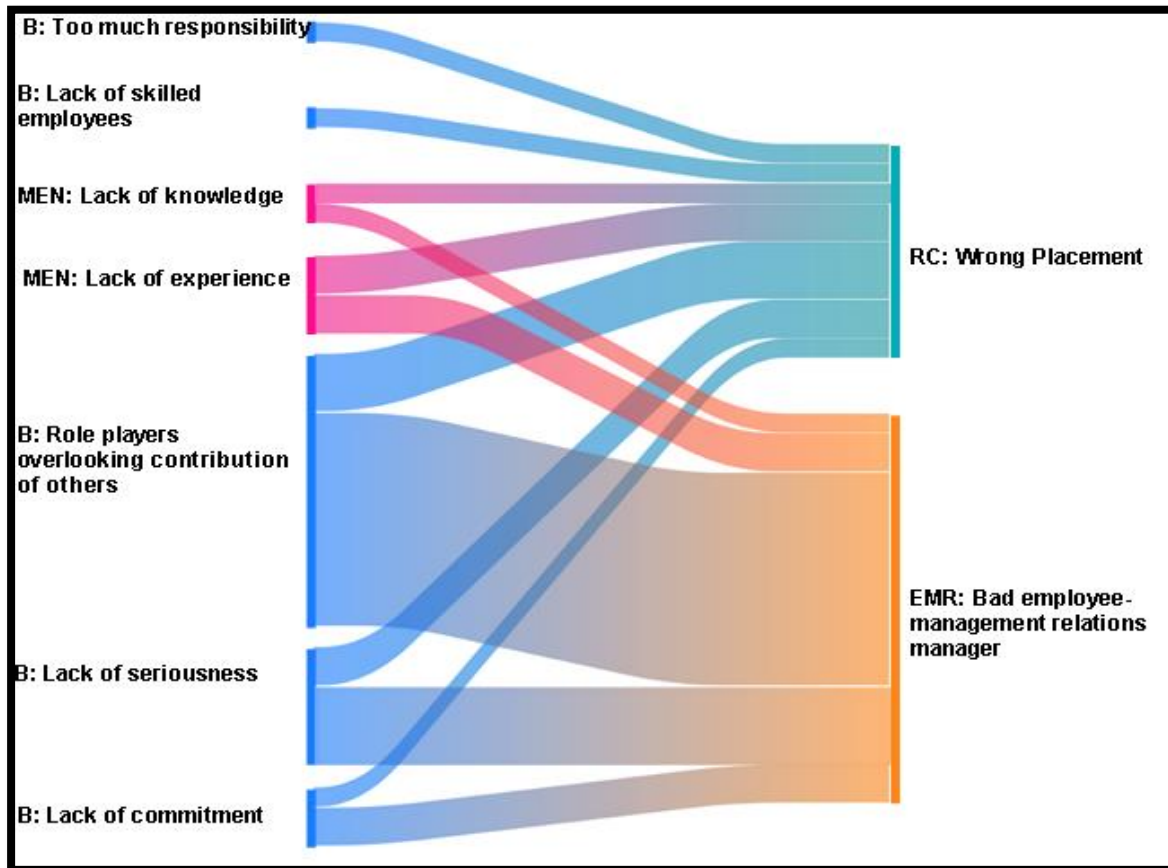


Figure 5-24 Effects of wrong placements

Employee-manager relationships illustrate an insecure interaction between employees and managers. Chapter 2 emphasised that employees, and supervisors must have a collaborative relationship. However, due to wrong placement, that relationship is non-existent. For instance, wrong placement can undermine mentoring and coaching. Mentoring an employee who is not experienced or competent has a detrimental effect on the Department's operation (Participant 3). For example, the preceding had a detrimental effect on the line manager's performance because it took longer to complete her task. Participant 23 mentioned that when the Department hired unqualified inspectors. Some did not even have an elementary education equivalent to matric, which made managing those employees challenging, particularly mentoring and coaching.

The Department hires the wrong employees due to a shortage of experienced employees joining the Department. For instance, Participant 23 states that the Department employs individuals with a BA in administration and then transitions these individuals into the building environment. However, managing such a calibre of people is challenging due to their lack of knowledge in their respective fields.

Wrong placement imposes an undue strain on other stakeholders. For instance, Participant 1 asserts that wrong placement causes too much burden and responsibility. Participant 23 further states that dealing with less qualified personnel is an issue because it leads to managers coming down from a managerial position to an operational level to execute the job. Technical tasks must be accomplished appropriately. It is difficult to carry out someone's responsibilities because they are not qualified to do so.

Participant 23 states that when the Department employed illiterate inspectors and then went on a recruitment drive to hire competent inspectors, the young educated inspectors were supervised by the illiterate inspectors, resulting in confrontations. The junior inspectors were discouraged when they compared themselves to their supervisors. That was a recipe for disaster. It became increasingly difficult to persuade the younger generation to fulfil their tasks. Some were apprehensive because they did not want to be supervised by someone who did not know what they were doing. Their arguments were valid, but terminating a deputy director they report to is impossible.

Further, the wrong placement makes it difficult to manage an unqualified employee whom outside leaders influence. Participant 21 affirms the preceding by adding that mentoring someone close to senior managers is more challenging because "they disrespect you and do not care who you are since they have the director on their side." Participant 16 asserts that the Department is demoralised; staff members are dissatisfied but scared to express their dissatisfaction. For example, it is excruciatingly painful to work diligently for this Department. When a position is available, they appoint someone from another Province or municipality that does not know what they are doing, does not understand the job well, and is unfamiliar with the Department policies. Then employees have to train that person, who will eventually become their supervisor. In a nutshell, wrong placement results in poor employee-management relations, compromising mentoring and coaching and imposing an undue strain on other employees, which are harmful to the Department's

performance. The following section analyses the significance of policies in the Department.

5.5.2.1.5 Poor formulation and implementation of policies

Sections b and c informed the development of this theme. Chapters 2 and 3 emphasise the significance of policies in career management by stating that the legislative framework is inextricably linked to career management. Most participants asserted that policies and regulations must be enforced and implemented. For instance, participants 1 and 22 reveal that the legislative frameworks guide the Department. Participants 26 and 23 contend that managers use these tools to monitor employees in the public sector.

However, some participants highlighted difficulties in formulating and implementing departmental policies. For example, participants 24 and 10 state that some policies are copied and pasted, and typing errors reveal poorly written policies. Participants 16 and 19 further revealed that the DPSA formulate policies and legislation but does not know the ground's challenges. Therefore, public managers interpret the policy the way they understand it. The most notable challenges of policies in the Department concerns poor implementation of policies, especially regarding the Employment Equity Policy and the PMDS, as further explored in the following sections.

a) Wrong implementation of transformation policies in the Departments

The primary goal of transformation and gender equality in the Public Service is to eliminate inequity. Participants were asked a question:

What is your opinion on promotion based on equality and gender balance, do you think there should be more emphasis on blacks and women occupying leadership positions rather than experience and qualification?

Most participants agreed that gender and transformation are critical. Participants 2, 23, 20, 16, 26 and 3 emphasised the importance of empowering women in the Department but acknowledged the link between gender and qualifications. However, the Department is falling short of female representation in senior management positions since Participants 26, 23 and 3 state, there is still a long way to go in female representation. The above is because NWPDHS is a male-dominated industry and women face harassment from their

male counterparts. To substantiate the preceding, Participant 18 states the fact above. The preceding indicates the Department's failure to ensure women's representation due to role players disrespecting established policies.

To substantiate the preceding statement, Participant 24 asserts that while policies advance women within the Department, they fall short. For example, Participant 24 states that departments can implement policies that state that qualifications and experience are essential. However, specific posts require women or a person with disabilities who is qualified and skilled. This is not practised in the Department; people do as they please, and sometimes they will advertise a post as a PDI post (previously disadvantaged individuals). However, still, they will employ a man for that post. The other notable challenge is the alignment of the PMDS as a reward tool rather than for development, as revealed in the following sub-theme.

b) Alignment of employee performance to reward rather than to development

Developing employees is a Constitutional mandate in the Republic of South Africa. There is ongoing performance management of employees in the Public Service to enhance development, whereby performance is rewarded or encouraged. Chapter two revealed that performance ratings are complicated to manage in the Public Service. Therefore, some regulations like the PMDS questionnaire easily manage employees' performance (Participant 23). Remarkably, the PMDS is not implemented correctly. Participant 7 states that the committee responsible for performance management ratings changes the final score that the line manager has accorded their employees because they work on a financial budget rather than performance. The above is unlawful since specific rules are put in place by the DPSA and the committee has no legislative right to change line managers' ratings to an employee, and compensation should be accorded as the final rating. Nevertheless, that is not the case in the Department. The above leads to severe implications for misinterpreting the PMDS as a reward tool rather than an employee development tool.

To elaborate, the PMDS has become a reward tool that both employees and managers abuse. Participants 25, 2 and 13 state that employees expect to be rated higher because they want bonuses at the end of the year. Participant 1 states that PMDS is an event, not a process. Hence employees are always dissatisfied with the ratings, and they argue that

there is favouritism. Participant 10 states that employees take low ratings personally because they know they will lose their bonuses. Participant 12 believes that the challenge experienced in performance management concerns job politics.

"You find that the person will tell you that this is not your money do not be stingy with it. It belongs to the government".

Instead of the PMDS assisting in implementing performance management, it is causing discomfort; Participant 16 states that managers rate for peace because if one rates a person and does not get a bonus, that manager is in trouble. Participant 18 states they were threatened for rating someone; thus, now they rate employees just for peace's sake. Participant 11 states that with performance management,

"You cannot leave your drink or water unattended because you do not know what happens. It is a scary experience."

Participant 24 states that the PMDS is a vendetta to settle managers' scores. This statement is supported by Participant 11, who states that where there is money, there is favouritism. The PMDS is abused and leads to the threatening of line managers. The above emanates from role players using the PMDS for monetary purposes, leading to lousy Department relationships. Since rewards are involved, performance ratings have become personal attacks for employees and managers.

This section aimed to analyse qualitative findings. The following section summarises quantitative and qualitative research findings and then triangulates the results with Heidegger's ontology discussed in chapter two.

5.6 DISCUSSION AND TRIANGULATION OF RESULTS

The findings discussed in the previous section reveal that the Department under investigation is struggling and failing to attract and retain scarce skilled employees due to a lack of robust career management practices. This section commences by briefly summarising findings and then triangulating those findings with Heidegger's ontology discussed in section 2.9 to understand career management extensively.

5.6.1 Summary of findings

The findings are summarised based on the proposed definition of career management formulated in section 2.2. Explicitly, career management is:

An essential human resources management practice that achieves the organisation's grand plan through the collective efforts of individual employees, managers and the organisation.

From the definition above, there are three aspects crucial in summarising the findings of this chapter, as revealed in the following diagram compiled by the researcher:



Figure 5-25 Summary of findings

a) Career management and achieving organisational goals and objectives

Section 5.5.2 shows that career management is not considered an essential HRM practice for achieving organisational goals and objectives. The above is revealed by the failure of senior managers to recognise its significance. Section 2.3.1 precisely explained the role of senior managers as the organisation's strategic drivers responsible for

ensuring that career management does not remain an isolated HRM but must be included in the institution's strategic plans. Some senior managers know the significance of career management but do not consider it essential to achieve organisational goals and objectives (*see reference in section 5.5.2.1.1*).

b) Collective efforts of employees, managers and the organisation

The findings revealed role players responsible for career management. These include the senior manager, line managers, HR practitioners, the Department, support staff and the scarce skilled employees. For career management to be effective, the role players mentioned above must collaborate. However, there are bad employee-management relations (*see reference in section 5.5.2.4.1*). Precisely, there is a lack of respect, responsibility and trust. Employees and managers work against each other, not collectively (Participant 24).

Section 5.4.2 revealed that most employees are dissatisfied with their managers or subordinates. Specifically, there is dissatisfaction concerning mentoring and coaching, appointments for promotional posts and performance ratings. Most employees are burdened with too much workload despite clear and precise job descriptions (*see reference in sections 5.4.2.2, 5.4.2.3 and 5.4.2.4*). Employees cited favouritism, friendship appointments, gender inequalities and inexperienced managers as some attributes leading to bad relationships. Employees expressed there are failed by management for being employable and carrying out their duties in the Department.

Concerning the Department, qualitative findings reveal that the institution offers bursaries and workshops for training and development to enhance employees' career development, hereafter referred to as CD. However, funding is not accessible to everyone (*see reference in section 5.4.2.6*). Further, the Department is hampered by political interference in carrying out its tasks. Political cadres jeopardise appointments at senior management positions, and such politically affiliated appointments lead to disgruntlement in the Department. The exercise above is undermining the HR practitioners in carrying out their tasks. Some employees have to work overtime to train inexperienced people. Employees are demoralised and demotivated (*see reference in section 5.5.2.1.4*). The same applies to projects assigned to developers with political connections. Most

engineers fail to register with professional bodies since they fail to see a project through because of the above political appointments (*see reference in section 5.4.2.6*).

Section 5.4.2.4 reveals that the Department does not offer experiential learning for engineers, architects and other skilled technicians. The above skilled employees are demotivated and dissatisfied. The above challenge causes a massive employee turnover, and failure to attract skilled employees. Scarce skilled employees prefer working in the private sector where there is experiential learning through actual plan drawing and project design and implementation rather than boring report writing (*see reference in section 5.5.2.1.3*).

Most young managers expressed contempt for the older generation, while older managers cited disrespect from their younger employees. In addition, female managers cited disrespect from male colleagues. Several male counterparts stated that certain female managers do not deserve to be in their positions and are only there due to gender and transformation requirements. Managers also acknowledged feeling burdened by underperforming subordinates, stating that certain employees are only there to sabotage their work. Line managers are also uneasy rating employees on their performance because the practice has grown so difficult that it can lead to bad relations within the Department and frequently produces unfavourable results (*see reference in section 5.5.2.1.5*).

c) Career management as part of other HRM practices.

The data in sections 5.4 and 5.5 demonstrate that role players are distortion agents in career management, compromising mentoring, coaching, performance management, recruitment and selection, diversity management, and retention management. However, the above may also result from a flawed legal framework governing the HRM mentioned above practices. First, there is a lack of policies and misuse of policies in the Department (*see reference in section 5.5.2.1.1*). Specific policies lack properties and are not formulated adequately, compromising the Department's performance (*see reference in section 5.5.2.1.5*). For instance, role players exploit and compromise the PMDS and EEA, resulting in the disparities described in sections 5.4.1 and 5.5.2.1.5. Some participants noted that the DPSA formulates policies and sends emails for implementation allowing

managers to interpret them anyhow because of a lack of training on how to implement the regulations properly (*see reference in section 5.5.2.1.5*).

Concerning the above findings, the study could potentially create a model that explicitly targets improving professional relationships between employees and managers, motivating older generations to perform as expected, and implementing measures to reduce job-hopping among support staff. The model may suggest which policies to formulate and recommend that the Department draft and implement the Career Management policy or which policies to amend. However, the same strategy has been repeated. Explicitly in the Public Service, the inherent problem under investigation is deconstructed, solutions are proposed, and monitoring and evaluation techniques are implemented to ensure that the proposed solutions function effectively to re-plan the entire process: which is precisely Cartesian. The study respects the process above, but the study proposes examining the same challenges discussed in this section, and the previous chapter through a different perspective identified in section 2.9 to understand career management with fresh eyes. The following section triangulates the results from Heidegger's perspective.

5.6.2 Triangulation of findings

Section 5.6.1 presented a summary of quantitative and qualitative research findings by analysing the operational definition of career management. This section employs the same approach followed in the previous section to triangulate and discusses those findings, given Heidegger's perspective stated in section 2.9, so the study can validate, dispute, or complement the results. The following paragraph explains how Heidegger's mode of equipment explores career management to understand why the practice is not ***integrated strategically into the departmental goals and objectives***. By equipment, the study refers to all types of formal and technical equipment identified in this study. These include the legislative frameworks, CD theories and other technical equipment utilised by skilled professionals and technicians, such as computers, software for drawing plans and all the tools used by role players in carrying out day-to-day activities in the Department.

The first chapter of the thesis highlighted that the NWPDCOGTAHS faces challenges in attracting and retaining scarce skilled employees, resulting in the Department failing to

meet organisational goals (*see reference in section 1.2*). Some causes, as discussed in the previous sections, include lack of competitive salaries (Participants 7, 23, 5, 8 & 15), lack of infrastructure (Participants 2, 4, 5, 7, 8, 12, 23, 24, 25, 26) and lack of CD opportunities (*see reference in sections 5.5 and 5.6*). The Department implemented the legislative framework to solve the above. These include the Retention policy, 2016 and Managing Staff retention: A Guide for Government Departments, and the Guide on the practice of career management in the Public Service, among others, as discussed in sections 3.5.8, 3.5.10 and 3.6.2 (*see reference in chapter three*). With the available tools mentioned above, it is possible to resolve the challenges, but this is not the case. Therefore, the study deems it fit to analyse modes of equipment in the Department, which can either be ready-to-hand, unreadiness-at-hand, or present-at-hand, to understand why some challenges persist.

First, findings reveal that legislative frameworks reveal themselves in different equipment modes to various role players. For instance, some line managers state that policies must be enforced and implemented (Participants 1, 26, 12 & 22). The above implies there is nothing wrong with legislative frameworks. The frameworks are serving their purposes and are thus ready-to-hand. But some line managers find the legislative framework unready-at-hand. For instance, Participants 1, 4, 13, 24 and 25 confirm that the PMDS is not functioning as expected because it is a reward tool and thus jeopardises performance in the Department. Participants 1, 3, 12, 13 and 21 demonstrate that job descriptions malfunction, leading to burden and too many responsibilities on other employees. Unready-to-hand equipment is broken because it does not operate as expected, thus failing to enable role players to manage employees' careers (*see reference in section 2.9*). A missing tool can also signify unready-to-hand. Participant 24, who states that the Department generally lacks human resources management policies, reinforces the existence of broken equipment through missing tools.

When the researcher asked HR professionals why there is no Career management policy in the Department. Participant 1 brushed it off as the Department's oversight. Participant 19 revealed there was no policy because other policies can fill the gap for career management, such as the Bursary Policy and Succession Planning policy, among others. The findings above reveal that HR practitioners know the lack of equipment, which is essential in career management. However, the role players mentioned above are not

necessarily aware that the lack can lead to the broken status of equipment. Hence, the above HR practitioners see legislative frameworks in career management as ready-to-hand (*see reference in section 5.4.2.3*). Regarding how employees view the modes of equipment in the Department, some engineers and skilled technicians expressed that most technical equipment is unready-at-hand. Participants 2, 4, 5, 7, 8, 12, 23, 24, 25 and 26 attest to a lack of infrastructure to assist in practising engineering.

The findings above confirm that role players view equipment used in career management differently. The study expected the above because different views emanate from different role players. Senior managers, line managers, HR practitioners, employees and the Department do not share the same practice background in career management, leading to the practice not being suitable for achieving organisational goals and objectives in the Department. To reinforce the above statement, managers use PMDS as vendettas for personal gains (Participant 24), employees use PMDS as reward tools (*see reference in section 5.5.2.1.5*), and the Department uses PMDS to enhance performance. The above reflects a divergence in the background upon which role players encounter the same legislative framework.

To further ascertain the above, the NWPDCOGTAHS, instead of restoring the legislative framework such as PMDS, Retention Policy, Recruitment and selection policy to its ready-to-hand mode of attracting and retaining scarce skilled employees. The Department contracted out the essential service of engineers and architects to developers identified as providing substandard houses to inhabitants in section 2.1. For the contractors appointed, the above task has nothing to do with restoring the formal and technical equipment used in the Department. It is simply operational work - a standard job. On the other side, the Department achieves the goals and objectives of providing houses to the inhabitants of the North West Province. For the employees and managers, challenges persist because the Department is not collaborating with enhancing the development of employees but uses hierarchy, in which organisational goals are essential to tackle rather than individual developmental goals. However, there is no partnership or collaboration with employees' need to achieve the goals. Thus, career management will remain an isolated HRM practice, which does not contribute to organisational goals and objectives. Heidegger's equipment mode reveals a perspective which can assist in remediating

career management to the ready-to-hand mode where the essence of a shared background is emphasised.

Concerning ***the collective efforts of employees***, the previous paragraph already introduced that the Department is not in collaborative partnership with the employees. To further ascertain the above, the study views the collective efforts through Heidegger's being-in-the-world and being-with precepts outlined in section 2.9. Findings in sections 5.4 and 5.5 confirmed bad employee-management relations, hereafter referred to as EMR. Interestingly, Heidegger states we are thrown into the world (Heidegger, 1962).

Heidegger employs ***Thrownness*** to describe our historic surroundings, which we cannot escape and serve as the foundation for our search for prospects (Haugeland 2013). Motivated by the above statement, the other view of analysing the situation of bad EMR emanates from competing ontologies in the Public Service. Role players are thrown into a Public Service entrenched in the political culture they cannot avoid. The hierarchy and competition proposed by TPA and NPM is that same culture leading to a lack of collective efforts among role players. TPA advocates for hierarchy and rule-based domination and does not support partnership (Stout, 2015) and NPM advocates for fragmentation and individualism. Hierarchy is entrenched in the undifferentiated individual ontology. When an employee hierarchically moves from one position to the next, the higher up the ladder means speaking for the divine right (*see reference in section 2.4.1.1.1*). Senior managers see themselves as superior, so they can manipulate the recruitment and selection process and undermine other role players (*see reference in section 5.5.2.1.4*). Therefore, there are power squabbles and bad EMR instead of mutual respect. Politicians and senior managers abuse their positions because it is all about domination and power, not collective effort or partnership. Concerning employees, NPM accorded the right to individualism and competing for resources all in the fad of everyone must benefit. Based on the above, there is unhealthy competition, disrespect and a lack of mutual respect between subordinates and managers. That is the Public Service culture reflected in competing ontologies.

Significant to being-with, are the norms and standards that the Department and role players must adhere to (Don, 2019:174) (*see reference in section 2.9*). Heidegger's *Das Man* can aid the public sector in forming partnerships with employees in the Department. *Das Man* represents the conventional approach to doing things, and once the Department

understands that concept, the institution will understand the norms and values that engineers must adhere to. The professionals mentioned are under pressure to register with SACPCMP as PR engineers, ECSA and SAICE (*see reference in sections 5.4.2.1 and 5.4.2.5*). The bodies above suggest that if an engineer wants to do the right thing, such as a competent PR engineer or a qualified professional engineer, they must perform as per those professional bodies mentioned above (Van der Hoorn, 2014:13). Hence, there is too much anxiety by the skills mentioned above; and are frustrated when they lack the opportunity to complete the registrations. The above bodies make professionals conform, which is not bad because the order is essential (*see reference in section 2.4.1.1*). However, no engineers will be attracted or retained in the Department if they cannot be registered professionals. Political interference, unforeseen events such as COVID-19, and lack of experiential exposure will continue to restrict the Department in attracting and retaining the scarce skilled employees due to the significance of conforming to professional bodies.

Concerning role players being labelled as agents of distortion in career management and ***compromising the integration with other HR management practices*** such as mentoring, coaching, performance management, recruitment and selection, diversity management, and retention management. Heidegger states that role players are Daseins who care, are engaged in practices and can make decisions that matter to them (*see reference in section 2.9*). Role players are not distortion agents but are existentially involved in tasks and activities. Consequently, applying Heidegger's principles of care and temporality in this study assist in understanding how performance management is compromised. Heidegger stipulates that our past, present and future all inform each other, and what Dasein does, is influenced not only by what they want to do but what they have done and by their current situation (Van der Hoorn & Whitty, 2015:726).

Findings reveal that rating employees' performance is a scary experience (Participants 18, 16, and 7). To explain, Participant 7 revealed an incident that led to the shooting of some managers because of performance ratings. Participant 18 revealed how she received death threats. Participant 16 also revealed that people rate for peace because, as a manager, one is even scared of leaving water unattended, thinking that someone will spike it. Heidegger's temporality is central to Dasein because role players in management have attitudes toward what they have done in the past, what they are doing

now, and where they are going in the future. A manager threatened with a gun will be sceptical of rating employees because they see themselves as dead if their fellow subordinate does not accept the ratings; thus, they rate subordinates higher.

Role players are not always distortion agents but are active participants in tasks and activities. Central to Heidegger is temporality coupled with care, briefly outlined in section 2.9. Heidegger states that role players are thrown into the Public Service and become directors or deputy directors. They work towards pursuing goals and objectives because they care about being deputy directors. However, they experience "threats" in managing their subordinates. They will be scared of rating employees and will no longer trust their subjective judgement because of fear. Hence, they fall into inauthenticity and give wrong ratings. Thus, triangulating results with Heidegger's perspective inform the study on what critical aspects to include in the integrated model discussed in the following chapter.

5.7 CHAPTER CONCLUSION

This chapter discussed the empirical evidence of both qualitative and quantitative research. In quantitative research, these areas require further attention:

- The difference in CD challenges based on gender.
- The difference in career satisfaction of middle age employees.
- Differences in CD challenges of the young generation vs old generation.
- Differences in CD challenges of years of service in the previous position.

As the chapter unfolded, the study discovered that the most significant predictors of career satisfaction are choosing the right career, organisational goals and objectives, turnover intentions, challenges, and aspirations. The chapter also discovered that career satisfaction correlates with organisational goals and objectives, collaboration, challenges, turnover, career choice and departmental CD initiatives. Regarding qualitative research, there is a lack of integration of career management into the strategic goals. The Department fails to recruit and appoint the right person for the correct position. The demographic analysis of the Department highlights the need to strengthen CD opportunities for younger generations and motivation for the older generation.

There is poor integration of policies. However, when results were triangulated, it was discovered that career management is not an essential HRM practice responsible for accomplishing the goals and objectives of the Department because role players do not share the same practice background. In addition, role players are distortion agents leading to the compromised implementation of other HRM practices. Further, the lack of integration of HRM practices is due to a lack of and misuse of legislative frameworks in the Department.

CHAPTER 6 SUMMARY AND RECOMMENDATIONS: AN INTEGRATED CAREER MANAGEMENT MODEL FOR THE PUBLIC SERVICE

6.1 INTRODUCTION

The previous chapters of this thesis all contribute to the primary objective of the research, which was to develop an integrated career management model for the North West Province Public Service. The chapter begins with a discussion of the attainment of the research objectives and questions. The chapter summarises the study regarding developing the model's fundamental elements. The chapter then makes recommendations based on the proposed model and public administration and human resource management contributions. The chapter's final section identifies research gaps and concludes the study. Given the following, the following section expands on the research objectives and questions raised in the first chapter of this thesis.

6.2 REFLECTION OF THE STUDY: RESEARCH QUESTIONS, OBJECTIVES AND CTSSs

As mentioned in Section 1.3, this study's fundamental objective was to develop a comprehensive and integrated career management model for the NWPDCOGTAHS that can be extended to other Public Service departments. The study established these objectives to accomplish the primary objective.

- **RO1:** To analyse the relevant theories and practices concerning career management in the Public Service.
- **RO2:** To analyse compliance with the South African Public Service's statutory and regulatory frameworks for career management.
- **RO3:** Explore best practices and career management models in other developmental states.
- **RO4:** To examine, through empirical analysis, the current challenges and problems of career management in the NWPDCOGTAHS.

The research questions in section 1.4 were derived from the research objectives. Explicitly, the primary research question for this study was: What should be included in

an integrated career management model for the South African Public Service, which includes the North West Province as locus? Hence, these questions were created:

- **RQ1:** What are the relevant theories and practices concerning career management in the Public Service?
- **RQ2:** What are the statutory and regulatory frameworks for career management in the South African Public Service?
- **RQ3:** What are the best practices and models of career management in other developmental states?
- **RQ4:** What are the current challenges and problems of career management in the NWPDCOGTAHS?

Given the significance of the research objectives and questions mentioned above, the following table presents and summarises the alignment of the objectives and questions to the chapters of this study.

Table 6-1 Alignment of RQs, ROs and chapters

Research Objectives	Research Questions	Chapter
RO1: To analyse the relevant theories and practices concerning career management in the Public Service.	RQ1: What are the relevant theories and practices concerning career management in the Public Service?	Chapter 2
RO2: To analyse compliance with the South African Public Service's statutory and regulatory frameworks for career management.	RQ2: What are the statutory and regulatory frameworks for career management in the South African Public Service?	Chapter 3
RO3: Explore best practices and career management models in other developmental states.	RQ3: What are the best practices and models of career management in other developmental states?	Chapter 4

RO4: To examine, by means of empirical analysis, the current challenges and problems of career management in the NWPDCOGTAHS.	RQ4: What are the current challenges and problems of career management in the NWPDCOGTAHS?	Chapter 5
Primary Objective: Develop a comprehensive and integrated career management model for the NWPDCOGTAHS, which can be extended to other Public Service departments.	Primary Question: What should be included in an integrated career management model for the South African Public Service, which includes the North West Province as locus?	Chapter 6

Source: (Author's own interpretation).

6.3 SUMMARY OF MAIN CHAPTERS

Considering the research objectives and questions discussed above, this section summarises the main findings of the chapters.

Chapter 1 presented the introduction and background to the study, problem statement, research objectives and questions, central theoretical statements, and the research methodology. This chapter is an affiliate of CTS 6, 7, 8, and 9. The chapter introduced the study and posed questions for further investigation in the remainder of the thesis, which led to a discussion of theories, role players, HRM practices, legislative framework, and developmental state models. The chapter contended that career management is an essential and complex process not well-implemented in Public Service. The flawed integration of human resource management practices caused by the abuse of role players failing to ensure responsibility was one shortcoming leading to the practices not being implemented effectively. Therefore, the primary challenge identified was the disengagement between HRM practices and role players, which led to the adverse effects of failing to attract and retain skilled professionals and technicians in the NWPDCOGTAHS.

Chapter 2 of the study is the literature review, explicitly linked to RO1, RQ1, and CTS 1, 2, and 4. The theoretical underpinnings of the study, such as the conceptual framework of career management and the phenomenological perspective that influence the ostensible governing approach of the Public Service, were outlined. *Career management* is an essential human resource management practice that achieves organisational goals and objectives through the collective efforts of managers, employees and the organisation. Individual employees, senior managers, line managers and human resource practitioners were all identified as role players in career management and encouraged to be existentially involved in the practice. The relational process ontology emphasised the significance of collaboration between the competing TPA and NPM ontologies. Since integration and collaborations are essential, the study explored strategic human resource management. The chapter acknowledged the eclectic nature of public administration by embracing CD theories from a psychological perspective. Given the significance of the legislative frameworks postulated by TPA, the third chapter examined the legislative frameworks related to career management.

Chapter 3 is an affiliate of RO2, RQ2 and CTS 5. The chapter commenced by discussing the democratic developmental context of the Public Service. The Constitution and the National Developmental Plan, 2030. The chapter explored national human resource management policies, strategies, regulations and Departmental human resource management policies. The findings of this chapter revealed that career management is a Constitutional mandate, and the departments should ensure that NDP ideals are attained by 2030. Therefore, career management needs to be aligned with Departmental goals and objectives.

Chapter 4 explored developmental state models. Central to this chapter are RO3, RQ3 and CTS 3. The chapter began by presenting a conceptual framework of developmental states. According to the chapter's findings, a developmental state directs its country's social and economic development through a professional bureaucracy independent of political interests. A professional bureaucracy is required for South Africa to overcome its plethora of socio-economic challenges.

The chapter explored the preconditions of becoming a professional bureaucracy, the ideologies involved and the developmental states' models. From the above, the study discovered that the most notable principles of becoming a professional bureaucracy originate from collectivism and the country's political and cultural ideologies. According to South Africa's political ideology, democracy, participation, and coordination are the fundamental principles which must support a professional bureaucracy. Ubuntu, which is central to the cultural perspective of the country, provides a robust ground for collectivism, responsibility, accountability and respect. The chapter also revealed that integrity and loyalty are significant characteristics that must guide the performance of role players in a professional bureaucracy. Finally, the chapter proposed a developmental state model to discuss the importance of developmentally determined leadership, sufficient autonomous state bureaucracy, competent state bureaucracy and good performance and legitimacy.

Chapter 5 links to RO4, RQ4 and CTS 6 and 8. The chapter discussed empirical findings and motivated why it was necessary to triangulate qualitative and quantitative research results. Semi-structured interviews and questionnaires were analysed with Atlas ti and SPSS. By conducting interviews and distributing questionnaires, the researcher experienced career management from the participants' and respondents' perspectives and thus developed a clear picture of challenges experienced in the NWPDCOGTAHS. The chapter concluded by triangulating the results with Heidegger's perspective to enhance the study's validity, reliability, and transferability.

The chapter discovered that career management is not an essential HRM practice responsible for accomplishing the goals and objectives of the Department. In addition, role players are not collectively engaging in managing employees' careers but are working against each other. The lack of integration of HRM practices is due to a lack of and misuse of legislative frameworks in the Department. The findings identified gaps and informed the development of a comprehensive career management model in chapter six. In conclusion, **Chapter 6** summarises the chapters of the entire thesis. The chapter embarks on reflecting on the research objectives and questions. It then offers recommendations for developing the model, and contributions to public administration and public human resources management, as presented in these sections.

6.4 SIGNIFICANT CONTRIBUTIONS TO THE STUDY

The study has identified a range of obstacles to career management in the NWPDCOGTAHS. This section discusses recommendations in response to the challenges discussed in Chapter 1 and identified in Chapter 5. The section begins with an in-depth examination of the proposed integrated career management model for the Department under investigation. The section further proposes contributions to public administration theory and the field of public human resource management.

6.4.1 Recommendations: An Integrated career management model for the Public Service

According to Kunhe (2005:5) and Börner, Boyack, Milojević & Morris (2012:3), a model represents a phenomenon. The first five chapters presented career management as a complex phenomenon; hence, the model must represent this complexity adequately. This section elaborates on fundamental aspects that led to the model's development. The section describes and summarises the model. It also revealed challenges that might be experienced in implementing the model and suggestions for tackling those challenges.

6.4.1.1 Development of the Model

The model was developed based on the literature review and epistemic findings. Chapter 5 of the thesis revealed obstacles resulting from improper implementation of career management. Specific to the findings are three crucial contributions that serve as the model's foundation, presented in the following diagram compiled by the researcher.

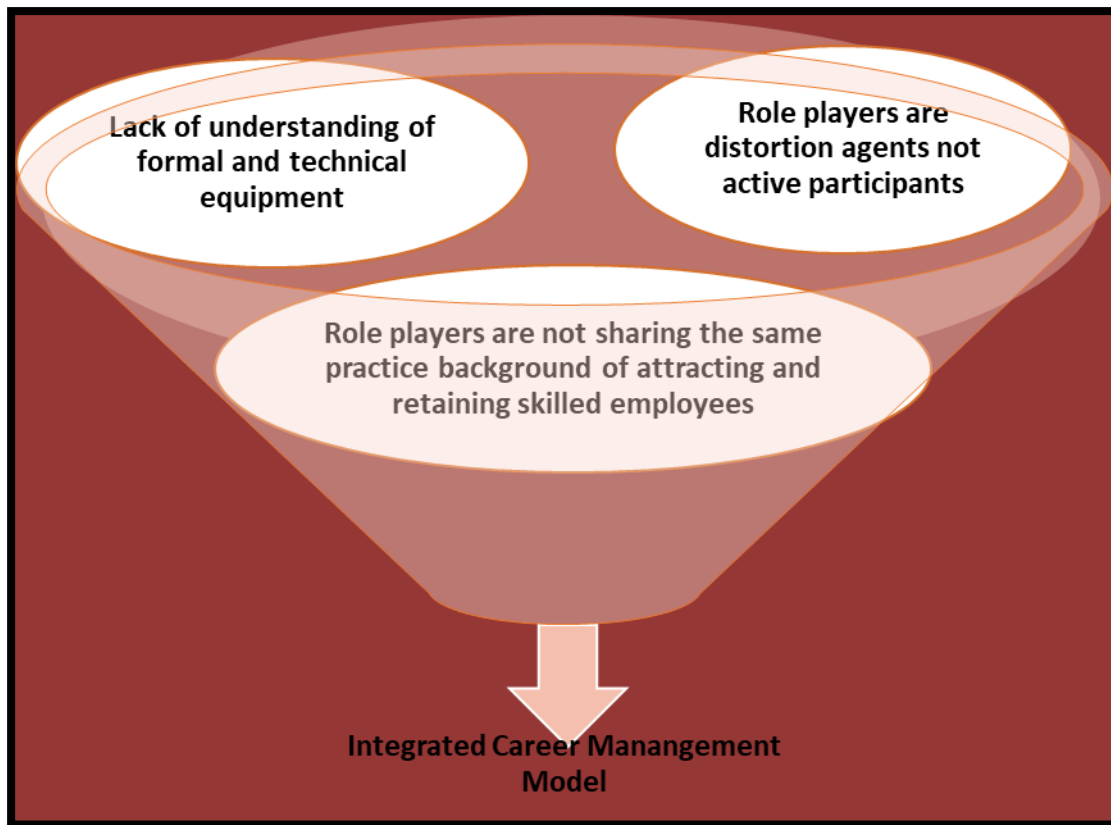


Figure 6-1 Development of the Integrated career management model

Source: (Author's own interpretation).

First, role players are not sharing the same practice background in managing employees' careers. Second, role players are distortion agents rather than active participants in career management. Finally, the Department's failure to integrate career management with other HRM practices stems from a lack of formal and technical equipment understanding. Therefore, the model commences by highlighting the need for a practical understanding of the Department's formal and technical equipment used. Formal and technical equipment includes policies, regulatory frameworks, strategies, CD theories, computers and computer software used by employees. The study adopted legislative frameworks as formal equipment because the Public Service depends on the above to carry out day-to-day operational tasks in various departments. Chapter 2 explicitly stated that the legislative framework is the bedrock of any public institution.

By practical understanding, the study means everyday coping rather than the theoretical understanding of the equipment (Coeckelbergh, 2019:255). Hence, the study contends

that role players can understand the equipment practically through appropriation. Appropriation in this study implies that formal and technical equipment can move from suitability to appropriateness. Central to the word appropriate is fitting, relevant, and pertinent terms. The above means that formal and technical equipment must possess suitable properties and characteristics, assume the rightful position in attracting and retaining skilled employees in the Department, and ensure the preservation of the social identities of role players. In that way, career management will have achieved the fundamental goals of achieving organisational goals and objectives and developing employees. Appropriation of formal and technical equipment is the motivation behind developing the model described in the following section because the correct use or application of equipment means finding solutions for challenges mentioned in Chapter 1 and enhancing the career aspirations of role players discussed in section 5.4.2.1

6.4.1.2 Description of the Model

The model described below depicts how formal and technical equipment intertwines with the social identities of role players and the social practice of attracting and retaining professionals and skilled technicians through appropriation.

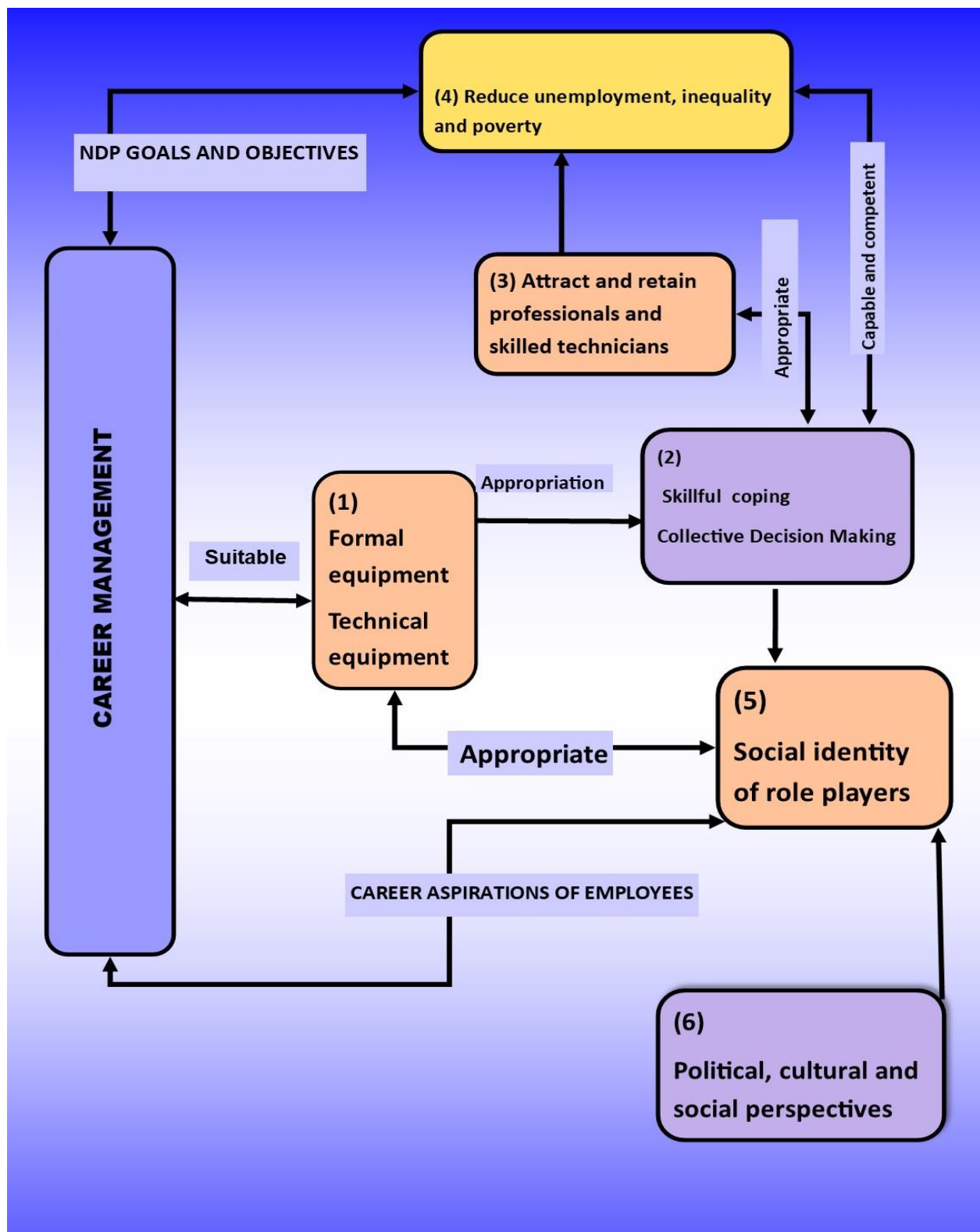


Figure 6-2 Integrated career management model

Source: (Author's own interpretation).

The model's left side reveals that career management engagement requires practical knowledge of **(1) formal and technical equipment**. The latter includes CD theories, software such as Persal, AutoCAD, computers and other tools used by managers and Department employees. Technical equipment such as CD theories provides the requisite technical aspects and advice for handling career issues. The above equipment is beneficial for guiding public managers in managing employees' careers and how employees carry out their day-to-day tasks (*see reference in section 2.7*). Formal equipment refers to all the regulations, strategies and policies discussed in Chapter 3 of this thesis. *Regulations* are the restrictions imposed on departments to achieve efficiency and effectiveness. Restriction in this sense does not mean stifling the autonomy of public servants and public managers but restraining individuals' self-interest to prevent them from abusing their positions of authority (*see reference in Chapter 3*).

Both formal and technical equipment must possess **suitable properties** appropriate for the activity since it is essential for the equipment to complete the task. However, Chapter 5 revealed the Department's challenges are that policies are poorly formulated (*see reference in section 5.6.1*). Hence, they lack suitable properties. In such instances, the Department must consult and employ DPSA guides and toolkits discussed in Chapter 3. In that way, the NWPDCOGTAHS is assisted in formulating and implementing policies with suitable properties. For instance, the guide *Managing staff retention: An information Guide for Government Departments, 2006* can assist the Department in formulating and implementing retention policies at the departmental level. A toolkit on recruitment and selection, 2006 can assist in drafting recruitment and selection policies at the departmental level. However, Chapter 3 assessed policies implemented by the Department (*see reference in section 3.6*) and concluded that the NWPDCOGTAHS tried to employ and consult some regulations mentioned above. The NWPDCOGTAHS formulated the recruitment and selection, and succession planning policies per standards recommended by the DPSA. As a result, the Department can only formulate legislative frameworks if the DPSA and PSC develop and implement appropriate regulatory frameworks.

The model depicts that the suitability of properties is only a modest part of ensuring that formal and technical equipment perform effectively. The challenge emanating from the Department is that most role players are not engaging with most legislative frameworks,

which leads to misuse, abuse and misdirection of the equipment mentioned above (see *reference in section 5.5.2.1.5*). The above means that suitable properties in equipment only contribute to half the task, and equipment with suitable properties is still a bunch of meaningless tools if misunderstood practically. For the legislative frameworks to serve the purpose, the equipment must assume its place in attracting and retaining scarce skilled employees in the Department.

Specifically, ***appropriation***, as revealed by the diagram above, ensures that formal and technical equipment assumes the appropriate place and holistically engages with other equipment, work practices and social identities of role players. According to Riemer and Johnston (2014:9), appropriation occurs when there is **(2) skilful coping and collective decision-making**. Concerning skilful coping, the role players mentioned in section 2.3 must gain degrees of expertise and mastery in dealing with either formal or technical equipment, such that they do not rely on the constant reflection of rules (Coeckelbergh, 2017:270). Being an expert means moving from "the detached rule-following to a more involved and situation-specific way of coping" (Aspbury-Miyanishi, 2021:483). To explain further, the following diagram adapted from Dreyfus (2004:177-181), elaborates the steps the Department can apply in skilful coping.

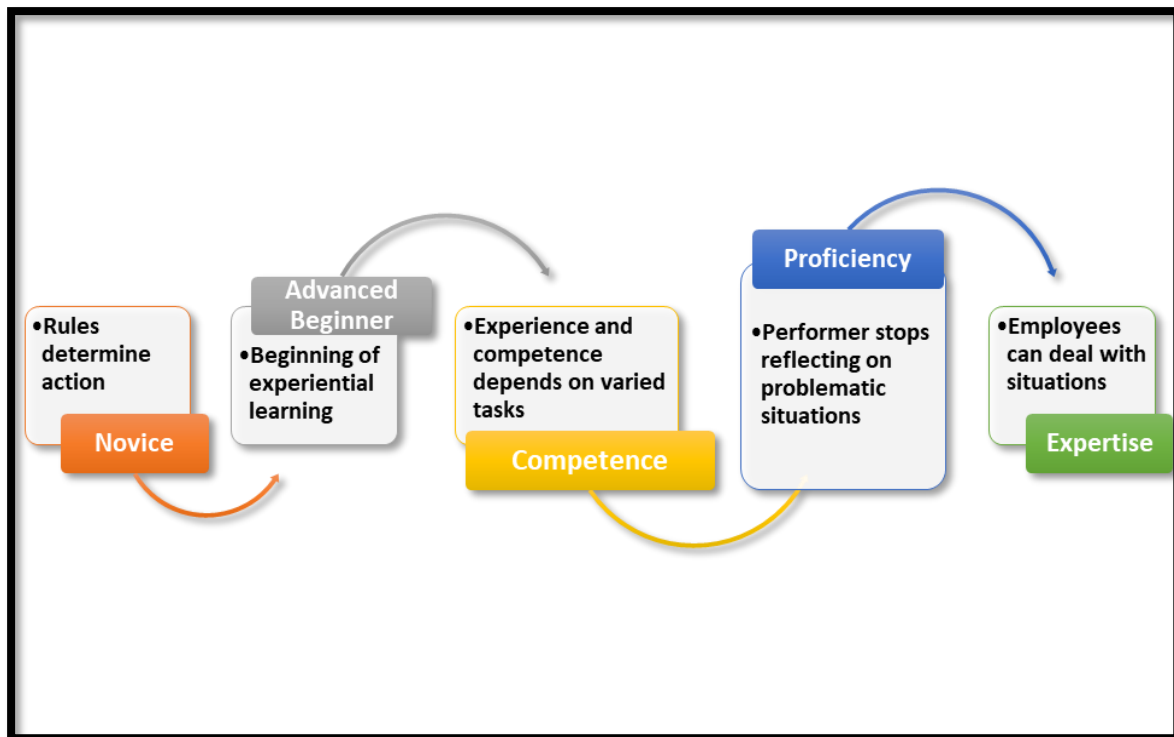


Figure 6-3 Skilful coping steps

Source: (Author's own interpretation).

Step one is the novice stage, also called the instruction process. Role players must follow the rules to determine action (Dreyfus *et al.*, 2004: 177; Rouse & Dreyfus, 2021:4). Availability of equipment and suitable properties of policies, regulations, and theories and strategies are mandatory because this is a strictly rule-following stage. Role players must constantly refer to the properties of the equipment. There is no flexibility since this stage implies strict guidance from equipment. Equipment with unsuitable properties misleads role players. This stage applies to the recruitment and selection committee, which fails to recruit suitable candidates for the correct positions (see reference in section 5.5.2.1.4). Strict adherence to psychometric tests and person-environment fit theories postulated by Holland and Parson's trait and factor theories must be followed (see reference in section 2.7). The study regards the recruitment committee as a novice because they do not know the candidates. They encounter the candidate as a present-at-hand object that does not understand the Department. Therefore, the Department must enrol a candidate who possesses suitable qualities.

The novice stage also implies that HRM practitioners, line managers and senior managers must be trained by the DPSA when new policies and regulations are formulated and implemented at the national level. Participant 16 stated that the DPSA only sends emails when a new policy is implemented but does not educate departments in implementing that policy. Therefore, systematic training provided by the DPSA is mandatory so role players in the Department share the same practice background on the purpose of the legislative frameworks. For the employees, especially professionals and skilled technicians, there is a need for clear job descriptions, which must be referred to accordingly to guide employees in achieving their tasks. Robust mentoring and coaching of employees are mandatory in this stage, and the Department must invest in experienced mentors who can assist employees instead of exposure to inexperienced mentors, as revealed in section 5.4.2.2.

Step two is the advanced beginner stage, whereby through constant reference to the stated rules and procedures, the novice gradually gains adequate experience through relating and explaining rules to the actual situations in the Department (Dreyfus *et al.*, 2004:177; Rouse & Dreyfus, 2021:4). The availability of technical equipment is significant, and suitable characteristics in formal equipment are essential. However, Chapter 5 of the thesis reveals a lack of some equipment above. The Department lacks computers (Participants 3 and 19) and policies (Participants 1, 19 and 24) (*see reference in section 5.5.2.1.1*). The absence of the above poses severe consequences for managing employees' careers. Heidegger (1962) states that a missing tool leads to equipment malfunction (Harnesk & Thapa, 2016); this led to some challenges mentioned in this study. The Department must address the lack of policies revealed by Participant 24, and the lack of computers revealed by Participant 19. The above availability is the foundation upon which role players construct their social identities.

Step three is the competence stage; in this stage, there is an increase in expertise and experience, and too much burden emanates from too much workload. Planning is important (Dreyfus *et al.*, 2004:178; Rouse & Dreyfus, 2021:4). Experiential learning is essential, and job rotation enables employees to encounter varied tasks because employees work with complex, varied tasks gain experience more than employees in a monotonous working environment. Job rotation is one attribute leading to competent bureaucracy in developmental states (*see reference in section 4.6.3.2.2*). Most engineers

and skilled technicians do not pass this stage in the Department because of a lack of practical experience. The above leads to existential angst. Hence, it is challenging to retain the employees. The professionals mentioned above have learnt to use equipment such as AutoCAD and other engineering software at university. However, due to a lack of experiential learning, they are not putting such knowledge to good use and are not challenged. There is too much workload but no equipment to use and no experiential ground for practice, which means a lack of preservation of social identities of scarce skilled employees.

Step four is the proficiency stage, whereby the competent performer from the previous stage stops reflecting on problematic situations as a detached observer and refrains from seeking guidance from principles to guide their actions (Dreyfus *et al.*, 2004:179; Rousse & Dreyfus, 2021:4). The evidence portrayed in the findings is that most employees are not confident in carrying out their tasks; either the task is too difficult or too challenging, and mentoring takes longer because employees are not catching up as expected.

"You introduce a new system, they will tell you it is too difficult, and they do not want to be challenged."

However, according to Dreyfus *et al.* (2004:251) and Rousse & Dreyfus (2021:4), employees are experienced and exposed to emotionally charged situations when they reach the proficient stage. Therefore, they feel confident dealing with any equipment at their disposal. Finally, **Step five is the expert stage**. In this stage, the proficient performer is engaged in the world of skilful coping. The performer has adequate practical knowledge of equipment (Riemer & Johnston, 2014; Rousse & Dreyfus, 2021:4). Most role players have not reached this stage in dealing with formal and technical equipment in the Department. There is a lack of experiential learning for professionals and skilled technicians, a vague understanding of policies by management, and most policies are present-at-hand to senior managers because they lack immediate relevance to them. The above emanates from DPSA not valuing training HR practitioners, line managers or even senior managers on skilfully coping with new legislative frameworks. Further, the Department does not provide robust mentoring practices and sound experiential ground. Therefore, skilled technicians and engineers lack the experiential ground for applying

tools such as AutoCAD and other software that define who they are as professionals (see *reference in section 5.5.2.1.5., 5.4.2*).

The stages and steps mentioned above insinuate that any equipment, be it computers, software, theories and legislative frameworks, commences with reflective manipulation of the tool, which requires the following of strict instructions. Role players only acquire higher-level skills and habitual ways of engaging with those tools through learning (Riemer & Johnston, 2014:9).

Formal and technical equipment assume their rightful place alongside other HRM approaches once skilful coping is secured, **collective decision-making** can begin. Being precisely absorbed in dealing with equipment enhances a clear understanding of how technical and formal equipment integrate with other HRM practices and assumes its place in (3) **attracting and retaining professionals and skilled technicians** such that the above enables the Department to provide decent living conditions for the inhabitants in the North West Province.

Brown (2015:4) states that technical and formal equipment must complete a specific task and contribute to a more significant end, like a community endeavour. Attracting and retaining skilled employees; leads to decent housing and better living conditions in order to (4) **reduce poverty, unemployment and inequality**, which are some ideals of the NDP by 2030, as shown in the model above. Chapter 3 revealed this more comprehensive community endeavour by indicating that departments must play a developmental role in reducing poverty and developing employees. Section 3.2.1 states that the Constitution, 1996, requires public administration to be developmental and service-oriented. Attracting and retaining professionals contributes to more significant community endeavours to ensure that South Africa's inhabitants have decent living conditions and reduce poverty, unemployment, and inequality.

Regarding (5) **social identity of role players** revealed in the model above when role players skilfully cope with either technical or formal equipment, they become active agents skilfully dealing with either technical or formal equipment depending on their role in the Department. Essential dealing with legislative frameworks, AutoCAD, computers, and software such as Persal becomes what one does because it reveals a sense of ownership reflecting on the role player's professional identity. Role players need to

understand equipment practically because they will not experience career management in a totality/holistic manner if they cannot see how it preserves their identity. There is no way of separating equipment and the social identity of role players. Becoming a registered engineer, a practising architect, and a successful deputy director (*see reference in section 5.4.2.1*) becomes wrapped up in either technical or formal equipment used in the Department. The role players actively engage in the world by generating experiences in a struggle for human identity.

By active engagement, the study also means existential involvement. Role players are responsible beings and can make decisions authentically (*see reference in section 2.5.1*). Applying existentialism explores the intricacies of human existence on an individual level and in connection with others (*see reference in section 2.5.1*). The above means that role players understand that they share this world with other role players and appreciate **collective decision-making**. By understanding the connection with other role players in a specific environment, role players understand the (6) **political, cultural and social perspectives** central to the Department. Chapter 2 stated that South Africa is a democratic country entrenched in democratic principles, guided by Ubuntu cultural perspective and the relational process ontology in governance, which states that the self is relational (*see references in Chapters 2 and 4*). To elaborate, first, role players share the world with other role players. The roles and responsibilities of the role players above show that the self is relational because of other relations surrounding it, as depicted in the following diagram compiled by the researcher.

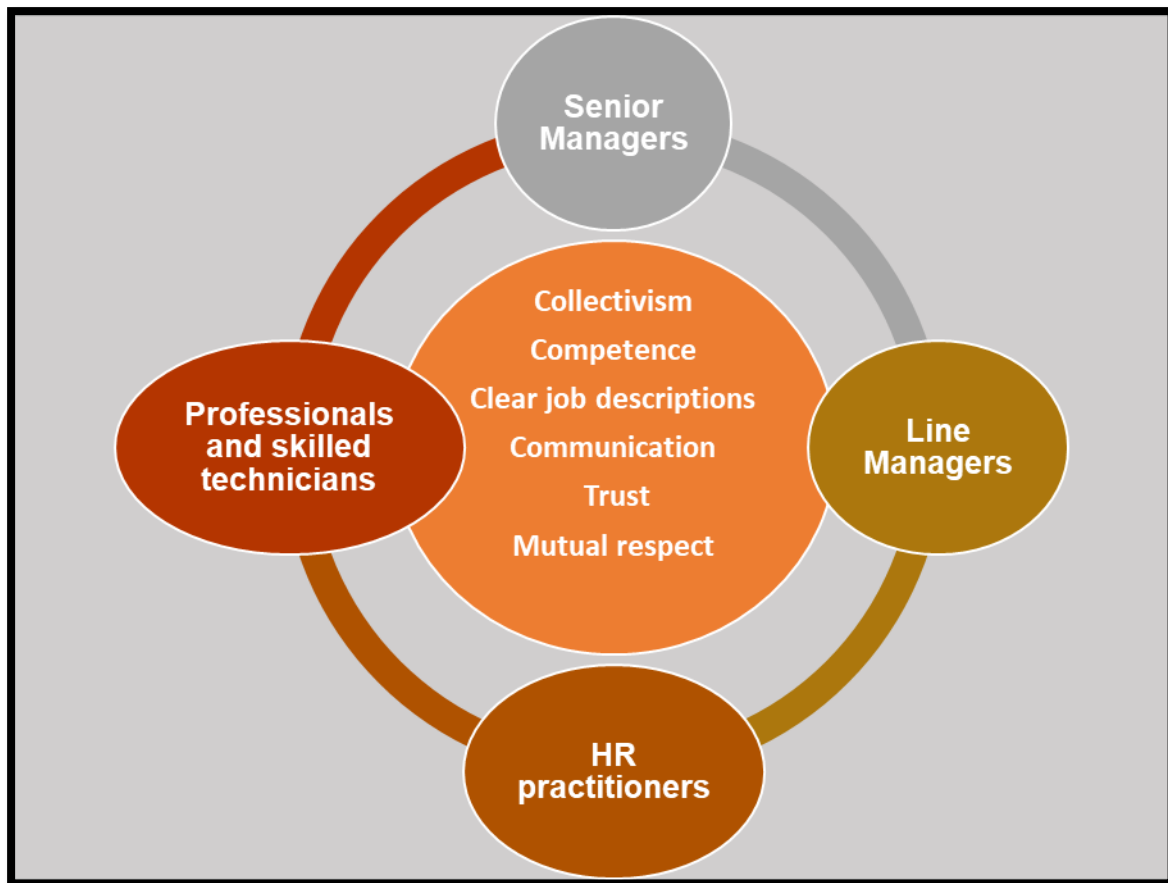


Figure 6-4 Collectivism in decision-making

Source: (Author's own interpretation).

The values central to the survival of the relationship above are accountability, commitment, integrity, perseverance, communication, mutual respect, clear job descriptions, responsibility, unique contributions, and trust. The values above are lessons from developmental states (see reference in Chapter 4). Hence, pushing selfish agenda, corruption, nepotism and overlooking the contributions of other role players are discouraged. This is a shared world. Role players are active participants sharing the Department with other role players, formal and technical equipment, and the North West Province inhabitants. The model reveals that they must be **competent and capable** to ensure that they provide decent living environments for the inhabitants of South Africa.

The model above attempted to blend formal and technical equipment into practices and preserve the role players' social identities, thus leading to a mutual relationship stipulated

by the relational process ontology in section 2.4.1.3. The following section simplifies and summarises the model

6.4.1.3 Summary of the model

The following diagram compiled by the researcher simplifies and summarises the model above.

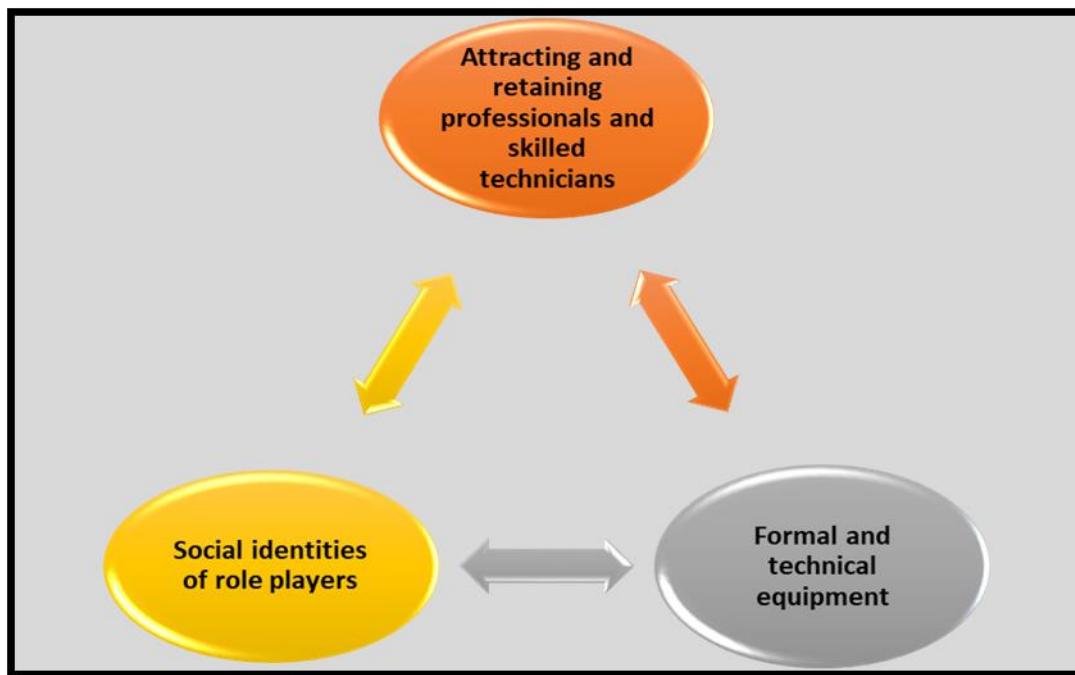


Figure 6-5 Summary of the model

Source: (Author's own interpretation).

There are three distinct but interconnected ways of understanding career management. These include engagement with formal and technical equipment, preserving the social identities of role players and ensuring that scarce skilled employees are attracted and retained to provide decent living conditions for the inhabitants of the North West Province. The aspects mentioned above form a circular relationship. To further explain the relationship, being a role player means being existentially engaged in reducing poverty, unemployment and inequality. The latter depends on formal and technical equipment to attain such goals. But role players depend on skilfully coping with technical and formal equipment to preserve their professional identity. To appropriate functioning of formal and technical equipment depends on attracting and retaining scarce skilled employees and

enhancing the social identity of role players; thus, forming mutual and not causal relationships central to the Cartesian perspective.

In the practical sense, central to formal and technical equipment are suitable and appropriate regulations, policies, CD theories, computers, software, and other equipment to ensure the Department's day-to-day operations. The above formal and technical equipment are implicated in various HRM practices of attracting and retaining, mentoring and coaching, and managing professionals, and skilled technicians in order to provide decent living conditions for the inhabitants of the North West Province. The above leads to reducing poverty, inequality and unemployment at the National level, thus attaining the NDP goals by 2030.

Finally, skilfully coping with formal and technical equipment mentioned above appeal to and simultaneously shapes human identities such as architects, registered engineers, successful deputy directors, researchers and IT specialists, which are some of the career aspirations mentioned in section 5.4.2.1. Therefore, this implies that the career management legislative framework and CD theories afford practical ways of reducing poverty, unemployment and inequality. However, it constitutes the identity of dedicated accountable and responsible professionals, skilled technicians, HR practitioners, and senior and line managers. Similarly, it changes how both the employees' and the managers' world is intelligible regarding HRM practices (*section reference in section 2.6.2.1*), interacting with other role players, and proffering healthy EMR. Hence, when there is the appropriation of the legislative framework and any other technical equipment used by employees in a shared background, the equipment becomes suitable and appropriate for improving HRM practices to attain organisational goals and objectives, and it caters for role players' needs such as a successful manager, a registered engineer and a practising architect.

6.4.1.4 Challenges and suggestions for the application of the model

The study does not expect the model above to run smoothly. Nevertheless, understanding career management from both perspectives revealed challenges regarding formal and technical equipment. Poor implementation can originate from a lack of understanding of the equipment, instead of rushing to the conclusion that role players are abusing their positions and are distortion agents (*see reference in Chapter 5*). There is a possibility that

formal and or technical equipment is not intelligible to role players. They might not understand how such equipment reduces poverty, unemployment, and inequality. The other challenge expected is role players not sharing the same practice background because people are different. The study expects conflicting interpretations regarding interpreting legislative frameworks and CD theories. Therefore, there is a need for training workshops conducted by DPSA to introduce new policies to departments.

The poor implementation of the model can stem from role players feeling threatened by some of the formal equipment formulated. In the context of the country's cultural, social and political perspectives, it is evident from the results that some role players are threatened by the legislative frameworks in place, especially concerning transformation and gender policies. Legislative frameworks are the heart of the Department, and it is the human way of being public servants. In that context, the legislative frameworks offer the bedrock of all equipment used in the Department such as role players express their professional identities through legislative frameworks. However, considering the cultural values of the patristic society in South Africa, transformation and gender policies tear apart some of the role players' professional identities, which inform one's existence. Hence, such legislative frameworks might lead to role players not sharing the same practice background because the existence of other role players threatens them. Therefore, instead of distortion agents, Heidegger reveals identity preservation as an alternative explanation which might lead to the failed implementation of the proposed model.

6.4.2 Contributions to the field of Public Administration

Competing ontologies are hindering progress in public administration. Ontologies like TPA and NPM are not in sync. Explicitly, rational bureaucracy has dominated TPA, emphasising the predictability of processes, control, and hierarchy (Stout *et al.*, 2015:154). Although the Constitution commands regulating unruly behaviour, TPA is oriented towards duty and focuses on dominance rather than partnership. Hence, TPA aligns with accomplishing organisational goals and objectives, which this study recognises as necessary; but the concern is that dominance does not imply partnerships.

The differentiated individual ontology heightens the essence of autonomy in NPM. However, hidden negative consequences are that the Public Service implements policies

serving as a fad of enhancing a supportive and humanistic purpose. The hidden agenda is those same policies are designed manipulatively to improve public sector goals rather than individual outcomes (Stout *et al.*, 2015:155). The focus of public administration research is on integrative governance. The study further motivates integrative governance, whereby public sector goals and individual employees' goals are neither hierarchical nor competitive but are mutually supportive. A drop in the ocean provided by this research is that public administration must consider other perspectives to explain complex phenomena and not limit the field to the famous Cartesian perspective. The implications of the model developed in this study bring harmony to competing ontologies of both TPA and NPM by exploring the modes of government operations that are neither hierarchical nor competitive

6.4.3 Contributions to Public Human Resources Management

Public Human resources management is a complex field which must be viewed from various lenses. The Cartesian perspective decreases our ability to understand HRM. The study confirms that Heidegger's ontology can provide new insight into the phenomenon of career management, which other human resources management practices can apply. Therefore, it is possible to analyse recruitment and selection processes, training and development, and performance management from other perspectives. For instance, performance management cannot be understood merely by the Cartesian perspective. There is more to subjective-objective performance ratings. The field must consider Heidegger's concepts of Thrownness and temporality. The past, future and present must be holistically understood to assess the performance ratings by line managers. Human resources management is an infusion of people and equipment, where role players find practical meanings through their referential associations.

6.5 RECOMMENDATIONS FOR FUTURE RESEARCH

The onset of the study maintained an optimistic view of the relational process ontology in NPG as effective for underscoring the individual's freedom and the highest respect for equality, cooperation and solidarity (Goodwin, 2007:135; Stout, 2013). Through the relational process ontology, the individual's active participation in the group leads to developing practical communication skills. The individual becomes purposeful and determined with a developed personality (Stout, 2015: 153). Therefore, to maintain the

above view, the study introduced Heidegger's ontology of being-in-the-world. While Heidegger's ontology is complex, the perspective can aid in exploring governance processes. This thesis did not exhaust Heidegger's ontology but merely extracted certain significant aspects of careers, CD and career management. It did not present the most extensive explanation feasible from the philosopher's standpoint. Thus, towards the end of the thesis, the researcher asked more questions than proffering solutions. Therefore, the study greatly appreciates in-depth exploration of the philosopher's perspective to deepen the understanding of non-hierarchical governance in the Public Service, particularly in this era of increasingly complex and diverse governance procedures. More research must be conducted because little cultural understanding of modes of operation is neither hierarchical nor competitive.

6.6 FINAL CONCLUSION

This chapter commenced with reflecting on the research questions, objectives and central theoretical statements. Then, the chapter reflected on the relations between objectives and the chapters in the thesis. Coordination of research objectives and findings instilled confidence in this research by confidently stating that questions and objectives were answered. In addition, the chapter proffered recommendations through the model developed. The study described and summarised the integrated career management model.

The study enclosed recommendations in cases of failure. Finally, contributions to public administration, public human resources management and gaps for further research were discussed. After careful consideration of the above, the study revisited the working definition of career management in Chapter 2, which states that career management is:

An essential human resources management practice that achieves the organisation's grand plan through the collective efforts of individual employees, managers, and the organisation.

The definition above reflects a Cartesian perspective of defining the practice. Career management is an external object manipulated by individual employees, managers and the organisation to achieve organisational goals and objectives. However, even if the

Cartesian perspective displays an impoverished understanding of career management, it is too narrow to assist in understanding the practice. Throughout the chapters, the study appreciated that the Cartesian perspective led to the understanding of models, theories, and practices, which enhanced studying the behaviour of role players involved and substantiated the understanding of career management. Therefore, the study does not necessarily downplay the Cartesian perspective or state it is inadequate. However, the argument developed in Chapter 5 of the thesis is that the Cartesian perspective is insufficient to understand CD and management. Therefore, understanding career management means understanding the phenomenon accurately. The study is motivated that there is a place for Heidegger in career management, and that place is open for dialogue.

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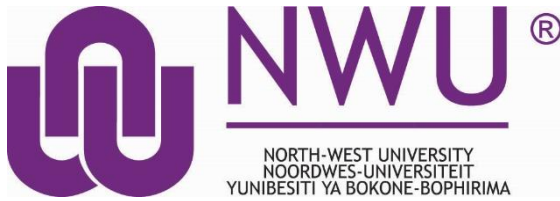
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ANNEXURE A: INFORMED CONSENT



INFORMED CONSENT FORM

Dear participant/ respondent

Your participation in this research is greatly appreciated. Further, your views make a valuable contribution to the empirical data towards a Doctoral degree in Public Management and Governance. The title of the research is: ***An integrated career management model for the Public Service: The case of North West Province Departments of Cooperative Governance, Traditional Affairs and Human Settlements.*** The research is conducted by Ms Shereen Sikwela, a student at the North-West University, Potchefstroom Campus. The purpose of this research is to investigate the development of an integrated career model in the Public Service to uncover reasons for persistent employee turnover of skilled technicians and professionals. The following instruments will be used to gather data;

- A semi-structured questionnaire (to be completed by professionals and skilled technicians)
- Personal semi-structured interviews with line managers, the senior manager and human resources practitioners.

The researcher has the responsibility to ensure that:

- Your participation is anonymous and treated with confidentiality. The results obtained from the questionnaire and interviews will be reported as a collective and no individual participant will be identified or implicated.
- You may refuse to respond to a question(s) and withdraw from the study at any given time. Should you decide to withdraw from the study, all data gathered through your participation will be destroyed.
- The results of the research will be utilised for this study, that is, Doctoral thesis and for no other purpose.

By signing this form, you are granting consent to participate in this study voluntarily. No award is available for your participation.

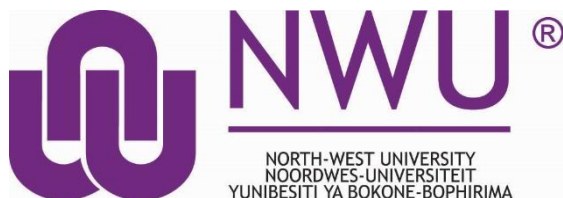
Participant's initials and surname: _____ Participant's

signature: _____ Date:

Researcher's initials and surname: S. Sikwela

Researcher's signature: _____ Date: _____

ANNEXURE B: INTERVIEW QUESTIONS



INTERVIEW QUESTIONNAIRE FOR LINE MANAGERS, HUMAN RESOURCES PRACTITIONERS AND SENIOR MANAGERS

Dear Sir/Madam,

PhD Research Questionnaire: An integrated career management model for the Public Service: The case of North West Province Departments of Cooperative Governance, Traditional Affairs and Human Settlements

The above matter refers.

I, Shereen Sikwela (23259914) currently pursuing research towards a PhD degree in Public Management & Governance at the Potchefstroom Campus of the North-West University, would like to solicit your assistance in participating in an interview schedule. The purpose of this research is to investigate the development of an integrated career model in the Public Service to uncover reasons for persistent employee turnover of skilled technicians and professionals.

The completion of the interview questionnaire will only take 30 -45 minutes. Anonymity of participatory results and confidentiality are guaranteed. Your gender, age, position, experience and qualifications are only required for our records, in order to ease the process of data analysis.

SECTION A: ROLES AND RESPONSIBILITIES AS A MANAGER

1. How long have you been in this current position and what are your responsibilities pertaining to human resources management issues?

2. Do you think you have autonomy in making decisions pertaining to employees' careers?
3. Do you understand the importance for authenticity, responsibility and accountability in carrying out your tasks?
4. Senior managers ensure the strategic leadership of the organisation, they define the mission and values of the organisation, and provide guidelines for the implementation of career management. What is meant by this statement and why are you specifically responsible for the strategic view of the organisation? **(senior manager)**
5. What are the roles of human resources practitioners in human resources management practices? Do you think your responsibilities are vague? How do you differentiate your roles from line managers' roles? **(human resources practitioners).**
6. What are the roles of line managers? Do you think your roles and responsibilities are vague? How do you differentiate your roles from that of human resources managers? **(line managers).**

SECTION B: RELATIONSHIP WITH OTHER ROLE PLAYERS

1. Do you think that your autonomy in making decisions is stifled by other employees?
2. Do you feel burdened by carrying out other employees' responsibilities because they are not doing their work?
3. Do you think that some role players abuse their positions and overlook contributions of other employees? Explain.

SECTION C: LEGISLATIVE FRAMEWORK QUESTIONS

1. What policy challenges impede your creativity in performing your duties? Do you think that there are certain policies which must be amended to enhance your creativity?
2. Why is there no Career management policy in the Department?

SECTION D: HUMAN RESOURCES MANAGEMENT QUESTIONS

1. What is your opinion on the following statement? Career management is an essential human resources management practice that achieves the organisation's grand plan through the collective efforts of individual employees, managers, and the organisation.
2. Are you losing valuable employees due to lack of career development opportunities?

3. Do you think that a structured career development path is better than a boundary-less or protean career path?
4. What is your view on job-hopping in the department? What are the advantages and disadvantages of the practice?
5. What do you understand by mentoring and coaching? Have you mentored employees before? What were your challenges?
6. Do you experience difficulties when rating employees on their performance? Do you trust your subjective judgement when rating employees' performance?
7. What is your opinion on promotion based on equality and gender balance, do you think there should be more emphasis on blacks and women occupying leadership positions rather than emphasis on experience and qualification?

SECTION E: CAREER DEVELOPMENT THEORIES

1. What is your take on Super's theory on lifespan development? Do you understand the different needs of employees at different lifespan stages? (Which age group is difficult to motivate and which age group of employees is difficult to retain in the department).
2. How do you ensure that employees deal with boundary and unpredictable situations like Covid 19?
3. How has Covid 19 affected career development in the department?

THE END

ANNEXURE C: GATE KEEPER'S LETTER: NWPDCOGTA



120 Monica Avenue,
Flamwood
Klerksdorp 2571
Cell no: 0605492228
Email: shereenska@gmail.com

The Gatekeeper/Director-General

North West Province Department of Cooperative Governance and Traditional Affairs

27 James Watt cres,

Mafikeng Industrial,

Mahikeng

2745

Dear Director-General

I the undersigned, Ms Shereen Sikwela (23259914), am currently pursuing research towards a PhD degree in Public Management & Governance at the Potchefstroom Campus of the North-West University. I would kindly like to request for your approval to conduct research within the North West Province Department of Cooperative Governance and Traditional Affairs which is monitored/regulated by the Research Ethics Committee of the Faculty of Humanities (BASSREC)i My research topic is entitled: An integrated career management model for the Public Service: The case of North-West Province Departments of Cooperative Governance, Traditional Affairs and Human Settlements

The purpose of this research is to investigate the development of an integrated career model in the Public Service to uncover reasons for persistent employee turnover of skilled technicians and professionals, which is disruptive to the ideals of a democratic developmental state for South Africa (SA). Furthermore, the study seeks to explore the challenges that exist concerning career management and would propose amicable measures on how to improve career management in the Public Service.

The identified participants for the study will be professionals and skilled technicians, the senior manager for HRM, line managers and human resources management practitioners, who are in a position to provide relevant information on career management practices.

In conducting this study, the following research ethics will be considered or applied:

- The participation in the study will be voluntary.
- The confidentiality and anonymity of participants will be maintained.
- Permission to distribute self-administered questionnaires and record interviewees will be sought before the interview process will commence.
- Research participants will be treated with respect.

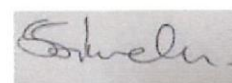
Permission is hereby requested to please distribute self-administered questionnaires and an interview schedule to the above identified respondents for purposes of this research, Completion of the self-administered questionnaires and semi-structured interviews would be as brief as possible and anonymity of participatory results and confidentiality are guaranteed. The researcher will also ensure that all Covid-19 protocols are observed.

If there are any further enquiries, please contact myself, as researcher at the abovementioned contact details, or my supervisor, Prof Melvin Diedericks at 018-299 1629 or Melvin.diedericks@nwu.ac.za

Kind regards



Prof. M. Diedericks



Ms Shereen Sikwela

Study supervisor

PhD Researcher

I P. E. Motoko

.....(Director-General) hereby grant/does not grant permission to

Ms S. Sikwela to conduct her research using identified professionals and skilled technicians, the senior manager HRM, line managers and human resources management practitioners, as a unit of analysis for her Doctor of Philosophy in Social Sciences with Public Management and Governance Degree study,

Date' 23/06/2021

Signature: DG P. E. Motoko

ANNEXURE D: GATE KEEPER'S LETTER: NWPDHS



human settlements
Department:
Human Settlements
North West Provincial Government
REPUBLIC OF SOUTH AFRICA



OFFICE OF THE HOD

3386 Gessamer Str Telkom Building
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Tel: +27 (18) 388 2882

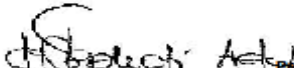
19 July 2021

TO WHOM IT MAY CONCERN

1. This letter seeks to grant Ms Shereen Sikwela, a PhD student with the University of North West (student number 23259914), permission to conduct her research using identified professionals and skilled technicians, senior management HRM officials, line managers and Human Resource Management practitioners within the Department of Human Settlements, as unit of analysis for her Doctor of Philosophy In Social Sciences with Public Management and Governance Degree study.
2. The study is scheduled for the academic year 2021 and may overlap to the next year should the need arise.
3. Ms Sikwela is authorized to distribute questionnaires to identified people for her field of study and may also request telephonic or face to face meetings for her data collection.
4. Identified staff are hereby authorized to engage with her and assist her to gather the data that will enable her to complete her research.

We take this opportunity to wish Ms Sikwela the best with her research and hope to interact with her on completion of her studies for our own management efficiency improvement and career mapping for the Department of Human Settlements.

Kind Regards,



ADV HFN SEPHOTI
HOD: HUMAN SETTLEMENTS

Permission – PhD research- Sikwela

19 July 2021

Together we move North West Forward

ANNEXURE E: SELF-ADMINISTERED QUESTIONNAIRE



QUESTIONNAIRE

This questionnaire contains three sections.

Section A: *Biographical Information please tick where applicable.*

Section B: *Open-ended questions, pertaining to your career aspirations, challenges and obstacles.*

Section C: *Closed questions, you are required to fill in the correct answer by following the instructions on each section.*

SECTION A: BIOGRAPHICAL INFORMATION

This section contains questions on your biographical information for statistical purposes. Please tick where applicable.

1. Gender

MALE		FEMALE	

2. Age

UNDER 25	26-35	36-45	46-55	ABOVE 55

3. Race

BLACK		WHITE		ASIAN		COLOURED		OTHER	

4. Please indicate your level of education?

Matric	
Higher certificate	
Diploma	
Bachelor's degree	
Honours	
Masters	
PhD	
Other -----	

5. Which of the following categories do you fit in?

Senior management	
Middle management	
Professional	

Specialist	
Administrative	
Technician	
Other -----	

6. Years of service in the current position

Current position	Less than 5yrs	6-10	11-15	16-20	21-25

7. Years of service in the previous position

Previous position	0 -6 months	1-5 years	6-10 years	11-15	16-20

Please turn over.....

SECTION B: OPEN-ENDED QUESTIONS:

This section contains open-ended questions relating to your career aspirations and obstacles and challenges you experience in career development.

1. How many career changes have you had in the past 5 years?

2. What are your career aspirations?

3. Do you think that your career and performance will improve if you have a supportive mentor who offers career guidance and advice?

4. Is your career developing at the pace you had anticipated? Please elaborate.

5. Are you experiencing any interruptions in your career? If yes, what is the nature of those interruptions?

6. (Refer to question 5) How can you address this matter? Are there proper channels through which this can be addressed? Please explain.

7. What aspects of your career development are within your control and which are beyond your control?

8. What measures (if any) have you taken to ensure that you grow in your career?

9. Has Covid-19 led you to ask questions pertaining to your existence and whether you have lived your life to the full? Explain.

10. How has Covid-19 affected your career aspirations?

11. What motivates you to stay in this department. Rank the following statements: 1 Most Important, 2 Important, 3 Satisfactory, 4 Not Important, 5 Least Important:

Training and development opportunities	
Structured career development path	
Strong values of trust, fairness and respect within the department	
Competitive salaries and benefits	
Independence and autonomy	

Please Turn Over...

Section C: Closed questions

This section asks questions on contribution to the goals of the department, motivation, satisfaction and boredom. Please indicate your answer by ticking in the appropriate box.

1 strongly agree, 2 agree, 3 satisfied, 4 disagree, 5 strongly disagree

I understand the vision, mission and objectives of the department	1	2	3	4	5
I understand why my contribution to the overall objectives and priorities of the department is important	1	2	3	4	5
I am a valuable asset in the department	1	2	3	4	5
I am not regarded as a valuable asset in the department	1	2	3	4	5
I am enthusiastic about my job	1	2	3	4	5
When I get up in the morning, I feel like going to work	1	2	3	4	5
I am proud of the work that I do	1	2	3	4	5
I feel that I could leave this job	1	2	3	4	5
If I was completely free to choose, I would leave this job	1	2	3	4	5
I feel bored with my job	1	2	3	4	5

This section asks questions on your views pertaining to career aspirations and career development. Please indicate your answer by ticking in the appropriate box.

1 strongly agree, 2 agree, 3 satisfied, 4 disagree, 5 strongly disagree

I do not have a strategy for achieving my career goals in this career field	1	2	3	4	5
I do not often think about personal development in this career field	1	2	3	4	5
Career development must be the responsibility of the department not the employee	1	2	3	4	5
I do not feel "emotionally attached" to this career	1	2	3	4	5
This career has a great deal of personal meaning to me	1	2	3	4	5
My career is a significant part of who I am	1	2	3	4	5
I am free in a career where I do the job my own way, where I am free of rules and constraints	1	2	3	4	5
I chose this career because it offers financial security, employee benefits and employment security	1	2	3	4	5
I will leave my current career for a career that will allow me the freedom to do a job my own way and according to my own schedule	1	2	3	4	5

The following questions pertain to career management and other human resources management practices. Please indicate your answer by ticking in the appropriate box.

1 strongly agree, 2 agree, 3 satisfied, 4 disagree, 5 strongly disagree

My career matches my personality	1	2	3	4	5
The reason I applied for the current position is because it aligns with my strengths, abilities and personal traits	1	2	3	4	5
I have lots of potential that I do not normally use because I chose the wrong career	1	2	3	4	5

I chose this career because I had no other choice	1	2	3	4	5
I had different career goals growing up/in college/ at university	1	2	3	4	5
I seek out career opportunities that strongly challenge my problem-solving or competitive skills	1	2	3	4	5
The department offers attractive career development initiatives	1	2	3	4	5
There is discrimination against women and people with disabilities concerning career advancement/ promotion to management positions	1	2	3	4	5
The department must improve its mentoring and coaching programmes	1	2	3	4	5
I was overlooked for a promotional post for which I was qualified	1	2	3	4	5
I would rather leave the department than accept a rotational assignment that would take me out of my area of expertise	1	2	3	4	5
Becoming a manager in my area of expertise is the most important thing	1	2	3	4	5
Performance ratings are fair in the department	1	2	3	4	5
I am happy with the way my performance is evaluated	1	2	3	4	5
If I get a better paying job with attractive benefits I will leave this position	1	2	3	4	5
There is favouritism when it comes to choosing employees suitable for succession planning	1	2	3	4	5
I benefited from mentoring and coaching	1	2	3	4	5

Please Turn Over....

The following questions pertain to your relationship with other co-employees. Please indicate your answer by ticking in the appropriate box.

1 strongly agree, 2 agree, 3 satisfied, 4 disagree, 5 strongly disagree

I do not feel valued or recognised by other employees	1	2	3	4	5
I have a satisfactory working relationship with my superiors and other employees	1	2	3	4	5
I am most fulfilled in my work when I am able to integrate and manage the efforts of others	1	2	3	4	5
Performance ratings are higher for employees who are friends with management	1	2	3	4	5
I am not happy working under certain managers or superiors	1	2	3	4	5
My superiors know their roles and duties very well	1	2	3	4	5
It is difficult working in an environment where you are not trusted by fellow employees	1	2	3	4	5
I feel burdened by responsibilities of other employees who do not do their jobs	1	2	3	4	5
There are times when I put too much effort in my work but it does not help because my co-employees fail to do their part.	1	2	3	4	5
I respect other employees' views, values, beliefs and contributions	1	2	3	4	5

THE END..... THANK YOU FOR YOUR PARTICIPATION

ANNEXURE F: NWU ETHICS CLEARANCE CERTIFICATE



Private Bag X1290, Potchefstroom
South Africa 2520

Tel: 018 299-1111/2222
Fax: 018 299-4910
Web: <http://www.nwu.ac.za>

Senate Committee

Tel: 018 299-4849
Email: nkosinathi.machine@nwu.ac.za

11 July 2021

Based on approval by the **Basic and Social Sciences Research Ethics Committee (BaSSREC)** on 11/07/2021, the Basic and Social Sciences Research Ethics Committee hereby **approves** your study as indicated below. This implies that the North-West University Senate Committee for Research Ethics (NWUSERC) grants its permission that, provided the special conditions specified below are met and pending any other authorisation that may be necessary, the study may be initiated, using the ethics number below.

Study title: An integrated career management model for the public service: The case of North-West

Department of Local Government and Human Settlements

Study Leader/Supervisor: Prof M. Diedericks

Student: Ms S. Sikwela

Ethics number:

N	W	U	-	0	0	2	5	0	-	1	9	-	A	7

Institution **Study Number** **Year** **Status**
Status: S = Submission; R = Re-Submission; P = Provisional
Authorisation; A = Authorisation

Application Type: Single Study

Commencement date: 11/07/2021

Risk:

Low

Expiry date: 11/07/2022

Approval of the extension/continuation of this study is provided for a year, after which continuation of the study is dependent on receipt and review of an annual (or as otherwise stipulated) monitoring report and the concomitant issuing of a letter of continuation.

Special in process conditions of the research for approval (if applicable):

General conditions:

While this ethics approval is subject to all declarations, undertakings and agreements incorporated and signed in the application form, the following general terms and conditions will apply:

- *The study leader/supervisor (principle investigator)/researcher must report in the prescribed format to the BaSSREC:*
 - *annually (or as otherwise requested) on the monitoring of the study, whereby a letter of continuation will be provided, and upon completion of the study; and*
 - *without any delay in case of any adverse event or incident (or any matter that interrupts sound ethical principles) during the course of the study.*
- *The approval applies strictly to the proposal as stipulated in the application form. Should any amendments to the proposal be deemed necessary during the course of the study, the study leader/researcher must apply for approval of these amendments at the BaSSREC, prior to implementation. Should there be any deviations from the study proposal without the necessary approval of such amendments, the ethics approval is immediately and automatically forfeited.*
- *Annually a number of studies may be randomly selected for an external audit.*
- *The date of approval indicates the first date that the study may be started.*
- *In the interest of ethical responsibility, the NWU-SCRE and BaSSREC reserves the right to:*
 - *request access to any information or data at any time during the course or after completion of the study;*

1

– to ask further questions, seek additional information, require further modification or monitor the conduct of your research or the informed consent process; – withdraw or postpone approval if:

- *any unethical principles or practices of the study are revealed or suspected;*
- *it becomes apparent that any relevant information was withheld from the BaSSREC or that information has been false or misrepresented;*
- *submission of the annual (or otherwise stipulated) monitoring report, the required amendments, or reporting of adverse events or incidents was not done in a timely manner and accurately; and / or*
- *new institutional rules, national legislation or international conventions deem it necessary.*

□ *BaSSREC can be contacted for further information or any report templates via*
21081719@nwu.ac.za / 13128388@nwu.ac.za.

The BaSSREC would like to remain at your service as scientist and researcher, and wishes you well with your study. Please do not hesitate to contact the BaSSREC or the NWU-SCRE for any further enquiries or requests for assistance.

Yours sincerely



Prof Jacques Rothmann

Chairperson NWU Basic and Social Sciences Research Ethics Committee

Original details: (22351930) C:\Users\22351930\Desktop\ETHICS APPROVAL LETTER OF STUDY.docm 8 November 2018

File reference: 9.1.5.4.2