

**ASSESSING THE ORGANIZATIONAL SUPPORT SYSTEMS  
FOR HUMAN RESOURCES DEVELOPMENT IN THE CHIEF  
DIRECTORATE: STRATEGIC HEALTH PROGRAMMES  
(NORTH WEST PROVINCE)**

By

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## **Declaration**

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## Abstract

In order to enhance human resource development in the public service, the South African Government launched its first human resource development strategy in 2002. This strategy was implemented over a period of four years. It was subsequently followed by another strategy, called the Human Resources Development (HRD) Strategic Framework Vision 2015, which was published by the Department of Public Service and Administration (the DPSA) in 2008. One of the pillars of the latter strategy, which is also the focus of this study, is organizational support systems.

The aim of this study was to determine whether the Chief Directorate: Strategic Health Programmes (CD:SHP) successfully implements, as designed in the departmental HRD plan, the three strategic interventions related to organizational support systems. The objectives were to –

- assess the alignment of the organizational support systems in the Chief Directorate with the overall departmental organizational support systems (as stated in the HRD plan);
- identify factors that hamper proper implementation of the departmental organizational support systems in the Chief Directorate; and
- propose key strategic interventions to ensure successful implementation of the departmental organizational support systems.

The organizational support system pillar has eleven strategic interventions, but, due to resources constraints, only three were investigated. These are:

- to promote effective human resource planning in terms of demand for skills and training in public sector organizations;
- to strengthen structures, systems and processes for the performance management and development in the public service; and
- to groom and foster in-house capacity through effective career planning and talent management in departments of government.

The process/implementation evaluation approach, with semi-structured interviews and questionnaire, was employed for this study. A mixed methodology, which covered the breadth of the quantitative method and the depth of the qualitative method, was used in this study.

The findings indicated that the CD: SHP is not successfully implementing the pillar as designed by the departmental HRD plan. Among others, the following were identified as responsible for poor implementation:

- lack of policy, strategy or guideline on HRD;
- understaffed HRD units;
- lack of coordination and cooperation between and among the stakeholders responsible for HRD (e.g. Human Resource Management( HRM), Performance Management and Development System (PMDS) and line managers); and
- abdication of the performance management responsibility vested in managers.

Key strategic interventions proposed to remedy the situation, among others, include:

- reviewing the structure of the HRD directorate and filling, as a matter of urgency, all vacant posts;
- reviving the committee responsible for coordinating HRD activities;
- implementing and coordinating all HRD activities, from the HRD directorate, aimed at developing workplace skills plans and the effective utilization of personal development plans;
- developing the blueprint for succession-planning and staff-retention strategies; and
- assuring that PMDS becomes one of the key performance areas of all supervisors and managers in the Chief Directorate and that, regarding non-compliance, consistent sanctions be applied across all levels.

## OPSOMMING

Die Suid-Afrikaanse regering het in 2002 sy eerste menshulpbronontwikkeling (MHO)-strategie vir die staatsdiens in werking gestel om die uitbouing van dié hulpbron te bevorder. Hierdie strategie is oor 'n vier jaar periode geïmplementeer en in 2008 opgevolg deur nog een, naamlik die Visie 2015 Strategiese Raamwerk vir Mensehulpbronontwikkeling (SRM), soos gepubliseer deur die Departement Staatsdiens en Administrasie (DPSA). Een van laasgenoemde strategie se steunpilare, wat ook die hooffokus is van hierdie studie, is organisatoriese ondersteuningstelsels.

Die doelwit van hierdie studie was om te bepaal of die Hoofdirekoraat: Strategiese Gesondheidsprogramme (H:SG) sukses behaal met die implementering van programme, soos uiteengesit in die departementele MHO-plan se drie strategiese intervensies, veral met betrekking tot die organisatoriese ondersteuningstelsels. Die doel was om –

- te bepaal hoedanig die gerigtheid is tussen die organisatoriese ondersteuningstelsels in die Hoofdirekoraat en die algemene departementele ondersteuningstelsels (soos uiteengesit in die MHO-plan);
- te identifiseer watter faktore behoorlike implementering van die departementele organisatoriese hulpsisteme in die Hoofdirekoraat belemmer; en
- strategiese sleutelintervensies voor te stel wat suksesvolle implementering van die departementele organisatoriese hulpstelsels sal verseker.

Die organisatoriese ondersteuningstelsel-pilaar het elf strategiese intervensies, maar, as gevolg van beperkings op beskikbare bronne, is net drie ondersoek. Hierdie intervensies is nodig om:

- die beplanning van effektiewe menshulpbronontwikkeling, in terme van die bestaande behoefte na vaardighede en opleiding in openbaresektor organisasies, te bevorder;
- strukture, sisteme en prosesse vir prestasiebestuur en ontwikkeling in die staatsdiens te versterk; en
- bestaande kapasiteit ten opsigte van mensekapitaal voor te berei, towys te maak en te koester, deur effektiewe loopbaanbeplanning en talentbestuur binne regeringsdepartemente.

Die proses/implementering evaluasie-benadering, met gedeeltelik gestruktureerde onderhoude en vraelyste, is vir hierdie ondersoek gebruik. 'n Gemengde metodiek, wat die wydte van die kwantitatiewe metode en die diepte van die kwalitatiewe metode inspan, is vir hierdie studie aangewend.

Die bevindings het aangedui dat die H:SG nie daarin slaag om die betrokke pilaar, soos deur die departementele MHO-plan ontwerp, te implementeer nie. Die volgende redes is, onder andere, geïdentifiseer as verantwoordelik vir die swak implementering:

- gebrek aan beleid, strategie en leiding ten opsigte van MHO;
- onderbemande MHO-eenhede;
- gebrek aan koördinasie en samewerking tussen belanghebbendes (asook onderling) wat verantwoordelik is vir MHO (byv. Mensehulpbronbestuur (MHB), Prestasiebestuur en Ontwikkelingsstelsel (PBOS) en lynbedtuurders); en
- afstandoening van hulle prestasiebestuursverpligtinge wat aan bestuurders opgedra is.

Strategiese sleutelintervensies wat voorgestel word om die situasie te herstel, sluit o.a. in:

- die hersiening van die struktuur van die MHB-direktoraat en, as 'n saak van dringendheid, die vul van alle vakante poste;
- die herinstelling van die komitee verantwoordelik vir die koördinering van MHO-aktiwiteite;
- die implementering en koördinering van alle MHO-aktiwiteite van die MHO-direktoraat, sodat vaardighede by die werkplek ontwikkel word en die effektiewe aanwending van persoonlike ontwikkelingsplanne plaasvind;
- die ontwikkeling van 'n bloudruk vir personeel opvolgbeplanning en strategieë om personeel te behou; en
- die versekering dat PBOS een van die sleutel prestasie-areas sal wees wat alle supervisors en bestuurders in die Hoofdirektoraat sal toepas en, in geval van nalatigheid in hierdie verband, strafmaatreëls op alle bestuursvlakke toegepas sal word.

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## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1. BACKGROUND**

In order for the organization to realize its objectives effectively and efficiently, it must have competent staff to carry out the set activities. Organizations utilize human resource development strategies to enhance competency of their staff members. Human resource development activities need to be planned, coordinated and coherent in order to address effectively the needs of the organization. The development of human resources is an ongoing activity, as staff capacity has to keep up with the continuous development and evolution in both the internal and external environments of the organization.

After the inception of the democratic government in 1994, there was a need for transforming the public service so that it addressed the needs of the democratic society. Since 1995 noticeable initiatives have been taken to ensure a changed Public Service that can meet the constitutional obligations of the new South Africa. Education and training was identified as one of the critical elements in the transformation of the public service (White Paper on Public Service Training and Education 1998:21).

The government launched its first Human Resource Development Strategy in the year 2002 and it was implemented over a period of four years. The objectives of this strategy were not all realized. Since human resource development is an ongoing activity, there was a need to develop another strategy to enhance human resource development in the public service. The initial step was to review the previous strategy, identify the gaps and develop a comprehensive strategy that would address the transformational agenda of the government. This process was initiated in November 2006 and resulted in a final product titled the Human Resources Development (HRD) Strategic Framework Vision 2015. This document was published by the Department of Public Service and Administration in 2008.

The approach to training of the HRD Strategic Framework Vision 2015 is to ensure that it is coordinated and flexible, informed by what is happening in practice and more logically



sequenced than previous frameworks. It also ensures that the public service's training endeavours respond to the changing internal and external environment and promote learning organizations. The HRD Strategic Framework Vision 2015 comprises four pillars, namely: capacity development; organizational support systems; governance and institutional development and economic and growth development (Department of Public Service and Administration 2008a:5). According to the Human Resource Development for the Public Service Implementation Guide and Annual Implementation Plan (Part 4), government departments across the country are expected to develop implementation plans to put these four pillars into operational practice, review their performance and report periodically to the National Department of Public Service and Administration (DPSA) (Department of Public Service and Administration 2008b:156).

The North West Department of Health, as one of the departments in government, also developed and submitted its plan to the DPSA. The human resource development plans of the North West Department of Health comprise the four pillars mentioned above, strategic interventions, performance indicators, activities and timelines. This study will focus on the organizational support systems pillar.

Part 3 of the HRD Strategic Framework Vision 2015 states that there are eleven strategic interventions which are also known as sub-objectives under the organizational support systems pillar, namely:

- To promote effective human resources planning in terms of supply of human resources to the public service.
- To promote effective human resource planning in terms of demand for skills and training in public sector organizations.
- To promote systems for managing the skills supply pipeline and for retention and scarce skills management in order to sustain capacity in the public service.
- To promote the establishment of systems and processes for the acquisition and management of knowledge and information in support of human resource development in the public sector.
- To strengthen structures, systems and processes for performance management and development in the public service.

- To ensure adequate availability and use of physical, financial and human resources and facilities.
- To groom and foster in-house capacity through effective career planning and talent management in departments of government.
- To effectively mobilize the support of all managers in the strategic application of human resource development.
- To effectively manage employee health and wellness.
- To support public sector departments in adopting appropriate structures and processes for realizing an effective and efficient human resources development.
- To ensure that policies, plans and strategic documents on human resource development are appropriately integrated with and aligned to other relevant plans, priorities and strategies of government (Department of Public Service and Administration 2008a:117-127).

The object of analysis for this study is the Chief Directorate Strategic Health Programmes. Due to time constraints only three of the eleven strategic interventions under the organizational support systems pillar will be investigated, namely:

- to promote effective human resource planning in terms of demand for skills and training in public sector organizations;
- to strengthen structures, systems and processes for performance management and development in the public service; and
- to groom and foster in-house capacity through effective career planning and talent management in departments of government.

The indicators developed for promotion of *effective human resource planning in terms of demand for skills and training in public sector organizations* are:

- “conduct training needs assessment on a continual basis;
- conduct skills audit as a basis for planning Human Resource Development (HRD);
- develop succession plans for key posts;
- conduct studies to determine the skills needs of each sector;

- national departments prepare reports on the demand for skills in their respective sectors; and
- reflect measures for meeting skills demands in human resources plans and HRD strategies” (Department of Public Service and Administration 2008a:118).

The strategic intervention indicators for *strengthening structures, systems and processes for performance management and development in the public service* are:

- “apply effective performance management and development system (PMDS);
- develop employees personal development plans (PDPs) and align them with organizational priorities;
- achieve the PDPs of employees annually; and
- have employees performance contracts based on the strategic objectives of the department” (Department of Public Service and Administration 2008a:121).

The following indicators apply to the strategic intervention focussing on *grooming and fostering in-house capacity through effective career planning and talent management in departments of government*:

- “have long term employee personal development plan and career plan;
- establish a facility for career counselling and support;
- establish a process to manage succession planning;
- have accelerated leadership programmes;
- use career planning as one of the measures for the retention of talent; and
- low turnover of senior management staff” (Department of Public Service and Administration 2008a:123).

Part 3 of the HRD Strategic Framework Vision 2015 defines indicators as “the performance expectations for each sub-objective. Indicators seek to identify exactly what outcomes are expected as a result of the interventions made” (Department of Public Service and Administration 2008a:108). Monitoring of the above-mentioned indicators will therefore, indicate whether the department is implementing the identified strategic interventions or not.

All departments, including the North West Department of Health, are expected to follow the guidance provided by the HRD Strategic Framework Vision 2015 when developing their human resources. They are also expected to monitor and report their progress on a six months basis to the DPSA.

## **1.2. RESEARCH AIM**

To determine whether the Chief Directorate: Strategic Health Programmes successfully implements, as designed in the departmental HRD plan, the three strategic interventions related to organizational support systems.

### ***1.2.1. Research Objectives***

The objectives of this research are to –

- assess the alignment of the organizational support systems in the Chief Directorate with the overall departmental organizational support systems, as stated in the HRD plan;
- identify factors that hamper proper implementation of the departmental organizational support systems in the Chief Directorate; and
- propose key strategic interventions to ensure successful implementation of the departmental organizational support systems.

## **1.3. RATIONALE FOR THE STUDY**

The services rendered by the public sector are essential to the well-being and development of the nation. To ensure that there is productivity in the public sector, all government institutions are expected to formulate strategic plans, allocate resources to the implementation of those plans, and monitor and report the results (National Treasury 2007). Human resource development is one of the activities of the Chief Directorate and it needs to be planned, executed and also evaluated to ensure that there is return on investment. These measures will also indicate how well the Chief Directorate is meeting the human resource development aims and objectives.

#### **1.4. SIGNIFICANCE OF THE STUDY**

This research will benefit:

- Employer: - the study informs the employer of the adequacy of his policies, rules and regulations in transformation of the public service delivery.
- Employees: - the study informs the directors, deputy directors and assistant directors about the impact of their practices.

#### **1.5. SCOPE OF THE STUDY**

The study will be conducted in the Chief Directorate: Strategic Health Programmes of the North West Department of Health. The population will consist of Programme Managers (i.e. Assistant Directors, Deputy Directors and Directors) at the stated chief directorate, as they and their subordinates are the officials that are responsible for the implementation of the HRD plan.

#### **1.6. RESEARCH DESIGN AND METHODOLOGY**

Mouton (2001:55) defines a research design as a research plan illustrating how the researcher is going to conduct his/her research. On explaining further, Mouton (2001:46) states that there are many types of research studies available and a research design specifies the type employed and the reasons for the decision. According to Welman, Kruger and Mitchel (2005:52), a research design is “a plan according to which the researcher obtains research participants and collects information from them”. In the research design the researcher illustrates what is going to be done with the participants with the intention of making a judgement about the research problem.

This study will employ an empirical research design and data will be collected from primary sources. The data, which are both quantitative and qualitative, will be collected in the natural setting of the respondents. Both textual and numeric data will be collected.

The process/implementation evaluation approach will be employed for this study. According to Mouton (2001:158), the aim of a process/implementation evaluation approach is to determine whether the programme, policy, or strategy has been implemented as planned. As the aim of this

study is to determine whether the Chief Directorate: Strategic Health Programmes implements the organizational support systems as designed in the departmental HRD plan, the employment of the process/implementation evaluation approach seem to be the appropriate one, given its aim.

A mixed methodology will be employed to cover the breadth of the quantitative method and the depth of the qualitative method. According to Leedy and Ormrod (1985:101) to some extent qualitative and quantitative research designs are appropriate for answering different types of questions therefore, the learning about the environment becomes extensive when they are both employed than when only one approach or the other is used. Welman, Kruger and Mitchel (2005:8-9) differentiate qualitative and quantitative approaches among others as follows:

- The aim of quantitative approach is to evaluate objective data which is made up of numbers while qualitative approach is about subjective data that are produced by the minds of respondents or interviewees.
- Quantitative researchers try to understand the facts of the research investigation from an outsiders' perspective while on the other hand, qualitative researchers seek to get an insider's view in a subjective way.

By utilising the mixed methodology the researcher will be able to address the objectives of the research adequately.

### ***1.6.1. Sampling Method***

Subsequent to providing the definition of the problem and how to investigate it, the researcher will have to select the objects, persons and events from which the information will be drawn. He thus needs to define the population and sample.

According to Babbie (2007:111), the population for a study is a group commonly consisting of persons about whom the researcher wants to draw conclusions. Welman, Kruger and Mitchel (2005:55) state that it is impractical and uneconomic to study the entire population that interests the researcher, therefore a sample will be selected. This will reduce the costs of the study and also enable the researcher to complete the study within the stated time frame.

According to Brink, as revised by Van der Walt and Van Rensburg (2006: 124), sampling "is the process of selecting the sample from the population in order to obtain information regarding a

phenomenon in a way that represents the population of interest”. A representative sample will be drawn from the target population, as the researcher is going to generalize from the sample to the target population. Therefore it is crucial for the sample to be as similar as possible to the target population.

According to McIntyre (2005: 96), the two main sampling techniques are probability and nonprobability sampling. McIntyre (2005: 99), further stated that the nature of the population and the nature of the research question are the determinants of which sampling technique to use. McIntyre (2005: 106) is of the opinion that the researcher must be in the position to explain and defend his/her choice of a particular sampling technique.

Concerning the probability sampling technique: Unrau, Gabor and Grinnell (2007: 280), define probability sampling as a “sampling procedure in which every member of a designated population has a known chance of being selected for a sample”. According to Brink, as revised by Van der Walt and Van Rensburg (2006: 126), probability sample is the sample of choice when findings are going to be generalized to the entire population. Brink, as revised by Van der Walt and Van Rensburg (2006: 126), further stated that probability sampling allows the researcher to estimate the sampling error and thus be enabled to employ correct usage of inferential statistics.

Unrau, Gabor and Grinnell (2007: 280), define the nonprobability sampling technique as a “sampling procedure in which all of the persons, events or objects in the sampling frame have an unknown, and usually unequal chance of being included in a sample”.

Both sampling techniques were employed in this study. Probability, proportionate-to-size, stratified random sampling was used because the officials in the Chief Directorate: Strategic Health Programmes differed in respect of rank, qualifications, age and sex. This sampling, therefore, preserved proportions even in very small samples, allowing for any small minority to be properly represented. It also reduced bias in the sample.

The non-probability, purposive sampling method was used in semi- structured interviews. The researcher conducted semi- structured interviews according to the purposive sampling method.

According to Leedy and Ormrod( 1985: 219), in a purposive sampling technique people or other units are chosen for a particular purpose. The selection of these two individuals was based on their knowledge and experience on the matter under investigation

### ***1.6.2. Data Collection Method***

Data will be collected by conducting semi- structured interviews and administering a structured questionnaire.

### ***1.6.3. Data Analysis***

Mouton (2001: 108) comments that all fieldwork culminates in analysis and interpretation with the aim of getting more insight into the constitutive elements of the data collected. This is achieved through scrutinizing the relationships between concepts, constructs or variables, identifying or isolating any patterns or trends, or establishing themes in the data.

Unrau *et al* (2007: 134), define data analysis as “the process of converting data into information; the process of reviewing, summarizing, and organizing isolated facts such that they formulate meaningful response to a research question”.

Data is interpreted by formulating hypotheses or theories that explain observed patterns and trends in the data. Interpretation involves establishing a connection between the results or findings and the existing theoretical frameworks or models and demonstrating whether these are supported or falsified by the new interpretation. It also involves considering rival explanation or interpretations of one’s data and demonstrating the level of support the data provides for the preferred interpretation (Mouton, 2001: 109).

Data analysis is the process by which the researcher summarises and analyses the data that have been collected. Once data collection and checking are completed, the process of analysing data will begin. Analysis was conducted so as to detect consistent patterns within the data, such as the consistent covariance of two or more variables. For example, a researcher who finds that higher



scores on one variable are consistently found with higher scores on a second variable can conclude that those two variables are in some way related.

Data was analysed through the use of both qualitative and statistical methods of analysis.

## **1.7.CHAPTER LAYOUT**

Chapter One provides an overview and justification of the study. The background of the study is provided with the intention of portraying why it was considered important to conduct the study.

Chapter Two reviews the literature in the context of this study and provide insight and better understanding of the main concepts in this study. The main concepts include skills audit; training needs assessment, succession planning, performance contracts, personal development plans, career planning and career counselling and support. These, on their own, are not enough, therefore, monitoring and evaluation is also discussed to determine whether the implementation is according to plan and checking that the objectives set are realized.

Chapter Three explores the case of the CDSHP. The chapter reviews CDSHP as the unit of analysis in order to shed light on the practice of the organisational support system pillar, as designed in the departmental HRD plan. The vision, mission and strategic goals of the Department of Health, North West Province, which are also applicable to the CDSHP, are indicated. This is followed by a depiction of the structure of the CDSHP; a discussion on different programmes making up the Chief Directorate; CDSHP's responsibilities; structure of the Training and Development Sub-Directorate and the organizational support initiatives in the CDSHP.

Chapter Four outlines the research methodology used to address two out of the three research objectives, namely to assess the alignment of the organizational support systems in the Chief Directorate with the overall departmental organizational support systems as stated in the HRD plan, and to identify factors that hamper proper implementation of the departmental organizational support systems in the CDSHP.

Chapter Five presents the data collected, its analysis and the results.

Chapter Six synthesises the findings, concludes the research and makes recommendations for future consideration.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1. INTRODUCTION**

One of the roles of the public service is to render services to the people so that the social and economic transformation agendas of the government can be realized. This is not possible without the employees, as they are the ones that are rendering the services to the communities and society at large. It is therefore important for the public service to have competent employees to enable it to achieve its goals and objectives. Competency in this context refers to possession of necessary skills, knowledge and attitudes for performing particular tasks (Hacket, 2003: 27). Continuous changes in the environment also make it important to update continually the capacities of the public servants.

The public service has developed some enabling mechanisms to ensure that this responsibility is executed effectively and efficiently. Among others, these include the development of the Human Resources Development (HRD) Strategic Framework Vision 2015, which was published by the Department of Public Service and Administration in 2008.

In the Human Resources Development (HRD) Strategic Framework Vision 2015, the organizational support-system pillar was selected for this study, due to time constraints. This pillar covers substantial ground and there was a need to refine the study further to match the resources allocated. Eventually the topics under this pillar that were selected for this study, are: to promote effective human resource planning in terms of demand for skills and training in public sector organizations; to strengthen structures, systems and processes for performance management and development in the public service and to groom and foster in-house capacity through effective career planning and talent management in departments of government.

Literature was explored to gain insight and better understanding of the topics selected above.

Topics discussed under Human Resource Development, include skills audit; training needs assessment and succession planning. Performance contracts and personal development plans are discussed under the performance management system. And, lastly, career planning and career counselling and support are discussed under career planning and talent management. These, on

their own, are not enough, therefore, there is also a need for discussing monitoring and evaluation to determine whether the implementation is according to plan and checking that the objectives set are realized.

## **2.2. HUMAN RESOURCE DEVELOPMENT**

Section 195, Subsection 1 of the Constitution of South Africa, states that public administration should be developmental oriented; promote effective, efficient and economic utilization of resources and cultivate good human resource management and career development practices to maximise human potential. The Human Resource Development for the Public Service Implementation Guide and Annual Implementation Plan (Part 4), states, in this regard, that there is a need for ensuring congruency between policy provision and strategic prioritization. It further states that there is a need for promoting successful implementation and achievement of concrete outcomes regarding better performance and service delivery (Department of Public Service and Administration 2008b:37).

According to Coovadia, Jewkes, Barron, Sanders, and McIntyre (2009: 831) there is a high level of incompetence across the public service and it is a challenge to address. Sectors of government including every level of the health sector is characterized by limited capacity which, among others, resulted from historical legacy, the disastrous education situation characterized by most individuals emerging from secondary and also tertiary education with limited numeracy, literacy and problem solving skills

Coovadia *et al* (2009: 831) believe that improvement of public sector efficiency is critical and will only be possible if there is a political determination to solve the problem of capacity, to deliver public services, to change the culture from one that is characterized by security of employment and reward for loyalty to one revolving around accountability and delivery of services to the public, wherein competence and performance are both expected and rewarded.

The public service should have capacity to deliver and this cannot be achieved without human resource development. According to the Human Resource Development for the Public Service Overview HRD Resource Pack (Part 1), human resource development in the public service

“include those efforts undertaken by organizations to ensure that employees are well prepared to undertake their responsibilities and grow into viable careers, thereby adding value to the productivity and service of their organizations, the motivation and performance of their peers and the attainment of the overall vision of the developmental state. In doing so, organizations seek to ensure that the right people are prepared at the right place, at the right time and for the right positions to which they can readily contribute” (Department of Public Service and Administration 2008:15).

Armstrong, in Analoui (2007:188), states that Human Resource Development is about the provision of learning. Learning can take any form, from training and education to development. Analoui, in Analoui (2007: 189), confirms this and further contends that training focuses more on developing and maintaining competencies in work environment, whereas education concentrates mainly on the general individual’s growth and development.

The understanding of what HRD denotes, is not the same among HRD professionals and managers in the departments. There are those who perceive HRD in a broader and holistic sense, as an investment in human capital to meet the organization’s strategic agenda. Then there are those who perceive it as just training, unlinked to performance and productivity. These different perceptions are projected in the manner in which the HRD is planned, organized, prioritized and implemented in public organizations (Department of Public Service and Administration 2008b:37).

The knowledge, skills, attitude and abilities of employees should enhance continuous performance of the organization and productivity (Erasmus and Van Zyl, 2009:18). The environment that organizations operate in is not static, hence the need for HRD to ensure that the particular organization continues to exist. HRD initiatives contribute to the continuous existence of the organization if they assist in realizing the goals and objectives of the particular organization; otherwise they are unnecessary.

According to Delamare Le Deist and Winterton (2005:28) the need for adaptive training and work-based learning has been elevated in the HRD agenda due to increased technological advancement in products and processes as well as demographic change. Delamare Le Deist and

Winterton (2005:28) further stated that this need resulted in a move away from supply driven education systems to demand driven models that support the output related systems of vocational education and training.

One of the chief responsibilities of the public service is to render services to the communities. Due to incapacity, many state departments have been unable to meet the demands for service adequately. According to the Human Resource Development for the Public Service Implementation Guide and Annual Implementation Plan (Part 4), departments managed to respond technically to policies, systems and structures that the DPSA recommended for adoption. However, challenges have been experienced in building and retaining the human resource capacity needed to realize the constitutionally mandated responsibilities (Department of Public Service and Administration 2008b:35).

The Human Resource Development for the Public Service Implementation Guide and Annual Implementation Plan (Part 4), further states that there is some general improvement in the implementation of human resource development in the public sector, as evidenced by HRD practitioners being more capable and HRD planning and management being to some extent needs-based and outcomes-oriented. This is, however, not to the desired level (Department of Public Service and Administration 2008b:36).

The Department of Public Service and Administration (2008c: 10) further indicated that some departments placed their HRD low within the organizational hierarchy. Other HRD units are characterized by under-staffing; fragmentation between HRD operations and financing and diverse framework of responsibilities – sometimes unclear and generally incoherent. This is evidenced by gaps between HRD, HRM and PMDS (DPSA, 2008c: 10).

According to Grobler, Warnich, Carrel, Elbert & Hatfield (2006: 300), human resources play a critical role in the achievement of the organization's aims and objectives. The human resources of North West Department of Health are no exception to this. The achievement of the Department of Health's vision of Optimum Health for All in the province, depends heavily on the competency (i.e. knowledge, skills, and attitude) of those members of human resources

employed specifically in order to withstand challenges brought about by the continually changing environment.

Guest and Conway (2011: 1687-1688); Khilji and Wang (2006) and Wright and Nishii (2006) distinguish between the intended and implemented human resource practices. Khilji and Wang as cited by Guest and Conway identified dissociation between intended and implemented human resource practices. The causes of this dissociation was identified to be poor quality and communication of the intended HR practices; the lack of support for implementation from senior line managers; and lack of competence and reluctance to implement them among local line managers. Senior managers' view on the role and effectiveness of human resource practices was suggested to be the key factor in the implementation of HR initiatives.

The success of the Chief Directorate: Strategic Health Programmes and therefore ultimately the Department of Health in delivering services, depends primarily on the effectiveness and efficiency of its employees when carrying out their duties. Human resource development therefore, plays a critical role in the achievement of personal development and the organization's goals.

### ***2.2.1. Rationale for Human Resource Development***

Clardy (2008: 184) believes that the long term success of the post industrial organizations revolves around human capital, i.e. managing the acquisition and development of this capital.

According to Human Resource Development for the Public Service Implementation Guide & Annual Implementation Plan (Part 4), the challenges of capacity, in terms of human resources, threaten the development of the state and also act as an obstacle in the delivery of services to the public. This problem emanates from educational deprivation for the majority of the population in the previous political dispensation. In the present political dispensation challenges are rooted, among others, in the lack of ability of the Public Service to retain scarce skills, the transforming Government, deficient supply pipelines for critical skills, the impact of HIV and AIDS and serious challenges in the manner in which people are developed and managed (Department of Public Service and Administration 2008b:35).

Coovadia *et al* (2009: 830) are of the opinion that the public sector was utilized to reduce white male unemployment during the apartheid era. This was one of the issues that had to be addressed in the new democratic South Africa where effort was put on including women and black people in senior and top management positions. The result of this move was loss of institutional memory and the situations where many inexperienced managers were placed in positions of seniority. This was informed by the fact that competence had not been an essential criterion for public sector appointments in the apartheid era and lack of experience or expertise was not seen as a necessary barrier to employment. Inexperienced managers had to deal with challenges associated with transformation, and, in particular, efficient and effective management of human resources.

Section 195, Subsection 1(h) of the Constitution of South Africa, states that Public service should cultivate good human-resource management and career-development practices, to maximise human potential. This can be addressed through skill enhancement and development. Training and education ensure the necessary mix and competencies in the organization. However, training can only improve performance if it is linked to other human resource management processes like evaluation or appraisals. The training and development interventions that get identified emanate from the practical experiences and challenges that the employee faces as he/she implements his/her performance agreement. Analoui (2007:161) confirms this and contends that supervisors need to consider the complex connection amongst and between subsystems of the organization and also its external environment if they want to develop their human resources. According to the Department of Public Service and Administration (2008c: 64), some departments have a tendency of considering processes in narrow compartments and not to perceive them according to the core purpose and ends to be achieved.

Grobler *et al* (2006: 300) perceive human resource development as one of the critical factors in realizing the goals and objectives of the organization. Training and development enhance the organization and qualify it to compete globally, adjust and adapt to technological advances and absorb the social and economical pressures. Effective and efficient management of training and development is therefore a key human resource management tool.

According to Meyer and Orpen (2007: 6), education, training and development are not only important for the growth and development of employees, but also for the growth of the



organization. These include acquiring knowledge and skills that are necessary for effective work performance. They also interestingly state that well educated and trained employees are able to see the bigger picture in terms of achievement of business objectives and are also more productive than unskilled employees.

Grobler *et al* (2006:302) are in support of the fact that unsatisfactory employee performance, due to lack of skill, can be corrected through training and development. A sound training and development programme plays a pivotal role in decreasing challenges of organizational ineffective and inefficient performance, though cannot address all of them. Since there is no selection device that can accurately predict performance of an employee in a particular job, training and development are utilized to enhance competency. They are also used to build capacity of newly or promoted employees who were employed with full knowledge of their areas of development. Managers also employ people who possess the aptitude to learn and then train them to perform specific duties.

### ***2.2.2. Improving the Impact of Learning and Training***

For education, training and development activities to add value to the organization, the organization must adopt a learning culture. According to Meyer and Orpen (2007:176) many organizations in South Africa do not have a learning culture. Some organizations may engage in a lot of training and still not have a true learning culture. A learning culture is very critical in improving the impact of learning and training. Meyer and Orpen (2007:176) further stated that a learning culture comprises “ an organization embracing learning; a culture and attitude that is positive about learning; learning being actively encouraged and rewarded; learning being directly linked to business strategy; supporting individual development and developing quality policies and procedures to support learning”. A learning culture is one of the requirements for organization to realize returns on the training investment.

According to Grobler *et al* (2006: 304), for training to add value to the organization it is critically important that the training endeavour is informed by the organizations’ objectives, goals and business strategies. The process of linking the goals, objectives and strategies of the organization to the training endeavour is called strategic training. For training to be strategic it should develop worker capabilities; encourage adjustment to change; promote continuous learning in the

organization; create and share new knowledge across the organization and enhance communication and focus. A strategic training plan is the foundation for successfully implementing this process.

Clardy (2008: 184) perceives the Strategic Human Resource Development as the process of providing planned learning experiences on the Knowledge, Skills and Abilities needed in the future by organizational stakeholders. This can only be achieved when there is an association between HRD practices and the organizational strategy. The strategy must be analyzed to determine the skills requirements and availability. Of significance is that the HRD duties must be shared by all staff members across the organization.

Guest and Conway (2011: 1688) are of the opinion that there are few studies that investigated the relationship between HR effectiveness and performance. One such study was conducted by Huselid, Jackson and Schuler (1997) who examined the effectiveness of technical HR, which they perceived as the traditional approach, and strategic HR, which they regarded as more developmental and commitment oriented. Their deduction was that there an association between effectiveness in strategic HR and business performance, but no relationship between technical HR effectiveness and business outcomes.

Guest and Conway (2011: 1688) also indicated that there was another study conducted by Richard and Johnson (2001). Their conclusion was that there is a relationship between HR managers' satisfaction with the effectiveness of HR practices and lower staff turnover.

Meyer and Orpen (2007:183) believe that many organizations experience challenges in transferring the skills learned during training to the work environment. Organizations fail to realize the full benefits of learning, training and development due to lack of a learning transfer strategy. The strategy to enhance the application of knowledge and skills learned, include orientating the learners towards the application of their skills; guiding them towards competency; assessing their performance and reviewing the facilitation process. It is therefore critical to identify and analyze learner needs; prepare and review an individual development plan; provide guidance to learners; maintain records of learner needs and guidance and evaluate services provided.

In the light of the above, the Chief Directorate: Strategic Health Programmes, and ultimately the Department, are expected to invest in processes and mechanisms that will ensure that the required skills and competencies are achieved. Hence the explanatory manual, relating to the Code of Conduct for the public service (2002:31-32), emphasizes the fact that supervisors and managers should ensure that their personnel have the requisite knowledge and skills to perform their duties at the required level. This will be enhanced by their understanding of what the development of personnel entails; ongoing assessment of the developmental needs of personnel; introduction of a development plan; ensuring that the plan is followed and constantly monitoring the progress. Training and development are ongoing processes where the employee and the manager strive constantly to improve the employee's performance and his contribution to the organization's strategic goal.

In chapter one it is indicated that the HRD Strategic Framework Vision 2015 has four pillars, namely: capacity development; organizational support systems; governance and institutional development and economic and growth development (Department of Public Service and Administration 2008a:5). Also indicated in the same chapter is that the focus of this study is on one of the pillars, namely organizational support systems. It is generally accepted that systems play a critical role in enhancing the success of projects and programmes, hence the need to explore the organizational support systems further. This is discussed below.

### **2.3. ORGANIZATIONAL SUPPORT SYSTEMS**

Organizational support systems is one of the components of the HRD Strategic Framework Vision 2015 (Department of Public Service and Administration 2008a:5). The Human Resource Development for the Public Service Strategic Framework Vision 2015 (Part 3) describes the Organizational support systems as "those operational aspects of the organization upon which a holistic HRD function is dependent. While these may not necessarily be HRD functions or concerns, HRD cannot be effective or efficient if these are not operating effectively. The essential foundation of effective organizational performance must be in place if HRD is to be successful. The conceptual framework notes that these areas also need to be strengthened in order to add value to proper human capital formation and for utilization in public organizations" (Department of Public Service and Administration 2008a:55).

The Organizational support systems component embodies 11 areas of strategic interventions. As indicated in chapter one, only three of the eleven areas of strategic interventions are investigated and discussed for the purpose of this research.

## **2.4. STRATEGIC INTERVENTIONS**

Three strategic interventions, namely: to promote effective human resource planning in terms of demand for skills and training in public sector organizations; to strengthen structures, systems and processes for performance management and development in the public service and to groom and foster in-house capacity through effective career planning and talent management in departments of government are investigated.

### ***2.4.1. Promotion of Effective Human Resource Planning***

According to Coovadia, Jewkes, Barron, Sanders, D & McIntyre (2009: 830) the South African Health Sector has had to deal with the legacy of maldistribution of staff and poor skills of some health personnel since the dawn of the democracy. This affected the performance on delivery of strategic programmes.

The Human Resource Development for the Public Service Strategic Framework Vision 2015 (Part 3) states that the promotion of effective human resource planning, in terms of demand for skills and training in public sector organizations strategic intervention, has six components, namely : conduct training needs assessment on a continual basis; conduct skills audit as a basis for planning Human Resource Development (HRD); develop succession plans for key posts; conduct studies to determine the skills needs of each sector; national departments prepare reports on the demand for skills in their respective sectors and reflect measures for meeting skills demands in human resources plans and HRD strategies (Department of Public Service and Administration 2008a: 118). Some of these are further explored below.

#### 2.4.1.1. Skills audit

Opperman and Meyer (2008: 78), define a skills audit as “a process whereby skills that employees already have are identified and compared with the skills required both in the present and the future so that the skills shortfall or surplus can be determined.”

Coetzee, in Swanepoel *et al* (2003: 459), explains a skills audit as a process of finding out the skills of the employees with the aim of identifying the skills gap and the actual skills needs of the organization.

Opperman and Meyer (2008: 78), developed the following steps in the process of skill audit: determine the present and future priorities of the organization; determine competencies that are critical to the present and future needs of the organization; compare the present competency level against the one determined and come up with interventions that will remedy skills gaps identified.

According to Kiggundu in Analoui (2007: 182), conducting a skills audit of the employees is one of the activities that will ensure effective training and development. Erasmus and Van Zyl (2009: 9) concurred with Kiggundu and commented that skills audits generate data that departments could utilize for forecasting, modeling and planning for skills needs. The deduction from the above sentences is that the Department of Health including the CDSHP must conduct skills audit in order to ensure effective training and development. Swanepoel *et al* (2003:460) however, assert that conducting a skills audit needs money, time and expertise and, consequently, many organizations opt not to undertake the process.

The different departments in the public service are increasingly making use of skills audits and needs assessments as a basis for planning, and more attention is given to the strategic requirements of the organization in determining the structure and content of HRD interventions. This is, however, not practised by all departments, as some are still conducting training that is not linked to PDPs. The point to note is that the challenge is not policies and strategies, but the extent to which these are successfully implemented (Department of Public Service and Administration, 2008c: 11).

#### 2.4.1.2. Training needs

Swanepoel *et al* (2003: 455), define the training needs assessment as an extensive process of trying to find out the nature of performance problems in an organization with the intention of identifying their causes and how these can be corrected by training.

Training needs assessment is the introductory process of ensuring that training is based on the needs of the organization. Proper training needs assessment enhances the value of the identified inadequacy for training by the organization. According to Tobey (2005: 2), training needs assessment involves investigating how training can be of assistance in addressing performance gaps of the organization. Opperman and Meyer (2008: 35), perceive needs analysis as the process of determining whether training is necessary. There is convergence of ideas regarding needs assessment between Tobey and Opperman and Meyer, as they all believe that effective training should be preceded and informed by an outcome of needs analysis. Of note is that the assessment should not be of poor quality, as this will result in training not addressing what it purports to address.

Improvement in service delivery depends on having skilled workers and building capacity where there is a need (North West Provincial Administration 2007:3). The performance of public servants is to a large extent influenced by their training and education.

Barbazette (2006: 5), believes that the aim of performing needs assessment is to be able to answer well-known questions, starting off with: why?, who?, how?, what?, and when?. This does not mean that all five questions have to be answered as part of the process of needs assessment. Carrying out a needs assessment ensures that the assets of the organization are protected and that resources set aside are utilized effectively and efficiently. A needs assessment plays a critical role in determining whether training is the ideal solution for the performance gap identified.

All employees should have access to training because of continuous changes in the environment. In order to adapt and respond to these changes public servants need to continually update their capacities. The primary objective of training should be to achieve an efficient, non-partisan and representative public service. The needs of the organization should inform training. Training

should strengthen performance at work and support career development (Department of Public Service and Administration 2001:41).

Erasmus and Van Dyk (1999: 53), perceive training needs assessment as a comparison between what employees should know or do and what they actually do or know. The difference between the two could be seen as exigent weakness. They further contend that assessment should not only focus on the weakness, but also on the identification of strengths in the form of talents, competencies and skills. The information gathered will assist in planning for employee and organizational development.

Managers and Supervisors must: identify training needs present among employees; set up development programmes for their teams; provide regular feedback to the training unit and provide monthly, quarterly and annual reports. They are also to participate in the formulation of training and development strategies; coach and mentor their staff; keep records of all training undergone by their supervisees; monitor progress of their supervisees; provide feedback on training attended and provide in-service training where appropriate (Department of Health North West Province 2009:6).

According to Barbazette (2006: 110), some organizations engage in popular training programmes without aligning or relating them to their needs. Employees and human resource departments alike, should guard against following current fads in training in the hope that it will be of use to those in their particular workplace. Training should be needs-based, otherwise it may be novel and enjoyable but provide little objective benefit to the organization. Training should be for constructive impact, not for activity.

Analoui (2007:168), is of the opinion that the HRD activities of an organization need to go through stages of: policy formulation; awareness raising; intervention; transfer and outcome and utilization. This will assist in addressing the above challenge of training being conducted for the sake of training, instead of being guided by the strategic aims and objectives of the organization. The inference from this is that HRD initiatives should be informed. There should be clear evidence of a need which is going to be addressed by HRD, by means of an implementation plan, proper monitoring and effective evaluation.

The Department of Public Service and Administration (2008c: 10), asserts that, in general, the policy framework for HRD in the Public Service is well developed, however, there are challenges at the implementation and institutional level. There are inconsistencies in the development of strategies and plans and there is little follow through to link training and performance. The other disturbing challenge that has to be addressed, is the observation that policies and strategies are well prepared but rarely implemented. The Department of Public Service and Administration (2008c: 10) further asserts that “the government policy focus and sophistication is not properly honoured in terms of service delivery and performance”.

Tobey (2005: 6), has identified seven steps that encompass the process of training needs assessment. The steps are: environment scanning; determining the needs of the organization, e.g. opportunities, problem areas and business strategies that need support; mapping out the possible training intervention; determining levels of performance, learning and learner needs; analyzing the data collected; providing feedback and designing the training process. These seven steps could be considered by the CDSHP when conducting training needs assessment.

Training initiatives should start with a needs analysis. Training needs comprise knowledge, skills, attitudes and values. According to Analoui (2007: 183), training needs analysis should be carried out periodically and systematically to be effective. Grobler *et al* (2006: 304) and Swanepoel *et al* (2003:456) confirm this and contend that, for training to be effective, there should be some needs assessment prior to its implementation. Needs could be assessed at organizational, operational and personal levels. The level at which assessment should be done is determined by the needs of the organization.

The training needs assessment at the organizational level involves analysing the general performance of the organization to determine problem areas that could be corrected by training. Operations analysis involves analyzing the job or task to determine how it should be done. The intention is to develop programmes that are to address the right way to execute a job.

Individual analysis involves determining who currently needs training and development and what competencies need to be developed or strengthened, both in the short and long term. The



importance of this is that the relevant people receive appropriate training and that programmes are geared towards improving performance towards the desired level.

Noe (2008: 90-91), agrees with Grobler *et al* and Swanepoel *et al* on the analysis of the training needs. His process of analysis involves organizational analysis, individual person analysis and task analysis. This process of analysis is also advocated by Opperman and Meyer (2008: 36-37). The organizational analysis involves ensuring that training is relevant by considering: the strategic objectives of the organization; resources allocated for training and the offer of the necessary support for training activities by both managers and co-workers. Person analysis comprises determining the causes of poor performance, pinpointing who is going to benefit from training and establishing the preparedness of employees for training. Task analysis is about identifying the critical tasks and competencies that require to be accentuated during training for workers to perform well.

According to Analoui (2007: 186), training surveys is one of the approaches to training needs analysis. This will assist in determining the extent to which the existing training initiatives are meeting the training needs. It will also indicate the opinions of employees regarding the current amount and level of training provision. Noe (2008: 96), shares the same sentiments and stated further that there are numerous methods that could be used for training needs assessment. These methods include: observing the incumbent job; performing the job; making use of online technology; studying technical manuals and other documentations; conducting interviews and focus group discussions and administering questionnaires drawn up by subject matter experts. There is no one method superior to the others and combinations of methods are commonly used. These methods provide information of varying types and level of details and they all have advantages and disadvantages.

Grobler *et al.* (2006:309) propose that, subsequent to analysis of training needs, training and development objectives should be written down, stipulating the expected level of competencies of participants on completion of training. The benefits of well-written objectives include: assistance in determining which methods are suitable by focusing on the areas of employee performance that need to change; clarifying what is to be expected from both the trainer and the

trainee and providing a basis for evaluation of the programme. The general perception is that the training and development objectives are not developed.

The Public Service Commission conducted a study on the extent to which training needs of senior managers in the different departments were met. Among others, the conclusion reached was that performance management is not adequately informing the training needs in the public service and, secondly, the training needs are poorly prioritized and misaligned to the needs and objectives of the organization (Public Service Commission 2010:22). If the current gap in service delivery is to be closed, there should be some refocusing of learning, training and development to meet the current and future needs of the organization.

Performance appraisal normally informs the HRD initiatives. It plays an important role in the identification of candidates for training, learning and development. Training, learning and development are critical to the effective implementation of HRD.

Employees are responsible for: taking the initiative for their training and development; taking full advantage of the training and development opportunities available to them; participating in the evaluation of their training and implementing their personal development plan. They are also responsible for applying the knowledge and skills learnt, so as to improve their work performance and service delivery (Department of Health North West Province 2009:9).

The involvement and participation of supervisors in the respective units is very important, as they have a better knowledge of employees' performance and are also responsible for identifying training needs of employees. They are expected to monitor continually the manner in which the employees utilize their knowledge, skills and attributes in the performance of their duties. Training needs and development should be identified at the planning phase, as well as during performance reviews and assessments (North West Provincial Administration 2007:6).

The deduction from the two paragraphs above is that human resource development is very important to the public service and is the responsibility of all (i.e. both management and employees). If there is full involvement and participation of management and employees, value will be added to the organization and increased motivation of employees and improved

performance will follow. This will contribute positively to the transformation agenda of the public service.

The Department of Public Service and Administration (2008c: 11), argues that the status of HRD and the priority given to HRD initiatives in the public service is still generally low. The HRD responsibilities given to managers seem not to be taken seriously and most senior managers are perceived to be unsupportive of HRD initiatives. There is a general acknowledgement by all stakeholders that HRD is critical to organizational performance, but this is sometimes not reflected in practice. This is evidenced by the level of consideration afforded to the HRD components of the organization.

According to Heeks (2006: 249), cost and time are critical constraints that interfere with good training practice in the public sector. These constraints tend to make the public servants settle for cheaper and/or quicker training, instead of quality one. Some public managers hide behind these constraints as an excuse for not sending their employees for training.

Swanepoel *et al* (2003:455), believe that training initiatives that are not informed by the assessment of needs, in most cases will be ineffective. This type of training will also result in decreased motivation for employees to avail themselves of the opportunity for future training programmes. Noe (2008: 91), agrees with Swanepoel *et al* and further contends that needs assessment is important as it will ensure that training is utilized to address poor performance that results from lack of training. Good training programmes: have the correct content, objectives, and methods; have trainees sent to training programme that they have basic or prerequisite skills for and have the required confidence to learn; deliver the expected training results and use the organization's financial resources effectively and efficiently.

#### 2.4.1.3. Succession planning

Noe (2008. 390), perceives succession planning as a process of building leadership that will take over the upper level management, should the need arise. He further contends that succession planning makes it necessary for senior management to purposely have a look at leadership talent in the organization. It ensures that employees' competencies are developed so that they are ready

and fully equipped to take over top management positions should the opportunity avail itself. It also acts as a means of attracting and retaining employees who dream of becoming part of top-level management in future.

Succession planning for key positions should be carried out. These are normally positions that are critical to the existence and continuation of the organization. These positions commonly demand some form of speciality on the side of the employee. Identification of these key positions should be carried out and predictions of their probable future vacancy patterns be established. This should be accompanied by a plan on how they are going to be filled, should there be a vacancy (Department of Public Service and Administration 1997a).

It is evident from the above paragraphs that the Department of Health including the CDSHP should carry out succession planning for key positions. The implementation of succession planning by the Department of Health North West Province is important because it will ensure that the department benefits from the afore-mentioned advantages of succession planning and ultimately contribute to the implementation of the HRD Strategic Framework 2015.

According to Noe (2008: 391) the organizations' succession plan should consist of seven stages: stage one is identification of positions that should form part of succession plan. For example, key positions (like it is suggested above by DPSA) or all management positions. Stage two is about identifying who should form part of the succession plan, e.g. all employees or only those that are performing exceptionally well. Stage three involves developing criteria for evaluating the positions, e.g. competencies and work experiences. The fourth stage involves developing criteria for measuring an employee's potential, e.g. current work performance, potential performance or employee's career goals. Stage five entails coming up with a succession planning review process. The sixth stage consists of integrating the succession planning with other human resource systems, e.g. compensation, training and development and staffing. Lastly, the job incumbents should be given report backs on future moves, anticipated career paths, and development goals and experience.

### ***2.4.2. Performance Management and Development System***

The Performance management and development system is the second strategic intervention under the organizational support systems for HRD implementation to be discussed in this study. Topics discussed include the performance management and development system (PMDS), personal development plans (PDPs) and employees' performance contracts based on the strategic objectives of the department.

Liebowitz, in Erasmus and Van Zyl (2009: 19), defines performance management as an organized process of ensuring participation of individuals and teams in an organization, to better its effectiveness in the achievement of its goals and objectives. Erasmus and Van Zyl (2009: 19), further indicated that the management of employee performance comprises development of work plans and targets; constant measurement of performance against the targets and reporting back; building competencies of employees to remedy poor performance as well as making those that are performing well to perform better; rating performance from time to time and providing rewards for good performance.

According to Nel (2002: 284) performance appraisal indicate how well employees perform their duties, and also inform stakeholder about performance gaps, remuneration adjustment, placement decision, training, career planning and faulty task designs. The Performance Management and Development System (PMDS) was adopted in order to ensure efficiency and effectiveness in the public service. Among others, the PMDS aims to improve quality of service; quality of performance; enhance and build capacity and to have a skilled and professional public service (North West Provincial Administration 2007:3).

According to the Report on the Analysis of Performance Agreements as an Effective Performance Management Tool, the PMDS is an important tool used by management to refine broader departmental strategic aims and objectives into clear performance milestones for each employee. It also informs the on-going monitoring and evaluation of performance, the provision of feedback and the implementation of measures to improve performance (Public Service Commission 2009: ii).

The Toolkit for the Management of Poor Performance in the Public Service portrays performance management as a cycle comprising: planning, coaching, reviewing and rewarding. Planning involves agreement between the supervisor and the employee on performance expectations and securing commitment from employee to achieving them. Coaching is about continuous monitoring of performance; providing feedback and reinforcing good performance. Reviewing involves measuring performance against the agreed targets at the end of the performance cycle. Rewarding entails acknowledging and rewarding good performance (Public Service Commission 2007:6).

The White Paper on Human Resource Management in the Public Service states that performance assessment of public servants will be conducted at least annually against jointly agreed criteria. The process of appraisal will be targeted at pinpointing strong and weak areas of employees' performance. This will assist in identifying and rewarding employees performing above the average level and assisting those that are under performing to perform better (Department of Public Service and Administration 1997a:42-43).

According to the White Paper on the Transformation of Public Service Chapter 13(1) (d), one of the strategic elements of human resource development is the implementation of an appraisal system that is effective and rewarding of good performance. However, Edwards and Ewen in Opperman and Meyer (2008:64), believe that office politics, favouritism and friendship may affect the quality of the assessment. In the Department of Health, North West Province, there is a general perception that good performance does not always result in a reward, as expected, due to unfairness of the process. Employees generally link reward with how the individual relates to the supervisor. If one is in the 'good books' of the supervisor one will get the reward, even if the performance is not good. There is a generally negative perception around how the performance management and development system is implemented.

Employees are interested in being valued and recognized for a job well done. One of the significant factors that contribute towards motivating employees and eventually continuous work improvement is effective rewards and recognition programs of organization. These does not only have effect on the individual employees being recognized, but the entire organization. Rewards and recognition programs will only add value to the organization if they are credible and

meaningful. If the employees have the impression that their performance is not recognized or valued or that their colleagues are rewarded for the wrong behaviors, the program will be ineffective (Phillips and Edwards 2009:202).

According to Nel (2002: 284) there are numerous factors that contribute towards the effectiveness of the performance appraisal system. These factors among other include: the appraisal criteria that is based on activities rather than outputs or on personality characteristics rather than performance. The other big challenge is the inconsistent application of the system throughout the organization. Opperman and Meyer (2008: 64), contend that a well-thought-of and implemented performance appraisal system serves a critical role in determining the training and development needs of the workers.

Gomez-Mejia, in Swanepoel, Erasmus, Van Wyk, and Schenk (2003: 372), asserts that performance appraisal provides information that could be utilized for both administrative and developmental purposes. Administrative purpose, among others, includes using: appraisal information for human resource planning; reward decision; placement decision and personnel research. The developmental purpose comprises utilizing appraisal information for individual and organizational development. Appraisal information contributes to individual development by indicating their strength and weaknesses; assisting in career planning and development and providing inputs for remedial interventions. Organizational development input includes specifying general organizational performance and training needs; contributing towards affirmative action programme and improving communication within the organization.

Performance management is a tool used to measure the performance of individuals and organizational effectiveness. However, in the public service emphasis has been put more on the reward side. Public servants perceive performance appraisals as synonymous with salary increase and if this is not realized, they become very unhappy. The situation is aggravated by supervisors who are not fair and objective when assessing performance of employees. This is a move away from the intended objective of performance management. Well-organized professional performance assessments are an input towards attempts at turning around poor performance and encouraging average and good performing employees to perform at their best ( Public Service Commission 2007:3).

The Department of Public Service and Administration (2008: 64), highlighted that in some departments there was no connection between HRD and Performance Management and Development Systems. The development aspect of the PMDS was not taken seriously and the system perceived merely as a compensation tool.

Departments are expected to manage performance of their employees in a consultative, supportive and non-discriminatory manner. This is done to streamline organizational efficiency and effectiveness, improve accountability for the use of resources and ensure the achievement of results. There should be a link between performance management processes and staff development plans, both of which are informed by the strategic goals of the organization.

According to the Human Resource Development for the Public Service Strategic Framework Vision 2015 (Part 3), to strengthen structures, systems and processes for performance management and development in the public service, strategic intervention comprises the following indicators: “apply effective performance management and development system (PMDS); develop employees’ personal development plans (PDPs) and align them with organizational priorities; achieve the PDPs of employees annually and have employees’ performance contracts based on the strategic objectives of the department” (Department of Public Service and Administration 2008a). Some of these are further discussed below.

#### 2.4.2.1. Personal development plans

One of the components of performance agreement should be the Personal Development Plan (PDP). The personal development plan’s aim is to pin-point any performance output gaps in the work of the employee in order to develop and implement an intervention plan to address the shortfall. The achievement of the PDP is the responsibility of both the employee and the manager (North West Provincial Administration 2007:8).

Opperman and Meyer (2008: 83), are of the opinion that PDP should include: the competencies that need to be developed; the approach that the organization is going to follow to develop them; the time frame to realize the necessary competence and how the skills concerned are going to be



assessed. Personal development plans should be a living document that could be utilized to monitor progress and render the required assistance to employees, if the need arises.

According to the Assessment of the State of Human Resource Management in the Public Service, most departments complete Personal Development Plans (PDPs) with the intention of complying with the policy instead of linking training needs to job performance (Public Service Commission 2010:21). The main focus of performance management should be around employee development (Department of Public Service and Administration 2001:38).

#### 2.4.2.2. Performance contracts

According to the Performance Management and Development System, Policy no.13, all employees should enter and sign performance agreements within two months of the beginning of the financial year. The employee's performance agreement should be informed by the Departmental Strategic Plan, the Departmental Service Delivery Improvement Plan, the Component's Operational Plan and the employee's Job Description (The North West Provincial Administration, South Africa. 2007:8).

Some studies have been conducted to establish the performance management and development practices of departments. One of the studies conducted in the North West Province has indicated that, generally, there is poor management of performance agreements by ministries. The core businesses of respective ministries were not projected in the performance agreements of some of the senior managers. This resulted in conflict between individual and organizational performance. Studies have also indicated that some of the senior managers were not eager to enter into performance agreements and that there were negative perceptions around them (Public service commission 2008a). Performance agreements were not seen as a means of improving service delivery and ensuring accountability.

The Department of Public Service and Administration (2008c: 64), highlighted that, in some departments, job descriptions were not completed in terms of professional expectations or skill gaps.

### ***2.4.3. Career Planning and Talent Management***

Career planning and talent management is the third and last strategic intervention under the organizational support systems for HRD implementation to be discussed in this study. Topics to be discussed include career planning, career counselling and support, talent management and the roles of different stakeholders.

When organizations are in pursuit of their aims and objectives, they should utilize their resources effectively and efficiently. Proper planning is important as it enhances effectiveness and efficiency. When organizations plan, they should have their members at the back of their mind and consider their needs and aspirations (Analoui, 2007: 4).

The White Paper on Human Resource Management in the Public Service states that the nature of public service will transform to that of a career service. It further contends that public servants will be presented with opportunities for development and advancement through improving their performance and management of their careers; eradicating needless obstacles between occupational groups and improving their chances of competing for higher posts (Department of Public Service and Administration 1997a:12).

According to the White Paper on the Transformation of the Public Service Chapter 13(3) there should be a link between policy making and implementation challenges and the training of senior and middle managers. For other workers the focus of training should, among others, be on the development of their career path. Stakeholders like trade unions, transformation forums and units need to be involved and participate in the training and career development of the public servants.

The Human Resource Development for the Public Service Strategic Framework Vision 2015 (Part 3), indicates that grooming and fostering in-house capacity, through effective career planning and talent management in departments of government's strategic intervention consists of the following indicators: "have long-term employee personal development plan and career plan; establish a facility for career counselling and support; establish a process to manage succession planning; have accelerated leadership programmes; use career planning as one of the measures for the retention of talent and aim to have low turnover of senior management staff".

Some of the afore-mentioned are further explored below (Department of Public Service and Administration 2008a:77).

#### 2.4.3.1. Career planning

Schreuder and Theron in Swanepoel *et al* (2003: 398), define career planning as a continuous process, which involves employees gathering information about themselves and about their working environment and attempting to match up the two.

Schreuder and Coetzee (2006: 59), describe career management as a process where workers: identify their interests, values, strengths and weaknesses; establish employment prospects within the organization; come up with career goals and develop plans to realize these goals. Noe (2008: 407), agrees with Schreuder and Coetzee, adding that career management is imperative for both the employer and the employees. It is important for the employer in the sense that the employer will have sufficient employees to fill open positions; have increased employee commitment and ensure appropriate utilization of funds allocated for training and development. It is also important for the employees, because it makes them feel valued by the organization and prepares them for future positions.

According to Grobler *et al* (2006:302), the purposes of HRD programmes, among others, include preparing an employee for promotion and managerial succession. The transition from the employees' current job to one involving greater responsibility is streamlined through development. What one deduces from this is that there should be long-term personal development and career plans for employees of the organization and HRD processes should be used as a vehicle to ensure its realization. Training also plays an important role in attracting, retaining and motivating employees.

Consideration of staff members' needs and aspiration will ensure their career planning, development, satisfaction and, ultimately, their retention. Career planning and development is pivotal to the retention of employees and this, unfortunately, is a serious challenge that currently confronts the public service (Public Service commission 2010:22-23).

According to the White Paper on the Transformation of Public Service Chapter 13(1) (b) one of the strategic elements of human resource development is the development of career paths for public servants. Analoui (2007:189), confirms this and further states that strategic human resource development suggests that some skills may not be required for the current job, but might be needed for the future. Career development, or the development of skills for future jobs while progressing through the ranks of the organization, is achieved through education. It is now common for both public and private organizations to send their employees to universities to complete post graduate studies. The skills that are acquired there might not be necessary for their current work application and performance, but might be appropriate and important for their work performance in a future position. The purpose of career development is to retain valuable human resources for the organization.

According to Analoui (2007:190), the provision of opportunities to grow and develop within the organization is generally becoming a legitimate expectation. Further education ensures employee commitment and increases the knowledge base of the firm. Career development may be open to abuse, as employees might leave the organization on completion of their studies. This can be addressed by entering into a contract with the individual to ensure that they serve the organization in lieu of their studies at the expense of the employer. The public service utilizes this method to ensure that it is not exploited by employees.

#### 2.4.3.2. Career counselling and support

Schreuder and Coetzee (2006: 135), describe career counselling as “a service that facilitates self reflection and cognitive restructuring in employees who need to develop career competency, career maturity, and career self efficacy”.

The primary responsibility of looking for development and promotion opportunities is vested in employees themselves. The role of managers is to support and encourage employees to explore such opportunities. This presumes an added area of responsibility on the part of managers, as they will be tasked with assessment (Department of Public Service and Administration, 1997a). Swanepoel *et al* (2003:413) confirm this and further commented that management could have a

significant contribution to make towards supporting employees in taking charge of their careers and in the process of career decision making.

According to Swanepoel et al (2003: 414), methods of organizational support to employees' career development include: conducting career planning workshops where employees will be assisted to know themselves and be introduced to work opportunities; career discussion (involving a planned meeting between the manager and the employee) to discuss options available for personal development; giving a critical look at career issues as informed by the employee's present work performance and where the organization wants to go and elucidating future career options. Other methods are: the establishment of career centres or referring employees to them for relevant information kept there to assist personnel in career planning; designing a career planning workbook and having a formal mentoring programme in place.

The personal opinion of the researcher is that other strategies that organization's could implement in support of career development of employees, include giving time off for studying; partial payment towards study expenses and/or full financial support for studies. The availability of knowledge and skills needed for future use by the organization can be ensured through strategic education. Analoui (2007: 190) furthermore contends that there is a direct relationship between higher education, work excellence and effectiveness.

#### 2.4.3.3. Talent management

Phillips and Edwards (2009: 4) perceives talent management as a system of ensuring that "the right people are positioned in the right places and utilized to the fullest potential for optimal success of the organization". Phillips and Edwards (2009:4) further stated that it is critical for organizational leaders to identify the best talent for the organization. Masibigiri and Nienaber (2011: 2) agree with Phillips and Edwards and stated that staff retention is an integral part of talent management and is one of the responsibilities of senior managers in an organization.

Robbins and Barnwell (2006: 428) suggest that all successful cultural changes have been driven by strong leadership at the top of the organization. Coovadia *et al* (2009: 831) commented that one of the key challenges facing the health sector is the inadequate stewardship, leadership, and management. According to Masibigiri and Nienaber (2011: 10) leadership plays an important

part in the management of talent in the organization. Good management is characterized by attracting, developing and retaining the right staff to ensure performance. Of note is that retention should not be seen in isolation but as a building block to talent management. This is echoed by Phillips and Edwards (2009:1) as they stated that talent management is one of the significant strategic objective of an organization. The deduction from the afore mentioned sentence is that since talent management is considered an important strategic objective of an organization, then it should be the responsibility of the leadership of the organization. According to Phillips and Edwards (2009:1) talent management ensures success, efficiency and consistency.

Successful talent management process as stated by Phillips and Edwards (2009:1-2) among others include:

- Identifying critical jobs in the organization and finds ways to ensure that current and backup incumbents are top performers
- Process for identifying and developing high potentials
- Addressing movement of talent and the eventual holes that are left in the organization
- Creating talent pool
- Reporting on the outcomes e.g experience and education qualification of staff members

#### 2.4.3.4. Roles of different stakeholders in career management

According to Noe (2008:425) stakeholders in career planning are: workers, their managers, human resource managers and the organization – and each has a specific role to play in the act of career management. The roles of each stakeholder are as follows:

##### **Employees:**

- are responsible for planning their own careers
- need to take the responsibility of ensuring that there are career related discussions between themselves and their managers as part of their personal development plan
- need to identify their strong and weak points by asking for feedback from their co-workers and supervisors
- need to have knowledge about their stage of career development and development needs

- should look for challenges and interact with other workers from different working areas both within and outside the organization
- need to perform their tasks to the best of their ability

### **Managers:**

- should coach by exploring problems, identifying the employees' needs, interests and values
- should listen carefully to employees and ensure that concerns are defined and clarified
- should appraise the performance of employees and give them individual feedback
- need to elucidate the organization's standards for employees, their job responsibilities and the organization's needs
- should act as advisor to workers by generating options, relating to their experience, help in employees' goal setting, and provide recommendations
- are to serve as referral agent by linking employees to career management resources and making follow-ups on employees' career management plan.

According to Purcell and Kinnie (2007) as cited by Gilbert, De Winne, and Sels (2011:1618-1619) the human resource management activities are perceived to be the responsibility of the human resource department. In practice however, as stated by Hall and Torrington 1998; Thornhill and Saunders 1998; Cunningham and Hyman 1999; Reilly, Tamkin and Broughton 2007, in Gilbert *et al* (2011:1618-1619) human resource management activities are the primary responsibility of line managers.

Gilbert *et al* (2011:1618) investigated the impact of HRM investments made by two important HR actors, line managers and HR department, on employees' affective commitment. The conclusion that Gilbert *et al* (2011:1631) arrived at is that the commitment of line managers to taking on their HRM responsibilities is significant and if well harnessed, they can be a powerful partner of the HR department in enhancing commitment, which in turn is likely to result in improved individual and organizational performance.

### **Human resources managers:**

- are expected to advise or give information on training and development opportunities
- are to assist in offering specialised services, like aptitude testing, in order to identify the interests, values, and skills of the workers
- are expected to provide counselling services for employees on career-related problem areas.

### **Organizations:**

- are expected to provide workers with appropriate resources, consisting of specific programmes and processes for career management, to ensure success in their career planning
- should ensure provision of career workshops offering topics on, e.g. how career management systems work, self assessment, setting of goals and assisting managers to comprehend and carry out their role in career management
- are to provide information to employees on career and job opportunities
- need to develop their career planning workbooks and guidelines
- should ensure that employees are offered counselling from a professional who specialises in rendering assistance to employees with career issues
- should have career paths indicated by developing work progression stages and identifying competencies needed for progression
- should monitor and evaluate the career planning system.

The deduction from this whole section is that career management is the responsibility of individual employees, sectional managers, human resource managers and the general organization as a whole. It is important for all stakeholders to be involved and participate for career management to be successful.



## 2.5. MONITORING AND EVALUATION

Monitoring and evaluation is important to demonstrate that government facilities are making a difference to the lives of the people and that value for money is being delivered. Monitoring and evaluation is also important to ensure that tangible results are achieved through activities, projects, programmes and policies executed by the government.

The subject of evaluation may comprise the Public Service as such, a system, policy, programme, several programmes, a service, a project, a department or unit within a department, a process or practice (Public Service Commission 2008). As line departments are the ones that implement government policy in their respective functional areas, they are expected to monitor and evaluate the implementation. The implementation of the departmental organizational support systems by the Chief Directorate: Strategic Health Programmes is also subjected to this.

According to Segone (2008:25-26), specific information about the performance of government policies, programmes and projects is contained in monitoring and evaluation. Monitoring and evaluation also provides information about the performance of managers and their staff. Segone (2008:26) further states that the value of evaluation does not come from conducting it or having that information available, but from using that information for improving the quality of service.

According to Coovadia *et al* (2009: 831) “The Ministry of Health’s role in providing overall guidance on activities that contribute to improving levels of health in South Africa has generally been characterised by good policies, but without equivalent emphasis on the implementation, monitoring, and assessment of these policies throughout the system. Neither has the Ministry of Health given priority to these policies within the resources available”.

Evaluation systems assist in: indicating whether the organization is on track in meeting its objectives and activities; keeping one informed of what is happening in the organization you are involved in; identifying problems and weak areas that need support; providing evidence for success and in allocation of resources (Handbook for district managers 1998: 161).

In general the HRD policy framework in the Public Service has made some strides. Policies have been developed to provide guidance on common operational issues which affect performance. However, challenges are still rife at practical and institutional level. This is reflected in the lack of uniformity in strategies and plans; poor monitoring of training expenditures and poor coordination and linking between training and performance. This makes it necessary for policy refinement at the level of institutional operations and performance (Department of Public Service and Administration 2008b:35). What is disturbing, is the perception that policies and strategies are well-prepared but are rarely implemented. Monitoring and evaluation is the only tool that will provide evidence that there is correct implementation and, if not, inform as to which corrective measures are to be employed.

The Department of Public Service and Administration (2008c: 11-12) highlighted that, although the appropriate structures are in place, there is a challenge with national governance arrangements to drive the HRD strategic agenda. Some of the reasons for this state of affairs are lack of staff with oversight responsibilities in organizations and the lack of well-defined and properly-communicated governance arrangements.

The Department of Public Service and Administration (2008c: 11-12) also pointed out that, even though the strategic objectives and delivery requirements have been set, sufficient resources have not been allocated to drive the HRD agenda through effective support, properly planned monitoring and evaluation interventions and the establishment of clear accountability lines and reporting structures. According to the DPSA (2008c:11-12) the “governance has not been sufficiently articulated inter-organizationally so that responsibilities are properly differentiated and undertaken at all levels of government. In this regard, responsibilities have not filtered through the respective national bodies and organizations to the respective points of action provincially, institutionally and locally.”

Segone (2008:26-27) states that information from monitoring and evaluation, among others, can be used for enhancing result-based management; enhancing transparency and supporting accountability and supporting evidence-based policy making. Evaluation is mainly meant to prove and improve. It indicates to you whether you have achieved what you planned to achieve, how effective you were, and the impact of your activities.

Human resource development initiatives should be monitored and evaluated to determine their success. However, the Department of Public Service and Administration (2008c: 69) highlighted that there was lack of effective information systems for monitoring, evaluation and reporting, which resulted in some departments being unable to determine the usefulness of training initiatives.

According to Grobler *et al* (2006:324), the success of training and development is measured by the ability to produce competent, motivated employees who are able to meet the goals and objectives of the organization. Grobler *et al* (2006:326) further commented that work environments should be receptive to new ideas and techniques in order for training and development to be fully realised.

## **2.6. CONCLUSION**

Competent employees play an important role in ensuring that organizations achieve their goals and objectives. The public service developed some enabling mechanisms, like the Human Resources Development Strategic Framework Vision 2015, to ensure that its human resources are capacitated in order to execute the responsibility of delivering services to the people effectively and efficiently.

Literature has been explored to gain insight and better understanding of the topics selected, namely:

- How to promote effective human resource planning in terms of demand for skills and training in public sector organizations.
- How to strengthen structures, systems and processes for performance management and development in the public service.
- How to groom and foster in-house capacity through effective career planning and talent management in departments of government.

Literature on monitoring and evaluation was also explored to gain more insight into the subject.

The next chapter will be dedicated to covering the case studies of the organization under study.

## CHAPTER THREE

### CASE STUDY- THE CHIEF DIRECTORATE STRATEGIC HEALTH PROGRAMMES

#### 3.1. INTRODUCTION

Chapter two discussed the literature to provide insight and better understanding of the three strategic interventions under the organisational support system pillar which are the focus of this study.

This chapter will explore the case of the Chief Directorate: Strategic Health Programmes (CDSHP) of the North West Province. The chapter will review CDSHP as the unit of analysis in order to shed light on the practice of the organisational support system pillar as outlined in Chapter Two. The purpose is to describe the current state of affairs (or actual situation) in the CDSHP, with specific emphasis on the three strategic interventions.

Before zooming in on the CDSHP itself, it is important to depict the structure of the Department of Health, North West, and highlight where the CDSHP fits in. The vision, mission and strategic goals of the Department of Health, North West Province, which are also applicable to the CDSHP, are also first indicated. This is followed by a depiction of the structure of the Chief Directorate: SHP; a discussion on different programmes making up the Chief Directorate; CDSHP's responsibilities; structure of the Training and Development Sub-Directorate and the organizational support initiatives in the CDSHP.

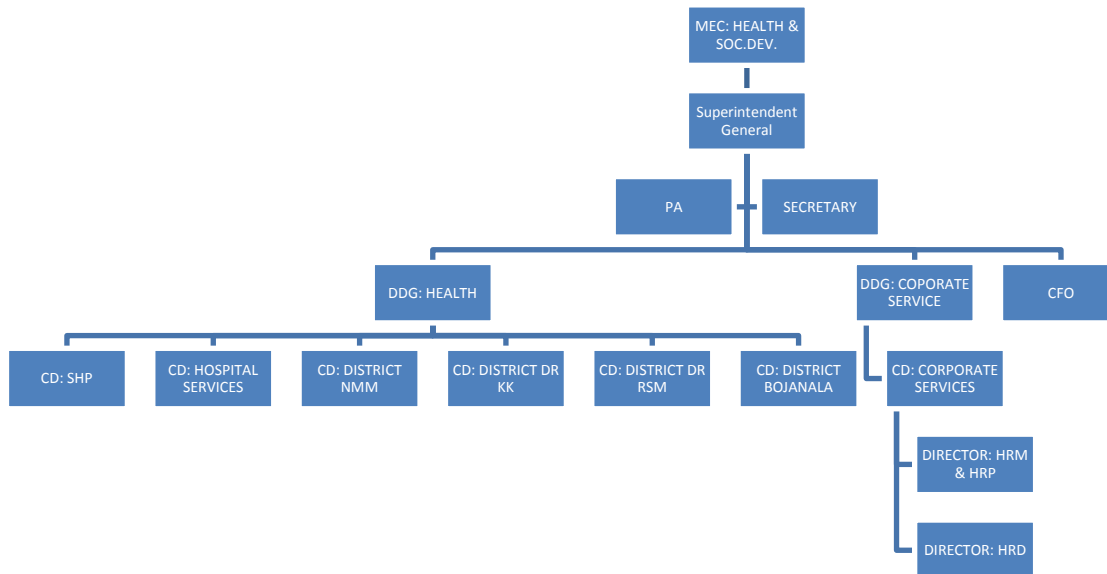
The vision of the Department of Health North West is *healthy self reliant communities in the North West Province* and its mission is *to render accessible, equitable and integrated quality health and developmental social services*. The health branch has 10 strategic goals, namely:

- to provide strategic leadership and create a social compact for the achievement of health outcomes
- to improve quality health care
- overhauling the health care system and improve its management
- to improve human resources planning, development and management

- to strengthen infrastructure development, maintenance and revitalization of health facilities
- to accelerate the implementation of HIV and AIDS strategic plan and the increased focus tuberculosis (TB) and other communicable diseases
- to improve life expectancy of all individuals in the North West Province through diverse interventions
- the review of the drug policy; and
- to strengthen research.

As depicted in figure 3.1, the head of administration in the North West Department of Health is the Superintendent General (SG) and reporting directly to him is the Deputy Director General (DDG) Health, Deputy Director General (DDG) Corporate Services and the CFO. The primary focus of this study is on the Chief Directorate: Strategic Health Programmes which fall under the DDG Health. The latter will therefore be explored further.

Figure 3.1 Organisational Structure: Department of Health (North West)



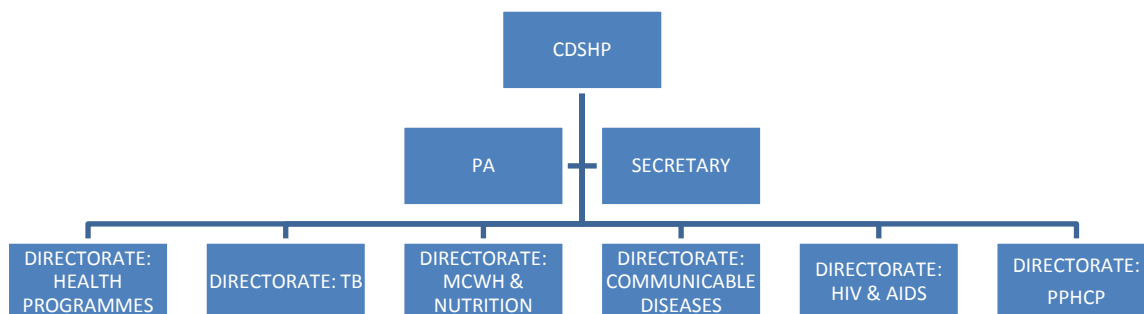
### 3.2. CHIEF DIRECTORATE STRATEGIC HEALTH PROGRAMMES (CDSHP)

The Chief Directorate Strategic Health Programme is one of the six chief directorates that report directly to the DDG Health. All health-related functions are carried out under its banner. The Chief Directorate Strategic Health Programmes comprises six Directorates, namely:

- Health Programme
- The TB Control Programme
- The Mother, Child, Women’s Health and Nutrition
- Partnership For The Primary Health Care Programmes (PPHCP)
- Communicable Diseases Control
- HIV and AIDS

Each directorate is headed by a director and below him/her there are deputy directors, assistant directors, personal assistants, community liaison officers, secretaries, administration clerks and household aids. The structure of the CDSHP is depicted in figure 3.2.

Figure 3.2 Chief Directorate Strategic Health Programmes Structure



### ***3.2.1. Responsibilities of the Chief Directorate Strategic Health Programmes***

In accordance with the North West Department of Health priorities, the CDSHP is responsible for giving strategic direction and support to the districts, as they provide health care services to all inhabitants of the North West Province. It is through this Chief Directorate that programmes, implementation of national policies and guidelines at district level are being co-ordinated. Provision of strategic leadership in programme planning and implementation at district level also form part of the responsibilities of the CDSHP.

According to the CDSHP Strategic planning report 2009/2010, the CDSHP forms a link between the province and national offices in all matters related to health programmes. It is also responsible for the development of provincial guidelines, policies, strategies, protocols and norms and standards for programmes. The CDSHP coordinates and integrates activities and resources for greater efficiency.

The Strategic planning report 2009/2010 further stated that the CDSHP must adapt national policies, regulations and guidelines in accordance with the provincial set up where possible. It spearheads the development of provincial strategic frameworks to guide the implementation at district and sub-district level and provides advice to National about provincial health needs and resource gaps. The responsibility for advocating and lobbying for additional resources for programme implementation also falls under the CDSHP's wing. It is also tasked with the responsibility of mobilizing partnerships at provincial level and facilitates legitimate agreements with partners in programmes (i.e. MOUs and SLAs).

The CDSHP is further looked upon to facilitate and/or provide appropriate technical capacity building. Other responsibilities include monitoring the implementation of programmes and policies and overseeing compliance with relevant legislation at district level. The CDSHP provides provincial progress reports about output and outcomes of interventions. It also identifies challenges and provides expertise for remedial action, evaluates the impact of programme interventions and commissions research.

Officials in the CDSHP should have the necessary skills, knowledge and correct attitude to deliver on the above-mentioned deliverables. This will only be achieved through effective and efficient human resource development initiatives within the CDSHP and the North West Department of Health. The current human resource development state of affairs in the CDSHP and the North West Department of Health is as discussed below.

### ***3.2.2. Human Resource Development within the Chief Directorate Strategic Health Programmes***

The CDSHP does not have a specific unit that manages the training and development of its employees. The management of training is supposed to be a joint responsibility of both the managers and the Human Resource Development (HRD) directorate (Department of Public Service and Administration 2008c). Though training and development is the responsibility of both the managers and HRD directorate, the HRD directorate is the custodian of training and development. The HRD directorate is housed within the Chief Directorate Corporate Services. The HRD directorate is expected to coordinate all the training activities for the department, including the CDSHP.

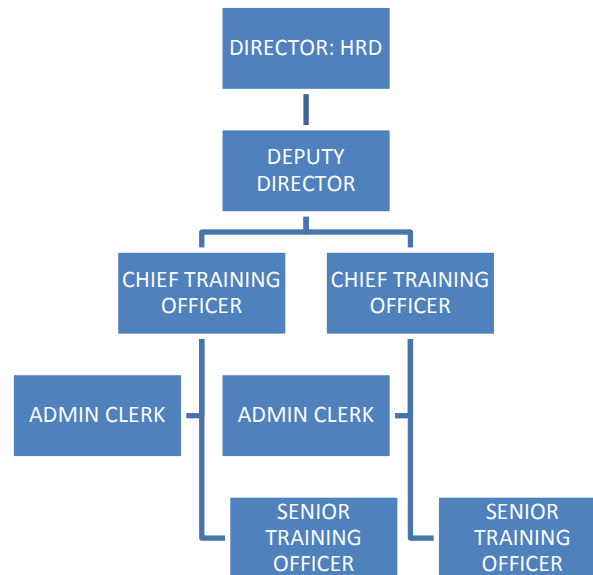
The training activities in the Department of Health are organized either by Human Resource Development (HRD) directorate or the respective chief directorate. The training that is initiated from the chief directorate follows the following order: If there is training that the official wants to attend from a particular chief directorate, he/she submits the request through his/her immediate supervisor to either the chief director or DDG Health for approval. This request, in most instances, does not reach the HRD directorate, the custodians of human resource development in the Health Branch. This affects the keeping of reliable data on training and development initiatives of the branch. The Chief Director or the DDG will then use his/her own discretion to approve or not.

If training is organized from the HRD directorate, which is central, invitations are sent to the appropriate chief directorate, directorates and sub-directorates for the identification of officials to attend.



The HRD directorate is headed by a director and below him/her there is a deputy director, two chief training officers who are at the level of assistant director, two senior training officers and two administration clerks. The structure of the HRD directorate is depicted in figure 3.3 below.

Figure 3.3 Human Resource Development Directorate Structure



### 3.3. ORGANIZATIONAL SUPPORT INITIATIVES IN THE CHIEF DIRECTORATE STRATEGIC HEALTH PROGRAMMES

The presence and proper application of organizational support structures and systems play a critical role in the successful implementation of HRD (Department of Public Service and Administration 2008a:75). Although these are not part of the core responsibilities of HRD, the effectiveness of HRD hinges on them (i.e. for HRD to be effective there is a need for structures, processes and systems).

According to the Department of Public Service and Administration (2008a:13), organizational support initiatives in the department comprises:

- mobilization of management support for HRD
- career planning and talent management
- ensuring the adequacy of financial, physical and human resources and facilities

- promoting appropriate organizational structures in HRD
- performance management and development system
- knowledge and information management
- human resource planning supply and demand management
- employee health and wellness .

In chapter one it is indicated that the focus of this study is on three of the aforementioned initiatives, namely:

- to promote effective human resource planning in terms of demand for skills and training in public sector organizations;
- to strengthen structures, systems and processes for performance management and development in the public service; and
- to groom and foster in-house capacity through effective career planning and talent management in departments of government.

### ***3.3.1. Human Resource Planning Supply and Demand Management***

According to the North West Department of Health's (NWDoH's) first six months report for the financial year (i.e. 2010/2011), submitted to the DPSA, in terms of the supply of human resources, the department has an HR plan to manage skills demand. It further states that HR plans and HRD implementation plans reflect measures for managing the supply of skills.

The NWDoH's first six months report for the financial year (2010/2011) further indicates that, in terms of demand for skills and training in public sector organization, the department carried out the training needs analysis in the previous year to plan for the current year. It also states that a skills audit was conducted as a basis for planning for HRD and that HR plans and HRD implementation plans reflect measures for meeting any skills demand.

The Health and Welfare Sector Education and Training Authority (HWSETA) was established by government to assist with the development of skills in the health and social development sector specifically. One of the objectives of government with this establishment is to identify and address the skills gap in conjunction with the sector.

There are study bursaries available for officials to utilize. These bursaries are issued from the office of the premier. The officials are supposed to apply through their immediate supervisors and the HRD directorate to be able to access them. According to the North West Department of Health and Social Development, Human Resource Development Plan, it has about 30 bursary holders, but needs to produce more than 10 times the present number of graduates to be able to address the supply gap expected within 10 years. Leadership programmes are also available.

The CDSHP might, in reality, be depending on external recruitment of officials from the market rather than developing its own. This flows from the North West Department of Health and Social Development Human Resource Development Plan which states that the Department of Health does not have a policy on career planning, pathing and succession planning. This is echoed by the NWDoH's first six months report for the 2010/2011 financial year to the DPSA, as it states that there are no succession plans in place for posts.

The CDSHP might be managing exit interviews poorly, as it stated (see 3.5.6 above) that, in general, this seem to be one of the challenges of the Department of Health.

### ***3.3.2. Career Planning and Succession Planning***

Policies, protocols and guidelines play an important role in guiding the administrative functions in the public service. Succession and career planning is no exception to this. As indicated in Chapter 2, the White Paper on Human Resource Management in the Public Service states that public servants need to be presented with opportunities for development and advancement through management of their careers and improving their performance (Department of Public Service and Administration, South Africa. 1997a:12). The Human Resource Development plan, according to the Public Service Strategic Framework Vision 2015 (Part 3), states that career planning should be used as one of the measures to retain staff (Department of Public Service and Administration, South Africa. 2008a:77). The Department of Health, including CDSHP, needs to manage the careers of its officials as indicated in the afore-mentioned documents.

The North West Department of Health and Social Development's Human Resource Development Plan indicated that the Department of Health does not have a policy on career

planning and pathing. It also indicates that the Department does not have a succession planning policy. The CDSHP as part of the Department of Health is, therefore, not guided by any policies, protocols or guidelines when it comes to career and succession planning.

Career management policies are critical in informing and guiding the upward mobility of employees and, eventually, in building their morale. The required policies, as mentioned above, will also influence the resources, especially the budget, allocated to meet the development needs of employees. The Department of Health, including the CDSHP, is expected to have and implement career and succession planning as stipulated by the HRD strategic framework, Vision 2015.

### ***3.3.3. Performance Management and Development System***

According to the PMDS, Policy no.13, all employees should enter into and sign performance agreements within two months of the beginning of the financial year. The employee's performance agreement should be informed by Departmental Strategic Plan, Departmental Service Delivery Improvement Plan, the Component's Operational Plan and the employee's Job Description (North West Provincial Administration, 2007:8).

The NWDoH's first six months report on the implementation of the HRD Strategic Framework Vision 2015 for the financial year 2010/2011 to the DPSA, states that the department implements the performance management and development system. The report indicates that the department has 17 335 employees (including interns and contract workers) and that 14 400 of them have signed performance agreements contracts. The report also states that the PDPs of employees are prioritized by the skills development committee.

Performance management is a tool used to measure the performance of individuals and organizational effectiveness. According to Osborne and Gaebler as cited in National Treasury (2007:1), if you do not measure results, you cannot tell success from failure; if you cannot see success, you cannot reward it; if you cannot reward success, you are probably rewarding failure; if you cannot see success, you cannot learn from it; if you cannot recognize failure, you cannot correct it; and if you cannot demonstrate results, you cannot win public support. According to

Gomez-Mejia, in Swanepoel, Erasmus, Van Wyk, and Schenk (2003: 372), performance appraisal provides information that could be utilized for both administrative and developmental purposes.

According to the Public Service Commission (2008a:21), performance reviews are not receiving the attention they deserve. The report indicates that some managers were never assessed at all, and that the majority of the assessments done relate to the annual performance appraisals. It also indicates that the annual performance appraisals may be the ones receiving the most attention given that these lead to the granting of performance rewards. Such an approach to performance reviews compromises the effectiveness of the PMDS. This might be the case in the CDSHP too, as it forms an integral part of the North West Province.

Effective and objective implementation of the PMDS is critical in improving service delivery. The situation is enhanced by supervisors who are fair and objective when assessing performance of employees.

According to Analoui (2007:161), training can only improve performance if it is linked to other human resource management processes like evaluation or appraisals. The North West Department of Health and Social Development Human Resource Development Plan indicates that there is no integration between Human Resource Development and Performance Management and Development System. If this is a fact in the CDSHP, the training interventions will not address most of effectiveness and efficiency gaps identified.

#### ***3.3.4. Summary of the Main Issues***

It is clear that the CDSHP forms the backbone of the Health services of the North West Department of Health. The importance for the officials of the CDSHP to be knowledgeable cannot be overemphasized. In order for the CDSHP to realize its aims and objectives, and ultimately the aims and objectives of the department, it is critical for the CDSHP to sharpen continuously the skills of the officials, be informed of and meet their training and development needs and consider and assist with their career aspirations, thus keeping them satisfied and ultimately retaining them. This approach will go a long way in ensuring effectiveness and

efficiency of the officials. The correct implementation of the HRD Strategic Framework Vision 2015 will play a significant role in the realization of the afore-mentioned.

The current state of affairs in the CDSHP is described with specific reference to the indicators of the identified three strategic interventions, as outlined in Chapter One.

The indicators for the first strategic intervention (*to groom and foster in-house capacity through effective career planning and talent management in departments of government*) are:

- “have long term employee personal development plan and career plan
- establish a facility for career counselling and support
- establish a process to manage succession planning
- have accelerated leadership programmes
- use career planning as one of the measures for the retention of talent
- and low turnover of senior management staff” (Department of Public Service and Administration 2008a:123).

Flowing from the earlier discussions, it is clear that the NWDoH does not have a policy or guideline on career and succession planning. This has an adverse effect on the type of training that is organized, the resources that are allocated to training and development, the career aspirations and morale of employees and the general perception around training and development.

The indicators for the second strategic intervention (*strengthening structures, systems and processes for performance management and development in the public service*) are:

- “apply effective PMDS
- develop employees PDPs and align them with organizational priorities
- achieve the PDPs of employees annually
- have employees performance contracts based on the strategic objectives of the department” (Department of Public Service and Administration 2008a:121).

The NWDoH is implementing the PMDS which also acts as an input in the identification of the training needs. The importance of Performance Agreements, training and development needs

assessments and the Performance Management and Development System cannot be over-emphasized as a critical input to the training and development function.

There are, however, some gaps in the successful implementation of the PMDS. These gaps include personal development plans from the performance management development system not always being used as a basis for workplace skills plans. The performance reviews are not receiving the attention they deserve. The officials in the public service are focusing more on the reward side of the system and neglecting other key administrative and developmental objectives of the system. There is also a lack of integration between Human Resource Development and the Performance Management and Development System.

The indicators for the third and last strategic intervention for this study (*promotion of effective human resource planning in terms of demand for skills and training in public sector organizations*) are as follows:

- “conduct training needs assessment on a continual basis
- conduct skills audit as a basis for planning HRD
- develop succession plans for key posts
- conduct studies to determine the skills needs of each sector
- national departments prepare reports on the demand for skills in their respective sectors
- reflect measures for meeting skills demands in human resources plans and HRD strategies” (Department of Public Service and Administration 2008a:118).

In a nutshell the situation at the NWDoH including the CDSHP is as follows:

- there is HR plan to manage skills demand
- the HR plans and HRD implementation plans reflect measures for managing the supply of skills
- the department carries out the training needs analysis
- skills audit are conducted as a basis for planning for HRD
- HR plans and HRD implementation plans reflect measures for meeting skills demand
- there are bursaries available for the officials to utilize
- there are also leadership programmes available.

The gaps include lack of policy on career planning and pathing and succession planning. Secondly, the department is experiencing poor management of exit interviews.

It is evident from the above that the CDSHP is experiencing some achievements in, but also serious challenges to, the implementation of: HR planning supply and demand management; career planning and talent management and the performance management and development system.

The proper implementation of the organizational support system by the CDSHP will not be possible if the problematic issues identified above are not addressed. This study is to determine if these problem issues are facts and thereafter suggest the interventions that will ensure that the CDSHP implements the organizational support system as designed in the departmental HRD plan.

### **3.4. CONCLUSION**

This chapter discussed the case study of the CDSHP. The current state of affairs in the CDSHP, with specific emphasis on training and development was described.

Topics discussed included the structure of the Department of Health, North West Province, to highlight where the CDSHP fits into the vision, mission and strategic goals of the Department of Health, North West Province (also applicable to the CDSHP). This was followed by a depiction of the structure of the Chief Directorate: SHP; discussion on different programmes offered by the chief directorate; CDSHPs' responsibilities; the structure of the Training and Development Sub-Directorate and the organizational support initiatives in the CDSHP, including the summary of the main issues raised.

The next chapter will address the research methodologies used in the study in an attempt at addressing objectives of the study.



## **CHAPTER FOUR**

### **RESEARCH METHODOLOGY**

#### **4.1. INTRODUCTION**

Chapter Three presented a description of issues related to the Chief Directorate: Strategic Health Programme's implementations of the organizational support systems, as designed in the departmental HRD plan. In terms of the case study it is evident that the CDSHP, a critical branch of the North West Department of Health, experiences significant challenges in implementing the three strategic interventions under the organisational support system pillar and that, consequently, there is probably need for direct involvement to improve the situation.

This chapter, outlines the research design and methodology used to address two out of the three research objectives, namely to assess the alignment of the organizational support systems in the Chief Directorate with the overall departmental organizational support systems as stated in the HRD plan, and to identify factors that hamper proper implementation of the departmental organizational support systems in the CDSHP. This will be done by investigating the indicators for success for each of the three strategic interventions.

#### **4.2. METHODOLOGY**

Lubbe and Klopper (2004: 74) define research methodology as “an operational framework within which the facts are placed so that their meaning may be seen more clearly”. They further stated that the research methodology, to be employed in addressing a particular problem, will always be influenced by the type of data to be collected as they totally depend on each other. The research methodology employed in this study is as follows:

##### ***4.2.1. Type of Data Needed***

Mouton (2001: 108) states that qualitative data is rich in meaning or multiple meanings and can be challenging to capture in a short and structured manner. On the other hand, quantitative data is, in most instances, well-structured and easy to capture, but its meaning is not as rich as present

in qualitative data. Mixed methodology was therefore employed during this research, to cover the breadth of quantitative method and the depth of the qualitative method.

#### ***4.2.2. Data Collection Method***

Data was collected by conducting semi- structured interviews and administering a structured questionnaire.

The researcher conducted semi-structured interviews with Ms Game Kgaje, the Assistant Director from the Human Resource Development directorate and Mr Eric Sekgoro, the Deputy Director Transformation and Performance Management. According to De Vos, Strydom, Fouche and Delpont (2005: 296), semi-structured interviews are employed by researchers in order to get a comprehensive portrayal of a participant's belief about, or perception or account of, a particular topic. De Vos *et al* (2005: 296) further commented that the researcher needs to have a set of predetermined questions that guide the interview, but not dictate it. A semi-structured interview was employed because there are indicators available to guide specifically in terms of what data needs to be generated. The reason for selecting these two officials is that the researcher believed that, given the nature of their work responsibilities, their responses would generate most of the data necessary to address the research objectives.

The questionnaire was designed to be used in English. It was devised to (a) establish the perceptions of the CDSHP employees regarding the alignment of the organizational support systems in the Chief Directorate with the overall departmental organizational support systems and (b) identify factors that hamper proper implementation of the departmental organizational support systems in the Chief Directorate. The researcher delivered the questionnaires and collected them personally after a week. The personal delivery and collection of questionnaires addressed the issue of bias by ensuring that the various strata of the target population all responded. It also ensured that no questionnaire was lost, thus ultimately contributing to a high response rate. A week was considered reasonable, because programme managers are fieldworkers and those who were initially out of office were also afforded the opportunity to respond.

The questionnaire was used because it is inexpensive and requires little completion time. The questionnaire is also convenient for the respondents to complete and more honest responses are likely due to the element of anonymity (Unrau *et al.*, 2007: 284). According to McIntyre (2005: 120) this data collection method as part of a survey, enables the researcher to tap into people's attitude on a large number of issues.

All the officials in the CDSHP are able to read, write and follow instructions therefore, completing the questionnaire was not a challenge. The questionnaires were used specifically for the survey and not for semi- structured interviewing.

The questionnaire was piloted on four people, drawn from the research population. The reason for piloting the questionnaire was to be certain that questions were clear and unambiguous. Subsequent to the piloting, minor changes and adjustments were made to certain questions, however, the document remained substantively unchanged. A letter, which outlined the purpose of the study and how to complete the questionnaire, was written to accompany the questionnaire.

The questionnaire comprised two sections; the first section established the demographic information of respondents (e.g. years of experience at the CDSHP, age, highest educational qualification etc). The next section was on the three strategic interventions which are the focus of this study namely: Human Resource Planning Supply and Demand Management, Career Planning and Talent Management and Performance Management and Development System. A mixture of dichotomous questions where the respondent had merely to answer "yes" or "no" and then a Likert-scale type wherein they had to state whether they "strongly agreed, agreed, are uncertain, disagreed or strongly disagreed" with the statements used to measure the attitudes of the respondents.

The indicators of the three strategic interventions under study played a critical role in the development of the questionnaire. These were complemented by the issues identified during the discussion of the CDSHP case study. The questionnaire consisted of 18 questions. Questions 1 to 7 were dichotomous questions and a Likert scale was applied from question 8 to 18. The questions were as follows:

1. Do you know of a policy or guideline on succession and/or career planning in the North West Department of Health
2. Does Human Resource Development programmes in your section among others include preparing you for promotion and managerial succession
3. Do you have a long term Personal Development Plan and/or career plan
4. Have you attended a career planning workshops in the last five years
5. Have you had a planned meeting between yourself and your manager to discuss your career and options available
6. Does the North West Department of Health use career planning as one of the measures for the retention of talent
7. Did you sign a performance contracts/agreement in the last financial year
8. Your performance was formally assessed for each quarter in the last financial year
9. Are you happy with the assessment
10. Good performance is acknowledged and rewarded
11. Interventions are put in place to address poor performance
12. Your Personal Development Plans were achieved in the last financial year
13. There was a skills audit conducted as a basis for planning for Human Resource Development
14. Human Resource Plans and Human Resource Development implementation plans reflect measures for meeting skills demand
15. The department has an adequate strategy for managing the supply of its scarce and critical skills
16. The department report on current and projected demand for skills
17. The department reports annually on its capacity to meet the demands for critical skills
18. Competencies that are critical to the present and future needs of the organization are determined.

#### ***4.2.3. Sampling Method***

According to Babbie (2007:111), the population for a study comprises a group commonly of persons about whom the researcher want to draw conclusions. The population for this study is the CDSHP. The CDSHP is a study object about which the researcher wished to make a specific conclusion. It comprised directors, deputy directors, assistant directors, personal assistants,

secretaries, chief community liaison officers, state accountants, senior administration clerk, administration clerks, data capturers and cleaners in the CDSHP. The population in the CDSHP was divided into different strata, according to rank, age, gender and educational level.

The total number of employees was established and thereafter stratified according to sex, age, rank and qualifications. This was done to ensure that the sample is representative of the population from which it was drawn, in order to improve the correctness of the generalization. As it was impossible to study the entire population that interested the researcher, due to resources constraints, a random sample was selected from each individual stratum. This reduced the costs of the study and also enabled the researcher to complete the study within the stated time frame.

According to Brink, as revised by Van der Walt and Van Rensburg (2006: 124), sampling “is the process of selecting the sample from the population in order to obtain information regarding a phenomenon in a way that represents the population of interest”. The quality of a sample determines the correctness of the generalization. A sample from directors, deputy directors, assistant directors, personal assistants, secretaries, chief community liaison officers, state accountants, senior administration clerk, administration clerks, data capturers and cleaners in the CDSHP was selected for this study. McIntyre (2005: 94) is of the opinion that generalization from a sample or subset to the whole population carries an element of risk of making an error with it. This however, does not dampen the spirit of most of the researchers as they continue to rely on samples.

The practical concerns, like resources constraints, are the force behind the preference for studying samples instead of the whole population. Measures to ensure that samples are representative of the population from which they are drawn are what is crucial to the researchers, not whether they should sample or not. According to McIntyre (2005: 95), the importance of this cannot be over-emphasized, especially in instances where evidence is going to be used from the sample to generalize to the population from which the sample was selected. A representative sample was drawn from the target population, as the researcher was going to generalize from the sample to the target population. It was therefore crucial for the sample to be as similar to the target population as possible.

Probability, proportionate-to-size, stratified random sampling and non-probability, purposive sampling methods were utilized for this study. Probability, proportionate-to-size, stratified random sampling was used because the officials in the Chief Directorate: Strategic Health Programmes differed in respect of rank, qualifications, age and sex. This sampling, therefore, preserved proportions even in very small samples, allowing for any small minority to be properly represented. It also reduced bias in the sample. According to Babbie (2007:205), sampling errors are minimized by large sample and homogeneous population. Stratified sampling is rooted in the homogeneous sampling theory. The population in the CDSHP was divided into different strata, according to rank, age, gender and educational level.

The non-probability, purposive sampling method was used in semi- structured interviews. The researcher conducted semi- structured interviews with Ms Game Kgaje, the Assistant Director from the Human Resource Development Directorate, and Mr Eric Sekgoro, the Deputy Director Transformation and Performance Management, according to the purposive sampling method. According to Leedy and Ormrod( 1985: 219), in a purposive sampling technique people or other units are chosen for a particular purpose. The selection of these two individuals was based on their knowledge and experience on the matter under investigation.

Ms Kgaje as the Assistant Director in the HRD directorate is responsible for HRD programme at the provincial level in the North West Department of Health and report directly to the director as the post for the deputy director is vacant. She was part of the team that reviewed the 2002 HRD strategy that ran for a period of four years. She has also been in the team that developed the current strategy: HRD Strategic Framework Vision 2015. She coordinates all the activities related to the implementation of the HRD Strategic Framework Vision 2015 in the North West Department of Health.

Mr Eric Sekgoro as the Deputy Director Transformation and Performance Management is also based at the provincial. He is the programme manager PMDS in the North West Department of Health. He is responsible for PMDS implementation and monitoring in North West Department of Health.

Ms. Kgaje, in her position as the Assistant Director: Human Resources Development of NWDoH, provided detailed information on the alignment of the organizational support systems in the Chief Directorate with the overall departmental organizational support systems, as stated in the HRD plan, as well as the factors that hamper proper implementation of the departmental organizational support systems in the Chief Directorate. Mr. Sekgoro, as the Deputy Director Transformation and Performance Management in NWDoH, provided information on the performance management and development system.

During the research period the CDSHP had five directors, 12 deputy directors, 21 assistant directors, six personal assistants, four secretaries, three chief community liaison officers, one state accountant, two senior administration clerk, 11 administration clerks, one data capturer, one switchboard operator and seven cleaners. The total population of the CDSHP was 74 of whom 21 of the total staff members were males and 53 females.

The total sample size was 38 and, since proportionate-to-size, stratified random sampling uses a sampling fraction per each individual strata that is proportional to the total population, the sample comprised two Directors, six Deputy Directors, ten Assistant Directors, three Personal Assistants, two Secretaries, two Chief Community Liaison Officers, one State Accountant, one Senior Administration Clerk, six Administration Clerks, one Data Capturer, one Switchboard Operator and three Cleaners. A total of 38 respondents, 11 males and 27 females, because of the reasons mentioned above were selected.

#### ***4.2.4. Data Analysis***

Data analysis is the process by which the researcher summarises and analyses the data that have been collected. Once data collection and checking were completed, the process of coding and analysing data began. McIntyre (2005: 294) describes coding as the process of preparing the respondents' answers for analysis. Coding in quantitative analysis entails allocating numerical labels to categories of responses in order for similar responses from respondents to be grouped and counted. In qualitative analysis it entails word labels being allocated to responses to enhance grouping of similar responses or comments together (McIntyre, 2005: 294).

Data was analysed through the use of both qualitative and statistical methods of analysis. When employing qualitative analysis, the responses from respondents were organized according to questions in order to identify consistencies and differences. Themes or patterns were identified and data was organized into coherent categories that summarize and bring meaning to the text. Emergent categories were employed when categorizing data.

Analysis was conducted so as to detect consistent patterns within the data, such as the consistent covariance of two or more variables. For example, a researcher who finds that higher scores on one variable are consistently found with higher scores on a second variable, can conclude that those two variables are in some way related. Themes and connections were used to explain the findings.

The quantitative data was analysed by using statistical method called Statistical Package for Social Sciences (SPSS).

#### **4.3. ETHICAL CONSIDERATIONS**

The study was approved by the ethics committee of the North West Department of Health for the protection of human subjects. To ensure protection of human rights, all prospective participants were informed, both verbally and in writing, of the maintenance of confidentiality and their right to refuse to participate. The participants were also not required to identify themselves on the questionnaire.

#### **4.4. CONCLUSION**

This chapter discussed the methodology used for this study, which comprised: type of data needed, data collection method, sampling method and data analysis technique. The ethical considerations regarding this study were also discussed.

The next chapter will present the data collected and provide an analysis of the data.



## **CHAPTER FIVE**

### **PRESENTATION AND ANALYSIS OF DATA**

#### **5.1. INTRODUCTION**

Chapter Four presented a description of the research design and methodology used in this study, including the ethical considerations. This chapter presents the data collected, its analysis and the results. The aim of the study is to determine whether the Chief Directorate: Strategic Health Programmes implements the organizational support systems, as designed in the departmental HRD plan. The data sources include semi-structured interviews, a survey questionnaire, as well as a review of literature as presented in Chapter Two. Data collected was intended to indicate if the afore-mentioned is being implemented. The data will be analysed, after which the results will be presented.

Other than obtaining the demographic information of the respondents, the study questions focused mainly on the three strategic interventions, namely:

- Promote effective human resource planning in terms of demand for skills and training in public sector organizations.
- Strengthen structures, systems and processes for performance management and development in the public service.
- Groom and foster in-house capacity through effective career planning and talent management in departments of government.

The survey questionnaires were captured onto an Excel spreadsheet, and then transferred to Statistical Package for Social Sciences (SPSS), version 19. The data was analysed according to the responses and graphs and tables compiled to reflect the responses. As mentioned in the above second paragraph, the data that was generated, will address mainly the afore-mentioned three strategic interventions.

#### **5.2. PRESENTATION OF DATA**

The research results are discussed in terms of the trends and patterns in the data, according to the following two research objectives as outlined in Chapter One:

- Objective One: Assess the alignment of the organizational support systems in the Chief Directorate with the overall departmental organizational support systems, as stated in the HRD plan.
- Objective Two: Identify factors that hamper proper implementation of the departmental organizational support systems in the Chief Directorate.

The interview results, regarding Objective One, are discussed first, followed by the results of the survey questionnaire and then follows the discussion of interview results pertaining to Objective Two.

***5.2.1. Objective One: Assess the Alignment of the Organizational Support Systems in the Chief Directorate with the Overall Departmental Organizational Support Systems As Stated in the HRD Plan***

**5.2.1.1. Interview Results- Ms Game Kgaje**

Ms Kgaje indicated that The HRD Strategic Framework Vision 2015 is the guiding document for HRD and is to ensure that training and development activities are implemented effectively. She also stated that the HRD directorates are required to fill in the monitoring and evaluation form every six months and send it to the Premier's office and the DPSA. By filling in this form, the department reports its progress with regard to the implementation of the HRD Strategic Framework Vision 2015.

She highlighted the pillars comprising the HRD Strategic Framework Vision 2015, namely: capacity development, organizational support, the governance institutional development initiative and the economic growth and development initiative. Her observation, as the person who is responsible for compiling the report, is that the capacity development pillar, which talks about internship and learnership (short courses) is the only one that the department is really achieving. The department, including the CDSHP, is not performing well when it comes to the implementation of the other three pillars.

Ms Kgaje indicated that the department is not implementing any career-planning measures for anyone. She stated that the PMDS Sub-directorate advocated for career planning, but there is

nothing that the department is doing to ensure its establishment. According to Ms Kgaje the HRD directorate conducts a training needs analysis in the North West Department of Health every year. The needs that are identified, culminate in the departmental work place skills plan. The work place skills plan (WSP) should be the product of the personal development plans (PDP) which are informed by the career planning initiative and the gaps in performance of individual employees.

When it comes to Performance Management and Development, the North West Department of Health does not consider the PDPs of the officials when developing the WSP. The HRD directorate assumes that the courses that officials indicated in the development needs are the one that are in the PDPs. There are no systems in place to ensure that the training needs that are submitted to the HRD directorate are informed by the PDPs, performance gaps or the career aspirations of the employees.

#### 5.2.1.2. Interview Results- Mr Eric Sekgoro

According to Mr Sekgoro, there are challenges regarding the Performance Management and Development System in the NWDoH. There are a number of areas where the department is non-compliant, but there is also a concerted effort to build capacity within the department to be able to comply with the implementation demands. The implementation gaps include: quarterly reports are not performed as they should and the one-to-one evaluation process is also not taking place.

Mr Sekgoro highlighted the fact that the performance agreement entails an agreement between the supervisor and an employee. It should detail what objectives need to be achieved (and to what standard) and which resources will be needed for an employee to execute those functions. It also highlights the personal development plan. According to Mr Sekgoro, the performance agreements in the CDSHP are not concluded on time, and if they are concluded, they are not signed. At times one would find that there is no alignment between the strategic objectives of the department and individual work plans. He also stated that the annual assessment appraisal usually does not take place at the time scheduled and outlined in the policy.

Mr Sekgoro believes that the performance management and development system is not properly implemented because managers do not recognize it as a critical necessity. This is worsened by the fact that poor implementation by managers of the performance management and development system is not accompanied by sanctions and penalties. He is of the opinion that if the policy itself, not only at the organizational level but within the public service in general, had sanction and penalties as a consequence for non-compliance, many managers would take performance management seriously. This is evidenced by the corollary of managers not conducting the quarterly and annual assessment of employees and the resulting inability to track the employees' performance at the end of the assessment cycle. They would then ask the employees to write their achievements down at the end of the performance cycle. Managers are thus bound/compelled or limited to agree with the subjective information emanating from the employee, as no employee would regard himself a poor performer. These conclusions demean the value of performance management and the development system, as the true motive behind the introduction of this assessment cycle is an attempt to reward personal innovation within the organization.

The current state of affairs is that one would commonly find that there has not been any form of real innovation throughout the year; consequently normal, every-day performance is too easily equated with an excellent performance and subsequently rewarded as such.

#### 5.2.1.3. Survey Questionnaire Results

The first section of the survey questionnaire established the demographic details of the respondents in terms of age, qualifications, gender, current employment role, salary level and years of experience.

Figure 5.1 below indicates the qualifications of the respondents. The majority of the respondents, 14, have diplomas, 13 degrees or BTech, 4 have a Master’s degree and higher, 3 an Honour’s degree, 3 Post Matric certificates and 2 have not finished Matric ( Grade 12).

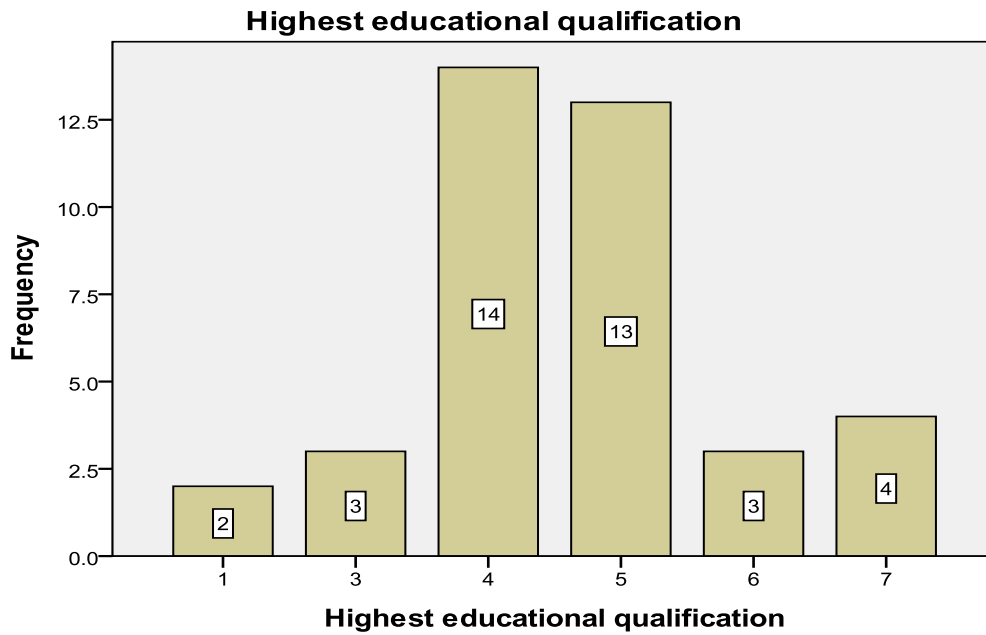


Figure 5.1: Qualifications of respondents at CDSHP

Source: CDSHP Survey Questionnaire, 2011

The distribution of the respondents in terms of roles fulfilled is indicated in Figure 5.2 (below). 20 were performing a non- managerial role, 10 a managerial role, 7 a supervisory role and 2 a senior managerial role.

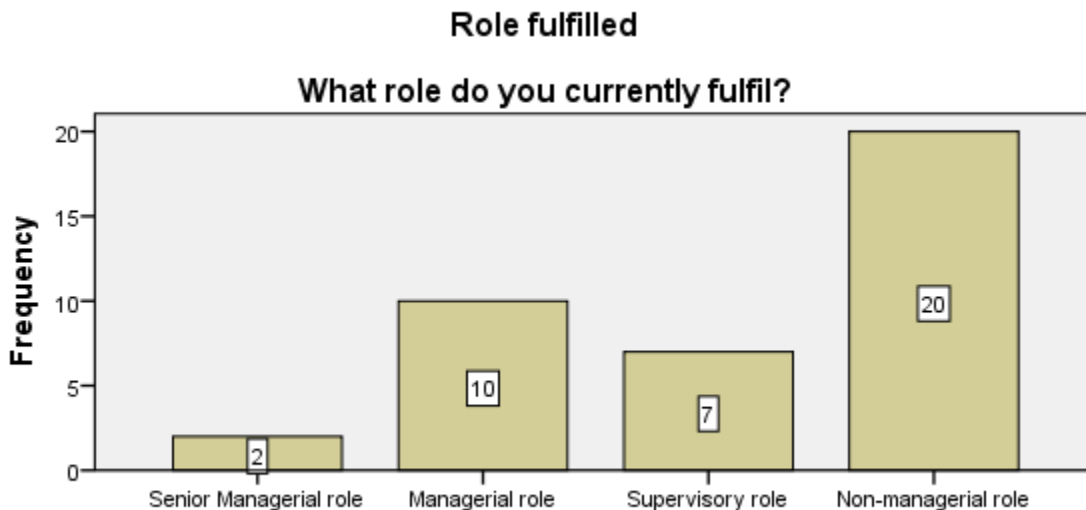


Figure 5.2: Roles fulfilled by respondents at CDSHP

Source: CDSHP Survey Questionnaire, 2011

Figure 5.3 (below) indicates the salary levels of the respondents. 12 of the respondents are at salary level 9 to 10, another 12 at level 5 and below, 7 at level 6 to 8, 6 at level 11 to 12, and 2 at salary level 13

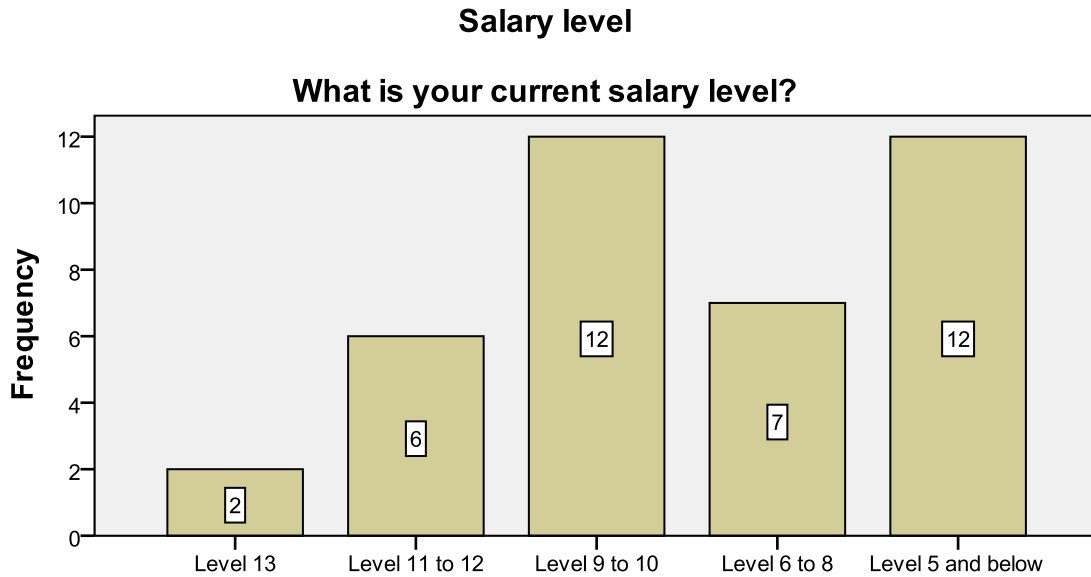


Figure 5.3: Salary levels of respondents

Source: CDSHP Survey Questionnaire, 2011

The distribution of the respondents in terms of number of years in current role is indicated in Figure 5.4 (below). 21 respondents are less than 5 years in their current role, 13 have been in their current role for 6 to 10 years, 2 have been there for 16 to 20 years, another 2 for 21 to 25 years and 1 for more than 26 years in the current role.

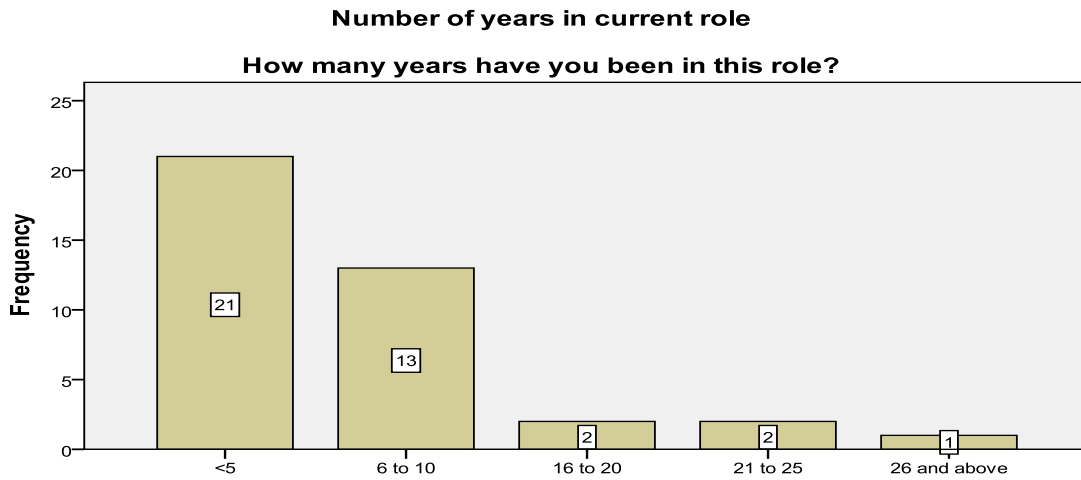


Figure 5.4: Number of years in current role  
 Source: CDSHP Survey Questionnaire, 2011

The distribution of the respondents in terms of number of total years of experience is indicated in Figure 5.5 (below). 12 respondents have 5 to 10years’ experience, 8 have more than 25 years’ experience, 7 have 16 to 20 years, 6 less than 5 years, 4 have 21 to 25 years and 2 have 11 to 15years of experience.



Figure 5.5: Total years of experience  
 Source: CDSHP Survey Questionnaire, 2011

## Question 1- 7: Overall analysis

Table 5.1: A representation of the officials responses with regard to having a knowledge of a policy or guideline on succession and/or career planning in the North West Department of Health

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	3	7.7	7.7	7.7
No	36	92.3	92.3	100.0
Total	39	100.0	100.0	

According to Table 5.1 (above), 92.3% of the officials in the CDSHP do not know of the policy or a guideline on succession and/or career planning. 7.7% of the respondents agreed to knowing about such policy or guideline.

Table 5.2 (below) indicates the response of the officials in the CDSHP to the question on whether the HRD programmes in their respective sections prepare them for promotion and managerial succession. 82.1% said No, whereas 17.9% said Yes.

Table 5.2: A representation of the officials responses on whether Human Resource Development programmes in their section among others include preparing them for promotion and managerial succession

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	7	17.9	17.9	17.9
No	32	82.1	82.1	100.0
Total	39	100.0	100.0	

As indicated in Table 5.3 (below), when it comes to a question on having a long-term, personal development plan and/or career plan, 59% of officials are saying Yes, while 41% says No

Table 5.3: A representation of the officials responses with regard to having a long term Personal Development Plan and/or career plan

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	23	59.0	59.0	59.0
No	16	41.0	41.0	100.0
Total	39	100.0	100.0	



According to Table 5.4 (below), 94.9% of the officials in the CDSHP have indicated ‘No’ to the question on having attended a career-planning workshop in the last five years and 5.1% of the officials by recording ‘Yes’.

Table 5.4: A representation of the officials responses on whether have they attended a career planning workshops in the last five years

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	2	5.1	5.1	5.1
	No	37	94.9	94.9	100.0
	Total	39	100.0	100.0	

Table 5.5 (below) indicates the response of the officials in CDSHP to the question on whether have they had a planned meeting between themselves and their manager to discuss their careers and the options available. 76.9% say No, while 23.1% say Yes.

Table 5.5: A representation of the officials responses with regard to having had a planned meeting between themselves and their manager to discuss their career and options available

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	9	23.1	23.1	23.1
	No	30	76.9	76.9	100.0
	Total	39	100.0	100.0	

Table 5.6 (below) indicates the responses of officials in the CDSHP to the question on whether the NWDOH uses career planning as one of the measures for the retention of talent. 92.3% of the respondents do not think so, while 7.7% of them agree.

Table 5.6: A representation of the officials responses on whether the North West Department of Health uses career planning as one of the measures for the retention of talent

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	3	7.7	7.7	7.7
	No	36	92.3	92.3	100.0
	Total	39	100.0	100.0	

Table 5.7 (below) indicates that 89.7% of the respondents have signed a performance contract / agreement in the last financial year, whereas 10.3% have not done so.

Table 5.7: A representation of the officials responses on signing of the performance contracts/agreement in the last financial year

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	35	89.7	89.7	89.7
No	4	10.3	10.3	100.0
Total	39	100.0	100.0	

Question 8- 18: Overall analysis

Table 5.8 (below) indicates the responses of respondents in the CDSHP to the statement on whether their performance was formally assessed for each quarter in the last financial year. 48.7% strongly disagree, 10.3% slightly disagree, 2.6% are uncertain, 20.5% agree slightly, while 17.9% of the respondents strongly agree.

Table 5.8: A representation of the officials responses with regard to whether their performance was formally assessed for each quarter in the last financial year

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid strongly disagree	19	48.7	48.7	48.7
slightly disagree	4	10.3	10.3	59.0
uncertain	1	2.6	2.6	61.5
agree slightly	8	20.5	20.5	82.1
strongly agree	7	17.9	17.9	100.0
Total	39	100.0	100.0	

The responses to the question on whether the respondents are happy with the assessment are represented in Table 5.9 (below). 28.2% strongly disagree, 12.8% slightly disagree, another 12.8% are uncertain, 25.6% agree slightly, while 20.5% of the respondents strongly agree.

Table 5.9: A representation of the officials responses to whether are they happy with the assessment

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid strongly disagree	11	28.2	28.2	28.2
slightly disagree	5	12.8	12.8	41.0
uncertain	5	12.8	12.8	53.8
agree slightly	10	25.6	25.6	79.5
strongly agree	8	20.5	20.5	100.0
Total	39	100.0	100.0	

According to Table 5.10 (below), 25.6% strongly disagree with the statement that good performance is acknowledged and rewarded in the CDSHP, 10.3% slightly disagree, 17.9% are uncertain, 23.1% agree slightly, while another 23.1% of the respondents strongly agree with the statement.

Table 5.10: A representation of the officials responses with regard to regard to acknowledgement and reward of good performance

	<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
<i>Valid</i> strongly disagree	10	25.6	25.6	25.6
slightly disagree	4	10.3	10.3	35.9
uncertain	7	17.9	17.9	53.8
agree slightly	9	23.1	23.1	76.9
strongly agree	9	23.1	23.1	100.0
<i>Total</i>	39	100.0	100.0	

Table 5.11 (below) represents the range of responses with regard to the statement: interventions are put in place to address poor performance. 41% strongly disagree with the statement, 23.1% slightly disagree, 17.9% are uncertain, 12.8% agree slightly, while 5.1% of the respondents strongly agree with the statement.

Table 5.11: A representation of the officials responses to whether interventions are put in place to address poor performance

	<i>Frequency</i>	<i>Percent</i>	<i>Valid Percent</i>	<i>Cumulative Percent</i>
<i>Valid</i> strongly disagree	16	41.0	41.0	41.0
slightly disagree	9	23.1	23.1	64.1
uncertain	7	17.9	17.9	82.1
agree slightly	5	12.8	12.8	94.9
strongly agree	2	5.1	5.1	100.0
<i>Total</i>	39	100.0	100.0	

The range of responses to the statement on whether the officials' personal development plans were achieved in the last financial year, is indicated in Table 5.12 (below). 56.4% strongly disagree with the statement, 15.4% slightly disagree, 5.1% are uncertain, 15.4% agree slightly and 7.7% of the respondents strongly agree with the statement.

Table 5.12: A representation of the officials responses to whether their Personal Development Plans were achieved in the last financial year

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	22	56.4	56.4	56.4
	slightly disagree	6	15.4	15.4	71.8
	uncertain	2	5.1	5.1	76.9
	agree slightly	6	15.4	15.4	92.3
	strongly agree	3	7.7	7.7	100.0
	Total	39	100.0	100.0	

According to Table 5.13 (below), 25.6% strongly disagree with the statement that there was a skills audit conducted as a basis for planning for HRD in the CDSHP, 10.3% slightly disagree, 23.1% are uncertain, 12.8% agree slightly, while 28.2% of the respondents strongly agree with the statement.

Table 5.13: A representation of the officials responses with regard to conducting skills audit as a basis for planning for Human Resource Development

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	10	25.6	25.6	25.6
	slightly disagree	4	10.3	10.3	35.9
	uncertain	9	23.1	23.1	59.0
	agree slightly	5	12.8	12.8	71.8
	strongly agree	11	28.2	28.2	100.0
	Total	39	100.0	100.0	

Table 5.14 (below) represents the range of responses with regard to the statement: human resource plans and human resources development implementation plans reflect measures for meeting skills demand. 25.6% strongly disagree, 23.1% slightly disagree, 28.2% are uncertain, 15.4% agree slightly and 7.7% of the respondents strongly agree with the statement.

Table 5.14: A representation of the officials responses on whether the Human Resource Plans and Human Resource Development implementation plans reflect measures for meeting skills demand

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	10	25.6	25.6	25.6
	slightly disagree	9	23.1	23.1	48.7
	uncertain	11	28.2	28.2	76.9
	agree slightly	6	15.4	15.4	92.3
	strongly agree	3	7.7	7.7	100.0
	Total	39	100.0	100.0	

The responses to the statement on whether the department has an adequate strategy for managing the supply of its scarce and critical skills are represented in Table 5.15 (below). 38.5% of the respondents strongly disagree with the statement, 20.5% slightly disagree, 30.8% are uncertain, 7.7% agree slightly, while 2.6% of the respondents strongly agree.

Table 5.15: A representation of the officials responses with regard to whether the department has an adequate strategy for managing the supply of its scarce and critical skills

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid strongly disagree	15	38.5	38.5	38.5
slightly disagree	8	20.5	20.5	59.0
uncertain	12	30.8	30.8	89.7
agree slightly	3	7.7	7.7	97.4
strongly agree	1	2.6	2.6	100.0
Total	39	100.0	100.0	

According to Table 5.16 (below), 35.9% strongly disagree with the statement that the department report on current and projected demand for skills, 28.2% slightly disagree, another 28.2% are uncertain, 2.6% agree slightly and 5.1% of the respondents strongly agree with the statement.

Table 5.16: A representation of officials responses with regard to the reporting of the department on current and projected demand for skills

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid strongly disagree	14	35.9	35.9	35.9
slightly disagree	11	28.2	28.2	64.1
uncertain	11	28.2	28.2	92.3
agree slightly	1	2.6	2.6	94.9
strongly agree	2	5.1	5.1	100.0
Total	39	100.0	100.0	

The range of responses to the statement on whether the department reports annually on its capacity to meet the demands for critical skills is represented in Table 5.17 (below). 30.8% of the respondents strongly disagree with the statement, 15.4% slightly disagree, 30.8% are uncertain, 15.4% agree slightly while 7.7% of the respondents strongly agree.

Table 5.17: A representation of the officials responses to whether the department reports annually on its capacity to meet the demands for critical skills

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid strongly disagree	12	30.8	30.8	30.8
slightly disagree	6	15.4	15.4	46.2
uncertain	12	30.8	30.8	76.9
agree slightly	6	15.4	15.4	92.3
strongly agree	3	7.7	7.7	100.0
Total	39	100.0	100.0	

Table 5.18 (below) represents the ranges of responses with regard to the statement: competencies that are critical to the present and future needs of the organization are determined. 38.5% strongly disagree with the statement, 7.7% slightly disagree, 35.9% of the respondents are uncertain, 15.4% agree slightly and 2.6% of the respondents strongly agree with the statement.

Table 5.18: A representation of the officials responses with regard to determination of competencies that are critical to the present and future needs of the organization

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid strongly disagree	15	38.5	38.5	38.5
slightly disagree	3	7.7	7.7	46.2
uncertain	14	35.9	35.9	82.1
agree slightly	6	15.4	15.4	97.4
strongly agree	1	2.6	2.6	100.0
Total	39	100.0	100.0	

**5.2.2. Objective Two: Identify Factors that Hamper Proper Implementation of the Departmental Organizational Support Systems in the Chief Directorate**

5.2.2.1. Interview Results- Ms Game Kgaje

Mrs Kgaje mentioned that, for the department to be successful in implementing the organizational support system pillar, there needs to be coordination and cooperation between the directorates and sub-directorates that are affected by this pillar. Unfortunately this is not happening, leading to the affected directorates and sub-directorates not being able to plan and monitor together as they are expected in terms of the HRD Strategic Framework Vision 2015. She also alluded to the fact that when the HRD directorate started out on the HRD

implementation plan, they had a dedicated committee which developed the readiness document, but thereafter the committee just disappeared.

According to Ms Kgaje, there is a need for a committee comprising of relevant stakeholders (e.g. HR planning, organization development, employee wellness, PMDS, Knowledge and Information management, etc) as the absence thereof negatively affects implementation of the organizational support system pillar. This committee should have regular planned meetings to discuss the strategy. The reason for this lack is because the activities that are critical to the organizational support system pillar are not the direct responsibilities of HRD directorate, but these other directorates and Sub- Directorates. Currently there is no platform where the HRD and other stakeholders, critical to the achievement of the organization support system pillar, meet, plan and review progress. The only time that there is interaction is when the HRD directorate is to submit the report to the Premier's office and the DPSA. This interaction takes the form of officials from HRD going to the respective directorates only for the purpose of completing the monitoring and evaluation form from the DPSA.

According to Ms Kgaje, the HRD directorate is responsible for ensuring that staff member are aware of the HRD strategy, but, unfortunately, that is not the case. She also stated that the HRD directorate, as the custodian of the HRD strategy, should initiate the re-establishment of the committee. The other responsibility of the HRD directorate was to ensure that workshops are conducted to bring about awareness. All these were not achieved due to the challenging staff shortage. There was only one workshop conducted when the strategy was introduced and about 25 officials attended and she cannot remember if there was any representation from CDSHP. The staff shortage makes it difficult for them and for the department to implement the organizational support system pillar, as stated in the HRD Strategic Framework Vision 2015.

She also highlighted that the North West Department of Health does not have the provincial HRD strategy. The department only has the implementation plan that they took from national. According to Ms Kgaje, provincial departments were supposed to develop their own strategy, flowing from the national one and this was not done.

According to Ms Kgaje, whenever the report to the DPSA and Office of the Premier becomes due, the HRD solicits input from the affected individual sub-directorates that are key to the achievement of the particular strategic intervention. These sub-directorates would promise that they will address the areas that experienced poor performance, however, this normally does not happen and they end up reporting the same achievements with the same challenges, year after year. This is frustrating to the HRD directorate and is compounded by the fact that there is nothing that they can do to make these sub-directorates act on the areas of poor performance.

#### 5.2.2.2. Interview Results- Mr Eric Sekgoro

According to Mr Sekgoro, it is the responsibility of all layers of management to ensure that officials are assessed and that the assessments are concluded on time, but some of the managers abdicate this responsibility. The other challenge is the perception by employees that, whenever they are assessed, they are looking forward to being rewarded in the form of monetary incentives and if they do not experience pay progression, they think they are not performing or they seem not to be getting their full value out of the system. There are non-monetary incentives that could be awarded, but in the NWDOH these are not implemented at all. This has been giving employees reason to believe that performance management is only about monetary matters and, more importantly, is about performance bonuses. The issue of performance management link to monetary incentives is a real problem and challenge to the extent that many have construed it to be an entitlement more than something that has to be earned through outstanding performance.

Mr Sekgoro has concluded that officials, who are deemed to be good performers and who are contributing immensely towards the achievement of organizational goal and objective, are inequally being given the same incentives as those who are not performing. One should remember that these officials are operating within one organization and as a result know each one's strengths and weaknesses. This results in conflict among employees and managers as they would always want to know why they will not receive a performance bonus whereas so and so did. In comparison, a particular employee who was aware that his performance was much better than most, had to accept that his exceptional performance made no difference to his reward. According to Mr. Sekgoro the awarding of incentives to poor performers is discouraging to the good performers and also has a negative effect on the budget. It negatively affects the motivation



of good performers and budget alike. At the end of cycle, when the budget is exceeded, the scaling down to a percentage across the board which is effected, e.g. five percent, defies the whole reward objective.

According to Mr Sekgoro, the HRD is very critical of individual performance, to the extent that, at the beginning of each performance cycle and in terms of legislation, the department has to draw up what is called a WSP which then has to inform or assist employees in building capacity so that employees are able to perform and achieve the strategic goals of the department. The PDPs must inform the development of the WSP but this normally is not the case in the NWDoH. In the NWDoH the development of WSP is parallel to individual PDPs. Even in the case of the PDPs one would find that officials are interested in courses that are irrelevant to their job. Officials will indicate that they are lacking in this particular area but upon evaluation one would find that even if this person can be developed in that identified area, that would have no bearing on or assist him in achieving organizational goals and objectives.

Mr Sekoro is of the opinion that it is the responsibility of managers to identify performance gaps of officials and develop strategies to ensure that these individuals are able to meet organizational goals and objectives. The managers in the NWDOH reneged on this responsibility to the extent that, at the end of the cycle, they do not even, for the sake of their employees, indicate where the developmental gaps are.

Mr Sekgoro also said that some managers abdicate their responsibility and accountability when it comes to performance management. Many of these managers, because there are no penalties or sanctions attached to non-performance of performance management related responsibilities and accountabilities, always get away with it.

A practical example is that one would have a situation where a manager, knowing that the employee is not performing well, would still score him high. And when this employee's report gets to the moderating committee, the moderating committee will allocate its scores based on the information at their disposal. When the manager then gives feedback to the employee, he would create the impression that he was not part of the decision (e.g. he would not say: "We have reduced your score as the moderating committee" , but say that the moderating committee

reduced your scores). That is not being accountable and responsible as a manager, because that particular manager was part of the process. Secondly, it is not being accountable and responsible if the manager invariably allocates an employee a high score, knowing full well that this person is not performing well at all. Such a manager reneges on his official responsibility to ensure that each of the employees that is in his department, contributes meaningfully towards achieving the expected strategic goals and objective.

Mr Sekgoro highlighted that the policy on performance management states clearly that a manager will score the employee and the moderating committee will moderate. The manager's score would account for 60% of the total score and moderation committee 40% of the final score. The employee will always benefit if the manager has overrated him.

According to Mr Sekgoro reasons for overrating employees include: personal relationships (where one would find that the employee who is not performing is also a good friend of this particular supervisor, ultimately gaining favours from him) and managers being afraid of confrontation and from time to time trying to appease employees by giving them what they want from the system. In extreme cases certain employees would go all out to threaten supervisors on the basis that they had not agreed on the scores.

But the most critical underlying challenge causing malfunction is the fact that managers are not assessing employees quarterly. If they are not doing that which is basically expected of them, it becomes difficult to make any objective determination on the performance of the officials in question.

### **5.3. DATA ANALYSIS AND DISCUSSION OF RESULTS**

#### ***5.3.1. Objective One: To Assess the Alignment of the Organizational Support Systems in the Chief Directorate with the Overall Departmental Organizational Support Systems as Stated in the HRD Plan***

The study questionnaire focused mainly on the three strategic interventions, namely:

- Groom and foster in-house capacity through effective career planning and talent management in departments of government.

- Strengthen structures, systems and processes for performance management and development in the public service.
- Promote effective human resource planning in terms of demand for skills and training in public sector organizations.

The responses to the questions related to the indicators of these three identified strategic interventions were to assist in responding to the study objectives.

5.3.1.1. To groom and foster in-house capacity through effective career planning and talent management in departments of government.

This strategic intervention was covered by question 1 to 6 of the questionnaire. There was only one positive response, which was to question 3. The question was on whether the respondents have a long-term, personal development plan and/or career plan. This might be due to the fact that the spirit of the question was mis-interpreted to mean individual plan which is outside the work environment and not shared with the organization, i.e. a private, undisclosed plan.

The primary data, as generated with the semi-structured interview with Ms Kgaje, also suggest that the organization is not performing well in terms of this strategic objective. The secondary data from the literature, in chapter two, highlighted the reasons that were responsible for poor implementation of the first HRD strategy that extended from 2002 to 2006. These reasons are suspected to be responsible for the current level of alignment, as there were positive responses to questions that related to them in the questionnaire and were also echoed by Ms Kgaje during the unstructured interview.

5.3.1.2. To strengthen structures, systems and processes for performance management and development in the public service

This strategic intervention was addressed by questions/statements 7 to 12 of the questionnaire. The respondents agreed to question 7 (i.e. did you sign a performance contracts/agreement in the last financial year), 9 (i.e. are you happy with the assessment) and 10 (i.e. good performance is

acknowledged and rewarded). They disagreed to question 8 (i.e. your performance was formally assessed for each quarter in the last financial year), 11 (i.e. interventions are put in place to address poor performance), and 12 (i.e. your personal development plans were achieved in the last financial year).

When analysing the three questions/statements that the respondents disagreed to in the questionnaire and relate them to the literature in Chapter Two, one will find that these are more related to the link between performance and training initiatives. The others that the respondents agreed to, are more inclined towards performance and reward. The primary data, as generated from the questionnaire, the semi-structured interview of Mr Sekgoro and the secondary data from the literature, converge on the fact that the PMDS system is perceived as a compensation tool in the CDSHP.

#### 5.3.1.3. To promote effective human resource planning in terms of demand for skills and training in public sector organizations

The questions that addressed this strategic intervention were question 13 to 18 in the questionnaire. The respondents disagreed with all the statements that relate to promotion of effective human resource planning, in terms of demand and training in the public sector, except for question 13 which was on whether a skills audit was conducted as a basis for planning for Human Resource Development. When considering all sources of data, the CDSHP is not performing well on this. There is consistency in the suggestion made by Ms Kgaje during the semi-structured interview, the responses to the questionnaire and especially the secondary data on the human resource development for the public service on skills audit.

The primary and secondary data, generated in terms of Objective One, suggest that the level of the alignment of the organizational support system in the CDSHP with the overall departmental organizational support systems, as stated in the HRD plan, is still wanting.

### ***5.3.2. Objective Two: Identify Factors That Hamper Proper Implementation of the Departmental Organizational Support Systems in the Chief Directorate***

After consideration of both the primary and secondary data, the following factors were identified to be hampering proper implementation of the departmental organizational support system pillar, namely:

- Lack of departmental policy, strategy or guideline on HRD
- Lack of coordination and cooperation between and among the stakeholders that are responsible for HRD (e.g. HRM, HRD, PMDS and line managers)
- Lack of integrated planning and ownership of the HRD responsibility
- Understaffed HRD unit
- Absence of common understanding of HRD concepts among managers and professionals
- Lack of well-defined and properly-communicated governance arrangements
- Fragmenting HRD operations and financing
- Abdication of the performance management responsibility by managers
- Lack of effective information system for monitoring, evaluation and reporting
- Quarterly performance appraisals not performed as they should
- Lack of consistency in implementing the PMDS system
- Performance agreements not completed in time
- Lack of objectivity and rationality when conducting appraisals
- Lack of linking between the departmental strategic objectives, work-place skills plan and the personal development plans
- Perceiving PMDS as a compensation tool
- Poor implementation of government policies.

### **5.4. LIMITATIONS OF THE STUDY**

The HRD Strategic Framework Vision 2015 comprises four pillars namely: capacity development; organizational support systems; governance and institutional development and economic and growth development (Department of Public Service and Administration 2008a). This study focused on one pillar namely, organizational support system pillar. This pillar has

eleven strategic interventions of which only three were explored by this study. The fact that the research focuses on only three initiatives may be a limitation of the study.

## **5.5. SUMMARY**

Chapter Five documents the presentation of data, analysis and results including the limitations of this study. The data was gathered to address the following two objectives as stated in Chapter One:

### ***5.5.1. Objective One: to assess the alignment of the organizational support systems in the Chief Directorate with the overall departmental organizational support systems as stated in the HRD plan***

Semi-structured interviews were conducted with Ms. Kgaje, the Assistant Director Human Resources Development, as well as Mr. Sekgoro, the Deputy Director Transformation and Performance Management, to generate data for Objective One. These interviews are complemented by the survey questionnaire. The interpretation that was arrived at after consideration of the above-mentioned sources of data, is that the alignment of the organizational support system in the Chief Directorate Strategic Health Programmes with the overall departmental organizational support system, as stated in the HRD plan, is still found to be wanting.

### ***5.5.2. Objective Two: to identify factors that hamper proper implementation of the departmental organizational support systems in the Chief Directorate.***

The factors that hamper proper implementation of the departmental organizational support systems in the Chief Directorate Strategic Health Programmes were identified.

## CHAPTER SIX

### SUMMARIES, CONCLUSIONS AND RECOMMENDATIONS

#### 6.1. INTRODUCTION

Chapter Five presented data sources, analysis and interpretation of the findings. Chapter Six synthesises the findings, concludes the research and makes recommendations for future consideration. The following sequence is followed in order to ensure a good product, namely: (a) summary of every chapter; (b) main conclusions: theoretically, conceptually and empirically – according to the research objective as indicated in Chapter One; (c) finalised with recommendations.

The list of references for this research is presented at the end of Chapter Six.

#### 6.2. SUMMARIES OF CHAPTERS

**Chapter One** presented the background to the research. It highlighted the importance of staff in the organization and the role played by HRD in ensuring effectiveness and efficiency in meeting the goals and objectives of the organizations. The need for transformation of the public sector, post 1994, in order to meet the needs of the South African population, was also discussed.

The background of the HRD in the public service was discussed. This included the first Human Resource Strategy which extended from 2002 to 2006 and its evaluation. The evaluation culminated in the development of the current one, which is called Human Resource Development Strategic Vision 2015. The four pillars of the HRD Strategic Vision 2015, including their strategic interventions, were also introduced.

The focus of this research was outlined, including the steps and process to be followed in conducting this research.

**Chapter Two** explored the literature to gain insight and better understanding of the topics selected, namely: promote effective human resource planning in terms of demand for skills and training in public sector organizations; strengthen structures, systems and processes for

performance management and development in the public service and groom and foster in-house capacity through effective career planning and talent management in departments of government. Literature on monitoring and evaluation was also explored to gain more insight into the subject.

**Chapter Three** reviewed CDSHP as the unit of analysis of a case study, in order to shed light on the practice of the organisational support system pillar, as outlined in Chapter Two. The objective was to describe the current state of affairs, or actual situation, in the CDSHP with specific emphasis on the three strategic interventions.

Topics discussed included depicting the structure of the Department of Health North West, so as to highlight where the CDSHP fits in and the vision, mission and strategic goals of the Department of Health, North West Province, which are also applicable to the CDSHP. This was followed by depicting the structure of the Chief Directorate SHP; discussion on different programmes comprising the chief directorate; CDSHPs' responsibilities; structure of the Training and Development Directorate and the Organizational support initiatives in the CDSHP, including the summary of the main issues raised.

**Chapter Four** outlined the research design and methodology, which comprised: type of data needed, data collection method, sampling method and data analysis technique. The ethical consideration of this study was also discussed.

**Chapter Five** presented the data, analysis and the research results. The results were then discussed in terms of the trends and patterns in the data according to the following two research objectives as outlined in Chapter One:

**Objective one:** assess the alignment of the organizational support systems in the Chief Directorate, with the overall departmental organizational support systems as stated in the HRD plan and

**Objective two:** identify factors that hamper proper implementation of the departmental organizational support systems in the Chief Directorate.



The following most significant findings came out of the discussion of the research results with regard to Objective One:

- The CDSHP does not groom and foster in-house capacity through effective career planning and talent management.
- The CDSHP implements the Performance management and development system. However, the system is perceived to be more of a compensation tool than performance improvement mechanism.

The CDSHP generally does not promote effective human resource planning in terms of demand for skills and training in public sector organizations, except for just conducting skills audits.

The primary and secondary data that were generated in terms of Objective One suggest that the organizational support system in the CDSHP is generally not aligned to the overall departmental organizational support systems, as stated in the HRD plan.

When it comes to Objective Two, the following factors were identified to be hampering proper implementation of the departmental organizational support systems in the Chief Directorate, namely:

- Lack of departmental policy, strategy or guidelines on HRD
- Poor leadership
- Lack of coordination and cooperation between and among the stakeholders that are responsible for HRD (e.g. HRM, HRD, PMDS and line managers)
- Lack of integrated planning and ownership of the HRD responsibility
- Understaffed HRD unit
- Absence of common understanding of HRD concepts among managers and professionals
- Lack of well-defined and properly communicated governance arrangements
- Fragmentation of HRD operations and financing.
- Abdication of the performance management responsibility by managers
- Lack of an effective information system for monitoring, evaluation and reporting
- Quarterly performance appraisals not performed as they should
- Lack of consistency in implementing the PMDS system
- Performance agreements not completed in time

- Lack of objectivity and rationality when conducting appraisals
- Lack of linking between the departmental strategic objectives, work place skills plan and the personal development plans
- Perceiving PMDS as just a compensation tool
- Poor implementation of government policies.

**Chapter Six** synthesises the literature review and the findings of the research. It also draws conclusions and suggests recommendations for future studies.

### **6.3. CONCLUSION**

The conclusion of this study, according to its objectives as stated in chapter one, is as follows:

**Objective One – to assess the alignment of the organizational support systems in the Chief Directorate, with the overall departmental organizational support systems, as stated in the HRD plan**

There is correlation between the data and the theory that the organizational support system in the CDSHP is generally not aligned to the overall departmental organizational support systems as stated in the HRD plan. There is, however, some slight improvement as the PMDS is being implemented, though chiefly for compensation purpose. Skills audits are being conducted, though not complemented by PDPs to inform the work place skills plan, and there is a general improvement in status given HRD, as it is currently a directorate and no longer a sub-directorate.

**Objective Two - to identify factors that hamper proper implementation of the departmental organizational support systems in the Chief Directorate**

The following factors were identified as to be hampering proper implementation of the departmental organizational support systems in the Chief Directorate, namely:

- Lack of departmental policy, strategy or guideline on HRD
- Poor leadership

- Lack of coordination and cooperation between and among the stakeholders that are responsible for HRD (e.g. HRM, HRD, PMDS and line managers)
- Lack of integrated planning and ownership the HRD responsibility
- Understaffed HRD unit
- Absence of common understanding of HRD concept among managers and professionals
- Lack of well defined and properly communicated governance arrangements.
- Fragmenting HRD operations and financing
- Abdication of the performance management responsibility by managers
- Lack of effective information system for monitoring, evaluation and reporting
- Quarterly performance appraisals not performed as they should
- Lack of consistency in implementing the PMDS system
- Performance agreements not completed in good time
- Lack of objectivity and rationality when conducting appraisals
- Lack of linking between the departmental strategic objectives, workplace skills plan and the personal development plans
- Perceiving PMDS as a compensation tool
- Poor implementation of government policies.

**Objective Three - to propose key strategic interventions so as to ensure proper implementation of the departmental organizational support systems**

According to Analoui (2007:168), the HRD activities of an organization need to go through stages of: policy formulation; awareness raising; intervention; transfer and outcome and utilization. These assist in addressing the challenge of training being conducted for the sake of training and not being guided by the strategic aims and objectives of the organization. These steps should be followed in the CDSHP (e.g. there is no departmental policy, strategy or guideline around HRD and the province is only relying on the national one). The HRD initiatives should be needs oriented and systems should be developed for proper monitoring and evaluation of the activities.

The performance agreements of managers should include implementation of the HRD strategy. Systems should be put in place to monitor and ensure implementation and consistent sanctions should follow non-compliance.

The structure of the HRD directorate should be reviewed and all vacant post be filled as a matter of urgency, including the posts of the director HRD, as the current incumbent is in an acting capacity.

The committee that was responsible for coordinating HRD activities should be revived and the members of this committee should be appointed by the head of the department, account to him and report periodically to him. Members of this committee should, among others, be from the PMDS, HRM, HRP, HRD directorates. All HRD activities should be coordinated from the HRD directorate and effective utilization of PDPs, when developing workplace skills plans, should be implemented. The officials in the CDSHP should be workshopped around the purpose, objectives and significance of the HRD activities.

The department needs to develop the blueprint for succession-planning and staff-retention strategies as a matter of urgency.

Liebowitz, in Erasmus and van Zyl (2009: 19), defines performance management as an organized process of ensuring participation of individuals and teams in an organization to better its effectiveness in the achievement of its goals and objectives. Erasmus and van Zyl (2009: 19) further indicated that the management of employee performance comprises development of work plans and targets; constant measurement of performance against the targets and reporting back; building competencies of employees to remedy poor performance, as well as making those that are performing well to perform better; rating performance from time to time and, finally, providing rewards for good performance.

These are generally not done in the CDSHP. Workshops and awareness initiatives should be conducted to all the officials in the CDSHP to sensitize them about the significance of PMDS. PMDS should also be one of the key performance areas of all the supervisors and managers in

the chief directorate and consistent sanctions should be applied across all levels where there is non-compliance.

All these cannot happen without strong leadership as Robbins and Barnwell (2006: 428) indicated that all successful cultural changes have been driven by strong leadership at the top of the organization.

#### **6.4. RECOMMENDATIONS**

In Chapter One it was indicated that the organizational support system pillar has 11 strategic interventions. It was also indicated in the same chapter that only three strategic interventions will be covered in this study, due to resource and other constraints. The recommendation is that the eight remaining strategic interventions should be investigated and these include:

- To promote effective human resources planning in terms of supply of human resources to the public service
- To promote systems for managing the skills-supply pipeline and for retention and scarce skills management, in order to sustain capacity in the public service
- To promote the establishment of systems and processes for the acquisition and management of knowledge and information in support of human resource development in the public sector
- To ensure adequate availability and use of physical, financial and human resources and facilities
- To mobilize effectively the support of all managers in the strategic application of human resource development
- To manage effectively employee health and wellness
- To support public sector departments in adopting appropriate structures and processes for realizing an effective and efficient human resources development
- To ensure that policies, plans and strategic documents on human resource development are appropriately integrated with, and aligned to, other relevant plans, priorities and strategies of government.

The three strategic interventions that were investigated under the organizational support systems pillar suggest that the Chief Directorate: Strategic Health Programmes is not successfully implementing the pillar as designed in the departmental HRD plan. It is recommended, as stated above, that the remaining eight strategic interventions under this pillar be investigated to make a final determination on the implementation of the organizational support system pillar by the Chief Directorate Strategic Health Programmes.

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APPENDICES  
**RESEARCH QUESTIONNAIRE**  
**CONFIDENTIAL**

**Section A DEMOGRAPHICS**

*Please indicate your response by making a cross in the appropriate block.*

1	<b>Age</b>	<25	26-30	31-35	36-40	41-45	46 and above	
2	<b>Highest educational qualification</b>	Below Matric (Grade 12)	Matric	Post Matric certificate(s)	Diploma	Degree / BTech	Honours degree	Masters and above
3	<b>Gender</b>	Female			Male			
4	<b>What role do you currently fulfil?</b>	Senior Managerial role	Managerial role	Supervisory role	Non- managerial role			
5	<b>What is your current salary level?</b>	Level 13	Level 11- 12	Level 9- 10	Level 6-8	Level 5 and below		
6	<b>How many years have you been in this role?</b>	<5	6 – 10	11 - 15	16 - 20	21 - 25	26 and above	
7	<b>How many years' working experience do you have (in total)?</b>	<5	6 – 10	11 - 15	16 - 20	21 - 25	26 and above	

**Section B**

**Please indicate your response by making a cross (x) in the appropriate block.**

**CAREER PLANNING AND TALENT MANAGEMENT**

1.	Do you know of a policy or guideline on succession and/or career planning in the North West Department of Health	<b>yes</b>	<b>No</b>	<b>If yes specify</b>
2.	Does Human Resource Development programmes in your section among others include preparing you for promotion and managerial succession	<b>yes</b>	<b>No</b>	
3.	Do you have a long term Personal Development Plan and/or career plan	<b>Yes</b>	<b>No</b>	<b>If yes specify</b>
4.	Have you attended a career planning workshops in the last five years	<b>Yes</b>	<b>No</b>	
5.	Have you had a planned meeting between yourself and your manager to discuss your career and options available	<b>Yes</b>	<b>No</b>	
6.	Does the North West Department of Health use career planning as one of the measures for the retention of talent	<b>Yes</b>	<b>No</b>	

## PERFORMANCE MANAGEMENT AND DEVELOPMENT SYSTEM

7	Did you sign a performance contracts/agreement in the last financial year	Yes	No
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**Please indicate your response by making a cross (x) in the most appropriate block.**

<b>Scales : 1 = strongly disagree; 2 = slightly disagree; 3 = uncertain; 4 = agree slightly; 5 = strongly agree</b>						
8	Your performance was formally assessed for each quarter in the last financial year	1	2	3	4	5
9	Are you happy with the assessment	1	2	3	4	5
10	Good performance is acknowledged and rewarded	1	2	3	4	5
11	Interventions are put in place to address poor performance	1	2	3	4	5
12	Your Personal Development Plans were achieved in the last financial year	1	2	3	4	5



## HUMAN RESOURCE PLANNING SUPPLY AND DEMAND MANAGEMENT

**Please indicate your response by making a cross (x) in the most appropriate block.**

<b>Scales : 1 = strongly disagree; 2 = slightly disagree; 3 = uncertain; 4 = agree slightly; 5 = strongly agree</b>						
13	There was a skills audit conducted as a basis for planning for Human Resource Development	1	2	3	4	5
14	Human Resource Plans and Human Resource Development implementation plans reflect measures for meeting skills demand	1	2	3	4	5
15	The department has an adequate strategy for managing the supply of its scarce and critical skills	1	2	3	4	5
16	The department report on current and projected demand for skills	1	2	3	4	5
17	The department reports annually on its capacity to meet the demands for critical skills	1	2	3	4	5
18	Competencies that are critical to the present and future needs of the organization are determined	1	2	3	4	5

*Thank you very much for your time and participation in this research.*