Creating a Culture of Learning –
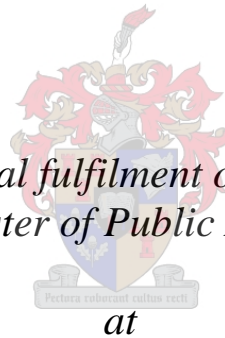
Recommendations for Public Service Organisations

by

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Declaration

By submitting this thesis electronically, I declare that the entirety of the work contained therein is my own, original work, that I am the owner of the copyright thereof (unless to the extent explicitly otherwise stated) and that I have not previously in its entirety or in part submitted it for obtaining any qualification.

Date:

Abstract

The dawn of the new South Africa, with the election of the first democratically elected government in 1994, provided a huge service delivery challenge to the public service. Delivery challenges included, the different own affairs services that had to be amalgamated into one public service, matters of transformation, with regard to representivity of all race groups in government, and to reduce the huge backlog of access to public services to millions of South Africans previously excluded. Notwithstanding various initiatives by government through legislation and policies, to support the public sector in developing necessary skills and competencies of public servants for the improvement of service delivery, there is currently massive dissatisfaction from citizens regarding government's inability to provide basic services.

Research will prove that the "traditional manner" of skills development initiatives cannot alone assists public servants to improve their skills and competencies to allow government to deliver on its mandate to provide minimum services to its citizens. Furthermore the research will prove that the concept of the "learning organisation (LO)" or alternatively "organisational learning (OL)":

- Can support the "traditional" training and development methods to improve the skills levels of public servants to deliver on the mandate of government.
- Is a planned intervention which must be supported from management as change agents.
- Benefit employees more from this approach to learn.
- Must be supported by a change of the organisational culture, information and knowledge management and the appreciation of individual knowledge and experience.

Opsomming

Met aanbreek van die nuwe Suid-Afrika in 1994, na die nuut verkose eerste demokratiese regering, is groot uitdagings ten opsigte van dienslewering aan die openbare sektor gestel. Hierdie uitdagings sluit onder andere in die verskeie eie-sake administrasies wat geamalgameer moes word, hervormingsaangeleenthede soos om verteenwoordiging van alle rasse in die openbare sektor te verseker en ook om die groot agterstand in dienslewering aan miljoene mense in Suid Afrika wat voorheen daarvan uitgesluit was, te verminder. Nieteenstaande verskeie regeringspogings om dienslewering te verhoog deur nuwe wetgewing te promulgeer om die nodige vaardighede en bevoegdhede van staatsamptenare te verbeter, is daar nog steeds grootskaalse ontevredenheid by die algemene publiek oor die regering se onvermoë om basiese dienste te verskaf.

Die navorsing sal toon dat die "tradisionele" wyse van vaardigheids-ontwikkelingsinisiatiewe alleen nie voldoende sal wees om die vaardighede en bevoegdhede van staatsamptenare te verbeter om die regering in staat te stel om aan sy mandaat te voldoen om minimum dienste aan die publiek te lewer nie. Die navorsing sal ook toon dat die konsep van leef "organisatoriese leer (OL)":

- Die tradisionele manier van opleiding en ontwikkeling kan ondersteun om die vaardigheidsvlakke van staatsamptenare te verbeter en sodoende op die regering se mandaat te kan lewer.
- 'n Beplande ingryping is wat deur bestuur ondersteun moet word wie as veranderingsagente in die organisasie moet optree.
- Meer voordele bied aan werknemers om te leer.
- Deur 'n verandering in die kultuur van die organisasie, inligting- en kennisbestuur, en die waardering van individuele kennis en ervaring, ondersteun moet word.

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This study is dedicated to my late father, Pastor Gert Marthinus (1934 –2001).

JEREMIAH 17: 7. BLESSED IS THE MAN THAT TRUSTETH IN THE LORD, AND WHOSE HOPE THE LORD IS!

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Chapter One
Introduction and Overview

1.1   Background

The interest of the author in the study of "organisational learning (OL)" followed a decision during 1998 by the management of the then Directorate Management Advisory Services in the former Department of Provincial Administration of the Western Cape (PAWC) to approve a strategic goal of "A Learning Organisation" (RSA, 1998(b): 3). The afore mentioned Directorate was renamed the Directorate Organisation Development (OD) during 2001.   OD renders transversal management consulting services regarding restructuring, organisational redesign, and reviewing of processes and procedures to departments in the Western Cape Provincial Administration (WCPA) including *inter alia* the Departments of Health and Education. During this specific time OD was in the post-1994 rebuilding stage after the different racially based government departments were amalgamated, as in the case with the former Cape Provincial Administration (Whites) and the House of Representatives (Coloureds).   The challenges OD faced was to implement uniform practices that can assist the staff to learn from and support each other in order to improve service delivery to departments. The afore-mentioned issues are discussed in more detail in Chapter 4.

The implementation of the learning organisation in OD was *inter alia* about sharing experiences, learning from each other, developing best practices and recording it for others who follow to learn from it.   All of these talked to experiences in the "real" world in opposition to the traditional theoretical training that happens outside the workplace and could rarely be applied immediately to workplace situations.

During this time, the loss of White experience and skills, during the restructuring of the government post 1994, and the subsequent perceived lack of service delivery were very much emphasised. A solution had to be found so that key skills are not lost when people vacate posts. Furthermore, during 2000, the author attended a national workshop on alternative service delivery by the Department of Public Service and Administration (DPSA). Provinces were invited to report on "best practices" in their spheres of government and were informed of alternative ways of improving service delivery to the public e.g. outsourcing. Workshops were held annually, in Pretoria, and organised labour and the private sector were part of this initiative.

A current reality is that notwithstanding the number of public service policies and programmes introduced to improve service delivery, it seemed that its intentions was not reaching where it mattered most, i.e. improve the lives of the citizens of this country. During July 2003, the then Minister of Public Service and Administration, Ms Geraldine Fraser-Moleketi, said, "Major challenges continue to face the public service because service delivery is dynamic and continuous. As government we have however, made a lot of progress in improving the lives of citizens and there are many pockets of success and excellence in the public service that bear testimony to that. We, therefore, need to put in place appropriate mechanisms in our respective organisations to showcase these successes and create platforms to share and exchange knowledge. This is in fulfilment of our quest to become a public service that learns from its experiences and lessons - good and bad" (DPSA, 2003).

During his State of the Nation Address (SONA) in February 2004, Mr Thabo Mbeki, previous President of the Republic of South Africa, discussed the concept of the "challenges of the 2nd economy" and the "development and expansion of the knowledge economy" (RSA, 2004(d)). The *Batho Pele* Framework expounded on in the White Paper on Transforming the Public Service speaks to the issue of "ensuring that *Batho Pele* is woven into the fabric of government" with the aim to get public servants to be service orientated. (RSA, 2005(c): 8).

Under the heading "Transforming the Public Service: A Synthesis Report on the Implementation of Government Programmes, from the Office of the President of South Africa (RSA, 2003(b): 12), state that "Resolution 7 of the Public Service Co-ordinating Bargaining Council (PSCBC) agreement of 2002 seeks to end the process of restructuring the public service. Its main aim now, is the identification of skills with job descriptions and the retraining of staff". The report (RSA, 2003(b): 12) concedes that there is "a general lack of technically skilled personnel at all levels of government" and that "career pathing at the highest levels of the public services has yet to be fully developed". The report further states that, "Significant personnel mobility has been achieved that brought in new skills and motivated people". The report also indicates that "experience and organisation memory" was "lost" during this review period and on its way forward the state needs to *inter alia*" improve service delivery by building the necessary institutions and initiatives (RSA, 2003(b): 106-107).

During the municipal elections in 2006, reports in the media focused on service delivery protest by communities in Matatiele in Kwazulu-Natal and Khutsong in Gauteng. In the Western Cape, not one political party could gain a clear majority in the municipal elections of 2006. This can be attributed to either voter distrust in the ability of any one of the political parties to fulfil the needs of citizens, or just voter apathy, which do not bold well for this new democracy. The relaunched *Batho Pele* during 2005 indicated a failure on the part of government to improve public service delivery through its various policies and programmes conceived and implemented since 1994.

The paragraphs discussed above indicated that as a public sector we have to do something "else" to capacitate civil servants with the required skills needed by government to implement its policies and programmes and improve service delivery to the public. The experience of the author of "organisational learning" in OD provided further impetus for further research therein to determine whether OL can support the research questions as discussed in section 1.6.

1.2   Conceptualisation

The concepts of "organisation learning (OL)" and the "learning organisation (LO)" are used interchangeably in the mini-thesis. Senge (2006: 5) describes "learning organisations" as institutions where "…people continually expand their capacity to create results they truly desire…where people are continually learning how to learn together…"   Other related concepts to OL such as organisational culture, knowledge management and leadership will be discussed in Chapter 2, section 2.4.

In terms of the public sector definition, a "component" usually refers to a functional unit within the vertical hierarchy of a department in the national or provincial spheres of government. For purpose of this research and to facilitate discussion a "component" will refer to any functional component in the public sector, whether it is a department with a thousand, or a division with ten staff members.

1.3   Purpose of the Research

Allan (1997: 1) defines learning organisations as "…organisations that takes every opportunity to learn and, in the process, makes it easy for all staff members to learn in any situation; in a continuous state of evolution and change, and has a culture of achievement that recognizes individual learning as a contribution to organisational growth". Mabey and Illes (1994: 1) state, "…the development process has overtaken the training event at an individual, group and organisational learning level. The focus has shifted to learning through reframing workplace problems, self-determined development, unfreezing barriers to learning and understanding what it means to be a learning organisation". The purpose of this research is therefore to:

- Conduct a literature review of the "learning organisation" and the actions required to create a learning organisation in a public sector component.

- Determine if the South African public service legislation and developmental programmes supports the creation of a "learning organisation" in the public sector.

- Make recommendations on how the "learning organisation" can successfully be implemented in a public sector component..

- Recommend a theoretical model for implementing the "learning organisation" in the public sector.

1.4   Motivation/Rationale for Researching the Problem

There are many government interventions and programmes, but public sector departments are continuing to restructure and service delivery is moving at a slow pace. It seems that the traditional manner of providing training is not improving the skills level of public service staff to provide basic services to communities (RSA, 2005(b): 12).   The challenge for the public sector is to find ways to effectively respond to the service needs of the public in a manner that will contribute to the improvement of their lives post 1994.

1.5   Objectives of the Research

The objectives of this study can be defined as:

- Conducting a literature review i.r.o organisational learning and related concepts.

- Conducting a literature review in the public sector on the national level and specifically in the Provincial Government of the Western Cape (PGWC), to assess whether public sector policies and programmes support the implementation of the learning organisation.

- Review by way of a case study the implementation of organisational learning in the then Directorate Organisation Development.

- Recommending generic guidelines to support a public service component to ensure the successful implementation of organisational learning..

1.6   Defining the Research Question

The research in this mini-thesis will provide answers to the following questions:

- What is organisational learning?
- Does legislation and development programmes support the implementation of a culture of organisational learning in the public sector in South Africa?
- Can organisational learning assist a public service component to improve the institutional knowledge and service delivery to the public?
- Are the current Chief Directorate Organisation Development and its organisational placement in the Department of the Premier correctly positioned to be the agents of change to lead the implementation of the learning organisation in the current Western Cape Provincial Government?

1.7   Research Design and Methodology

According to Mouton (2001: 55, 56) research design is a plan or a blueprint of how you intend conducting the research and focuses on the end-product and especially what evidence is needed to adequately address the research question. Two types of research designs are identified i.e. quantitative and qualitative (Welman and Kruger, 2001: 68). Welman *et al.* (2001: 178) state that qualitative studies can be used successfully to describe groups and organisations and it lends itself to studying cases that do not fall into a particular theory. Mouton (2001: 57, 86, 179-180) describes literature reviews as non-empirical studies that can be a study on its own and that a literature review can be regarded as an exercise in inductive reasoning where the research would focus on a sample of text to get to a proper understanding of a specific domain of scholarship and it's up to the researcher to

ensure representivity of your resources. The review of the existing literature is important as it helps us determine what the most recent empirical findings of previous authors on the subject and lays the foundation for further empirical studies (Mouton, 2001: 86, 87).

In line with discussions above a qualitative approach as research design for this mini-thesis is regarded as appropriate to study the research questions as set out in section 1.6 above. A literature review of the "learning organisation" and related concepts; as well as the legislative framework and current government programmes on the national level and in the Provincial Government of the Western Cape will be conducted. The literature review is selected as the best option to reply to the research questions and will adequately serve the purpose under which the research was undertaken (Welman *et al.* 2001: 97).

The implementation of organisational learning in the then Directorate Organisation Development will be reviewed by way of a case study. Welman *et al.* (2001: 182-183) describes the use of case studies as a qualitative method in research with the focus on individuals, groups and institutions as the unit of analysis. Chapter 4 will elaborate more on the research design and methodology, data collection and data evaluation applied in the case study.

1.7.1   Data collection and analysis

Qualitative research is less concerned with the methods and techniques to obtain appropriate data for investigating the hypothesis as required by quantitative research Welman *et al.* (2001: 191). The authors also state that qualitative data are meanings expressed through words, other symbols and metaphors (Welman *et al.* 2001: 191). The research methodology involved the study of various strategic documents relevant to the implementation of organisational learning such as applicable literature, national and provincial regulatory policies, legislation and service delivery improvement programmes, and other internal documents in OD.

In the case study a questionnaire was utilised to collect the data from a designated sample group of people in OD based on their experience in OD, their experience of the implementation of the learning organisation there and their overall work experience. An unstructured, open-ended questionnaire was designed and distributed via e-mail to former colleagues with specific requests to return it to the sender and including issues regarding the confidentiality of the information received (see **Addendum 1**). Thereafter the questionnaire was evaluated to determine the value of their experiences of organisational learning, which is discussed in Chapter 4, section 4.2.3. A personal interview was also conducted with the former head of OD regarding the efficacy of the intervention. Based on the information gathered a theoretical model and recommendations for the implementation of the learning organisation in a public sector component will be developed as discussed in Chapter 5, section 5.4 of the mini-thesis.

1.7.2   The chapter outline below describes the methodology, which was applied to document the research findings:

Chapter 1 focuses on the background to this mini-thesis, conceptualisation of key concepts, problem statement, purpose of the study, and research design and methodology. A discussion on data collection and data analysis, and the chapter outline are also included here.

Chapter 2 provides a literature overview of "traditional" training and development, and organisational learning and why it emerged, and a discussion regarding leadership, organisation culture and knowledge management. By describing the relevant concepts and models, the author seeks to establish a mutual understanding around which the rest of the research study is built.

In Chapter 3 research will focus on the whether the legislative framework and service delivery programmes on the national level and in the Provincial Government of the Western Cape (PGWC) support the implementation of the learning organisation in the South African public service context.

Chapter 4 will focus on a case study regarding the implementation of the learning organisation in the then Directorate Organisation Development (OD). This chapter will also focus on the role of the current Chief Directorate Organisation in the Department of the Premier to determine if it can support public sector departments in the WCPG to implement organisational learning.

A synthesis of the research findings in the previous chapters, and the recommendations and a proposed theoretical model for the implementation of the learning organisation in public sector components, is discussed in Chapter 5.

Chapter Two

Nature and Scope of Organisational Learning

2.1 Introduction

The public sector is responsible for providing services as mandated by the Constitution of South Africa, 108 of 1996 (RSA, 1996). Through initiatives such as *Batho Pele* (RSA, 2005(c): 8), which means *"putting people first",* with its eight service delivery principles, the public service sector since 1994 has introduced a range of service delivery initiatives to improve the lives of citizens. Therefore, citizens now expect a level of service such as those provided by the private sector. The private sector grows through learning from one another, through standard setting, benchmarking and value added benefits to clients. Should citizens expect anything less of the public sector? The service delivery protest in 2006 in areas such as Matatiele in Kwazulu-Natal and Khutsong in Gauteng indicates that citizens are refusing anything less than good service from the public service sector.

A lack of skilled and experienced public sector staff is commonly given as reasons why the public sector is unable to deliver basic services at the level that citizen's demand. This raises the question as to "What can be done to improve the skills level and competencies of public service staff and can the "learning organisation" assist therein to support the delivery of basic services to citizens?" Against this introductory perspective, the scope of this chapter covers a review of the relevant literature on the following issues:

- An overview of the "traditional" approaches to training.
- A detailed study of organisational learning approach and why it emerged.
- A discussion on specific models related to organisational learning and how it can contribute to organisational and individual growth.
- Related concepts that support the learning organisation.

It is worth mentioning that it is not within the scope of this study to provide a detailed history of organisation learning.

2.2 "Traditional" Training Approaches

Gerber, Nel and Van Dyk (1999: 452) citing Nadler (1980) define training as an "organised set of learning activities capable of improving individual performance through changes in knowledge and skills or attitudes". Mabey and Iles (1994: 1) state that organisations are focusing on training that encourages knowledge and skill application rather than knowledge and skills acquisition. According to Tobin (1996: 236) a "training functional myopia" has occurred that indicates an anomaly between focussing training and development on the strategic needs of the organisation and otherwise to stay true to "traditional" training and development tools and methodologies. New research indicates that there is a business need to move away from the traditional approach to training.

Grobler, Warnich, Carrell, Elbert and Hatfield (2002: 127) state that there is a need for change because a "paradigm shift" is occurring in that organisations are being designed in terms of processes rather than by functions. These changes are the result of global competitive forces". According to Grobler *et al.* (2002: 337) training and development managers are exposed to new innovations that may require new techniques and also new approaches to decision- making. Swarts (1992), cited by Gerber *et al.* (1999: 457), state that according to De Geus "organisations need to learn faster than their competitors as this the only sustainable competitive advantage". Gerber *et al.* (1999: 457) state that "all organisations learn but others do it more deliberately and use their new knowledge more rapidly". Meyer, Mabaso, Lancaster and Nenungwi (2004: 5) state, "A major shift in the areas of Education, Training and Development (ETD) and Human Resource Development (HRD) is the creation of the learning organisation as an alternative to the traditional classroom training". Traditional training is

regarded as reactive whilst the building of the learning organisation is regarded as a proactive and dynamic approach and requires a fundamental shift from training to organisational learning to improve productivity.

Grobler *et al.* (2002: 339) state that the biggest challenge facing South Africa is the rebuilding of the economy and that skills enhancement and development is necessary to lift productivity and performance. In addition to strategic and occupational competencies, generic other competencies are needed to find process and use information, solve complex problems, and use technology (Grobler *et al.*, 2002: 340). According to Grobler *et al.* (2002: 341) a competency-based approach is needed that provides for integrated, flexible and responsive education and training and facilitates lifelong learning. Mabey and Illes (1994: 1) state that learning should be part of the workers every day activities and that the development process has overtaken the training event at an individual, group and organisation level. Furthermore the focus is now on learning through reframing workplace problems, self-determined development, unfreezing barriers to learning, and understanding what it means to be a learning organisation.

Tobin (1996: 241-242) summarizes a new approach to trainings as:

- Enabling and facilitating the employee and organisational learning needed to achieve personal and company goals.
- Enabling and facilitating transformational learning.
- Building the knowledge network, i.e. building the physical networks and databases where training personnel take the responsibility of defining the content for the databases, teaching employees how to use the knowledge network, researching resources to be listed in the databases, moderating bulletin boards and conferences, helping employees selecting groupware and other learning tools.
- Facilitating and coaching action learning teams. Teams need instruction, facilitation and on-going coaching and employees need to learn how to structure benchmark studies and how to translate them into action plans.

It is evident from the authors discussed above that "traditional" training methodologies do not meet the needs of organisations to ensure a skilled and competent workforce. In the light of the findings in the sections above the following sections will focus on whether organisational learning can improve on the traditional training approaches in regard to improving the skills and competencies of public sector staff.

2.3 Organisational Learning

Pedlar, Burgoyne and Boydel (1991: 1) define the learning organisation as "*an organisation that facilitates the learning of all its members and continuously transforms itself…companies that can transform itself in response to the needs, wishes and aspirations of people inside and outside*". Croasdell *et al. (*1997), as cited by Turban, McLean, Wetherby, Bollojou and Davidson, (2002: 392), state that organisational learning is the development of new knowledge that have the potential to influence an organisation's behaviour. It occurs when members of an organisation share associations, cognitive systems and memories.

Garvin (1993), as cited by Belasen (2000: 293), state that a learning organisation is an organisation skilled at acquiring, transferring knowledge, and modifying its behaviour to reflect new knowledge and insights. According to Senge (2006: 13), organisations must change from adaptive (survival) learning to generative learning, i.e. learning that enhances our capacity to create. To achieve this, organisations have to undergo "a shift of mind", which he aligns with the Greek word "*metanoia*" that means "a shift of mind" (*meta* – above or beyond/; *noia* – from the word: "*nous"* of mind). Senge equates the meaning of "metanoia" to the deeper meaning of learning and involves a fundamental shift or movement of mind. Organisational learning in this sense refers to organisations that are continually expanding their capacity to create its future.

Dibella (1995), state that before a company can improve it must learn (Turban *et al.* 2002: 392). To build a learning organisation it must tackle three critical issues:

- Meaning (determining a vision of what the learning organisation is to be).

- Management (determining of how the firm is to work).

- Measurement (assessing the rate and level of learning).

Garvin (1993), according to Turban *et al.* (2002: 392), state that a learning organisation is one that performs the following five main activities well:

- systematic problem solving;

- creative experimentation;

- learning from past experience;

- learning from the best practices of others; and

- transferring knowledge quickly and efficiently throughout the organisation.

Flood (2000: 129), defines organisational learning as a concept for "learning within the unknowable" – the complex nature of the world is unknowable to the human mind. The unknowable manages within the unmanageable and organise within the unorganisable. Complexity theory casts doubt over traditional strategic planning – it is inconceivable to think that planning can take place over a great span of interrelationships and or very far in the future. The more we think global, rather than local, the more we experience the resistance of complexity. Learning within the unknowable can yield organisational learning and transformation. Flood (2000: 130-131) proposes a scenario building approach to investigate possible and probable future events and plan for it. Scenario planning is often part of strategic planning e.g. statistical forecasting techniques.

In order to gain a better insight into the concept of the learning organisation the following sections will focus on the various models developed by:

- Pedlar, Burgoyne and Boydel, (1991)
- Senge (1994)

- Gun's Faster Learning Organisation (FLO), (2000)

- Cope's Integrated Learning Model (ILM), 1998)

2.3.1   Pedlar's Model of the Learning Organisation

Pedlar *et al.* (1991: 18–25) proposes a model of the learning organisation as illustrated in Table 2.1.   The model proposes five main actions and eleven activities that will lead to the building of the learning organisation:

Table 2.1: Pedlar's Model of the Learning Organisation

Main Actions	Activity	Description of Elements
Strategy	*Learning approach to strategy*	The whole business from the strategy, through to implementation and assessment, is a structured learning process. Management role is that of setting conscious experiments rather than sets of solutions.
	Participative policy-making	Involve all stakeholders and can include employees, customers and suppliers. Participative policy-making is based on three fundamental attitudes i.e. o all diverse groups have a right to take part, o that diversity is valuable in that it leads to creativity, to better ideas and solutions, and o that the company can only be successful if it delivers above the needs of customers and other stakeholders.
Looking In	*Informatting*	It relates to the matter of making information technology available to people to empower and inform: o Information should be made available as wide as possible. o The use of information for example, to understand what is happening with the organisational systems and processes.

		o Understanding the nature of data in that it can have a natural or inherent variation in the output of systems and process. Data also must be made available to staff, for example on databases so it can be interpreted by others and can encourage organisational learning.
	Formative accounting and control	It ensures that the systems of accounting, budgeting and reporting are structured to assist learning in the internal organisation, i.e. it must add value rather than just report on numbers. The emphasis is on auditing, managing and accounting for actions.
	Internal exchange	It involves all internal units and Departments seeing themselves as customers and suppliers. In the process the different groups engage in constant dialogue, for example about expectations, negotiating, contracting and giving feedback on goods and services received. It is very important that it be a process of collaboration rather than competition (win-win).
	Reward flexibility	There must be reward flexibility in the remuneration system.
Structures	*Enabling structures*	Create opportunities for individual and business development
Looking Out	*Boundary workers* as environmental scanners	In a learning organisation, scanning is conducted by all staff (boundary workers), i.e. who comes into contact with external clients, customers etc. They might deliver goods or make repairs but is a good source to determine the needs of clients or to inform on possible changes in other companies that may have an impact on the company's way of doing business.
	Inter- company learning	E.g. joint training, sharing in investment, research and development, and job exchanges.

		Others can be used as benchmarks or for mutual learning e.g. in new technology. Rank Xerox slogan "Come steal shamelessly from us".
Learning Opportunities	*Learning climate*	Managers' task is to facilitate members experimentation and learning from experience. Senior managers can take the lead by questioning their own ideas, attitudes and actions. Mistakes are allowed in this learning environment. It should be a place of continuous improvement wherein the goal is to always become better.
	Self-development opportunities for all	Resources and facilities are made available to all members of the organisation. Within this framework people can be encouraged to take responsibility for their own development.

2.3.2   Senge's Model for Building a Learning Organisation

According to Senge *et al.* (1994: 7, 49), learning is life long, never-ending development path. A discipline is not just a "subject of study" but also a body of technique, based on an underlying theory or understanding of the world that must be studied, mastered and put into practice. The reasons why learning organisations are needed according to Senge (1994: 9-12) are:

- Superior performance, i.e. marry individual development with superior economic performance of the organisation.

- Improve quality.

- For the customer.

- For competitive advantage.

- For an energised, committed workforce; spread learning throughout the workforce for all to act in the interest of the organisation.

- To manage change; people in learning organisations know how to anticipate change and how to create the kind of changes they want.

- For the truth as people can speak out without being labelled.

- The time demands it. People in learning organisations will be able to look forward to creating, instead of reacting to the new world that emerges.

- Because we recognise our interdependence; individual change is vital but not sufficient. Addressing the challenges of the modern world will require a collective thinking and understanding at the level of organisations, communities and society.

- People want to work in a learning organisation.

Senge (2006: 6–7) proposes five learning disciplines (dimensions) needed for building learning organisations:

- *Systems thinking*: Conceptual framework, a body of knowledge and tools that have been developed, to make patterns clearer and to help us see how to change them effectively. All changes take place within a larger process. System thinking brings together those interacting forces and interrelationships.

- *Personal mastery*: It is the connection between personal learning and organisational learning in the reciprocal commitments between individual and organisation.

- *Mental models*: Deeply engrained assumptions, generalisations, or even pictures or images that influence how we understand the world and how we take action. Continuous adaptation and growth in a changing business environment depends on institutional learning (IL). IL is a process whereby management teams change their shared mental model of the company, their markets and competitors. In this dimension planning is thought of as learning and corporate planning as institutional learning.

- *Shared vision*: It refers to a shared picture of the future the organisation seeks to create. Personal visions should be translated to shared visions that galvanise an organisation. A set of principles and guiding practices that foster genuine commitment and enrolment rather than compliance.

- *Team learning*: Starts with "dialogue". It tests the capacity of team members to suspend assumptions and enter into genuine thinking together. It involves learning how to recognise patterns of interaction in teams that undermine

learning. In team learning, teams and not individuals are the fundamental learning unit in modern organisations – *"if the team learns the organisation learns"*.

Senge (1994: 9) proposes the model as depicted in **Figure 2.1** below as a means of establishing a learning organisation. Senge (1994: 17-18) identifies a deep learning cycle. As new capabilities develop, so do new awareness's and sensibilities. The deep learning cycle constitutes the essence of a learning organisation; the development of not just new capabilities, but fundamental shifts of mind, individually and collectively. The five basic learning disciplines keep the cycle going and when the cycle begins to operate the resulting changes are significant and enduring. Deep beliefs and assumptions can change as experiences change and when this happens, culture changes. According to Senge (1994: 22), the real work of building learning organisations is the work of the deep learning cycle. It takes place in a "shell" architecture of guiding ideas, innovations in infrastructure, theory, methods and tools.

The "guiding" ideas or "governing" ideas start with vision, values and purpose (Senge, 1994: 22-27) and identify the following areas:

- *The primacy of the whole.* We have to see organisations as patterns of interactions.
- *The community nature of self:* Speaks to the interrelatedness that exists in us. When we look at others as people from whom we can learn and change, we open new possibilities for being ourselves more fully.
- *The generative power of language* allows us to challenge our "realities" and allow us to freshly interpret our experiences, which might bring forth new realities.

Senge (1994: 28–31) contends that the five learning disciplines all involve the provision of practical tools which are grounded in underlying theory and methodology e.g. in system thinking the system archetypes are based on a general

methodology called "system dynamics" that explain how the feedback structure of complex systems generate observed patterns of behaviour. Tools should have the power to change how we think and not merely be helpful to solve problems and should be transformative so that deep-seated problems can be identified and corrected.

FIGURE 2.1: SENGE: MODEL FOR BUILDING A LEARNING ORGANISATION
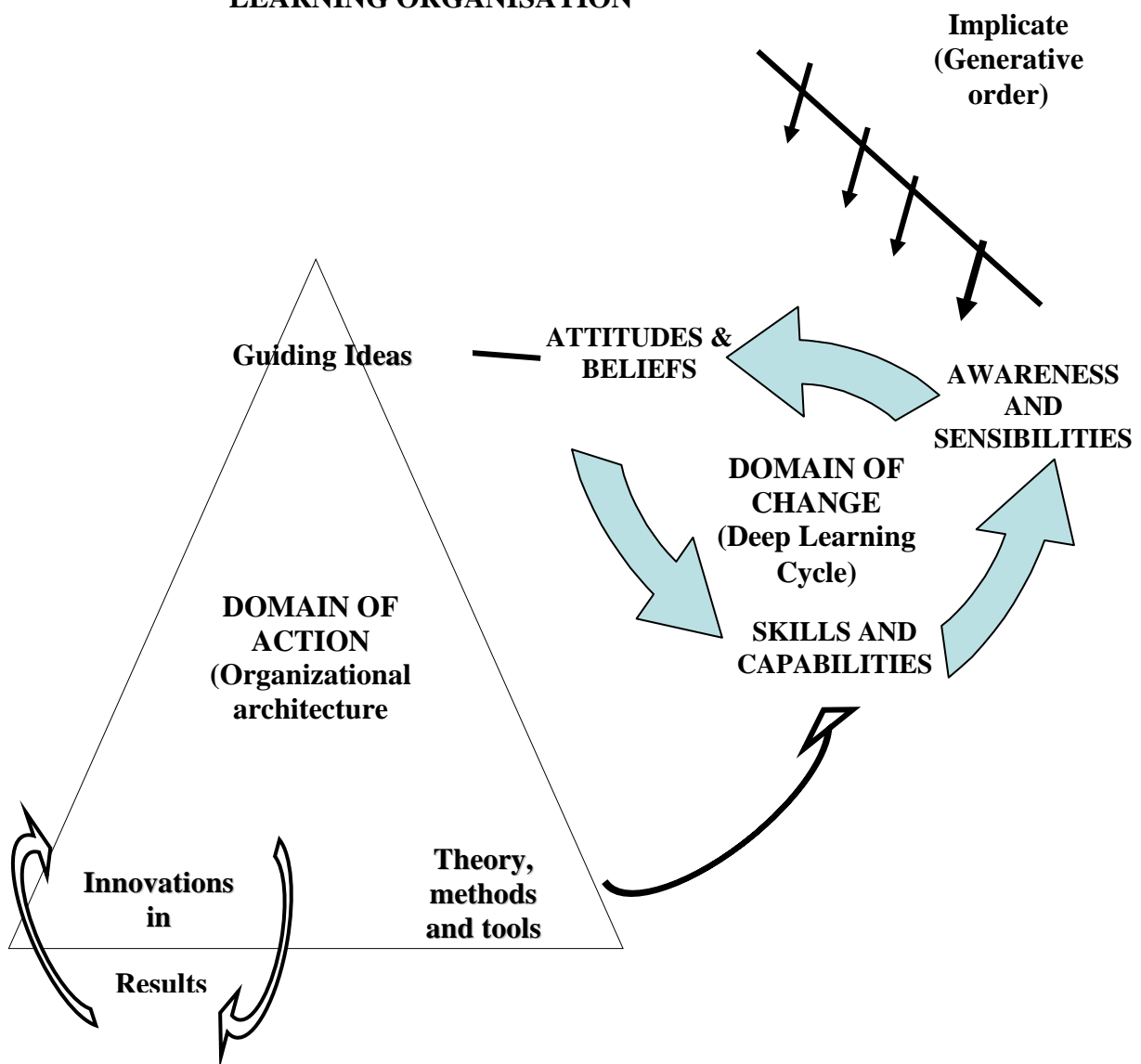
According to Senge (1994: 32) infrastructure is the means through which an organisation makes available resources to support people in their work. Innovations in infrastructure that will support emerging learning organisations

encompass a broad range of changes in "social architecture" that includes *inter alia* changes in organisational structures (such as self managing work teams), new designs for work practices, new reward systems, and information networks. The model requires that the integrity of the architecture to be maintained by ensuring that all three of the following architectural design types are present when leaders develop learning organisations (Senge 1994: 36):

- Guiding Ideas. Without guiding ideas there is no passion, no overarching sense of directions and no purpose.

- Theory, methods and tools. Without theory, methods and tools, people cannot develop the new skills and capabilities required for deeper learning.

- Innovation in infrastructure. Without innovations in infrastructure our inspiring ideas and powerful tools lack credibility, because people have neither the opportunity, nor resources to pursue their visions or apply the tools. Therefore, changes cannot take root and become part of the fabric of organisational life.

Below is a summary of the model for the learning organisation (Senge, 1994: 41):

- The triangle organisational architecture represents the most tangible form of efforts.

- The circle represents the more subtle underlying discipline-based learning cycle.

- The key focus for activity is the triangle.

- The central causality for change is the circle.

- The triangle and the circle continually affect and influence the other.

- Together the circle and the triangle represent the tangible and subtle changes involved in building learning organisations.

- Changes can be made in the triangle and changed again.

- In the circle that represents the deep learning cycle the learning endures.

2.3.3   Gun's Faster Learning Organisation (FLO)

Gun's Faster Learning Organisation model (Gun and Anundsen, 1996: v) is inspired by the works of Arie De Geus (1988), a pioneer of organisational learning. Their work explores the connection between faster learning organisations and competitiveness. Gun and Anundsen (1996: 16) defines organisational learning as "Figuring out what works or what works better" or "acquiring and applying knowledge, skills values, beliefs and attitudes that enhance the maintenance, growth and development of the organisation".   Gun and Anundsen (1996: 17) identifies five levels of learning as set out in Table 2.2.

TABLE 2.2: Gun's Five Levels of Learning

Level	Name	Description
1	Acquisition	Acquiring attitudes, beliefs, values, principles, information, knowledge and skills. Can take place before an employee is hired.
2	Use	Using the elements acquired. A feedback loop is needed to compare actual performance to intended performance.
3	Reflection	Removing yourself from the process to see the "bigger picture" i.e. see the forest not the trees: Reflection is free from external action; Marked by questioning, analysing and overcoming assumptions; Can involve constructing new paradigms, which are mental modes of how things work.
4	Change	Change combines thinking and action. The person/group responds to an opportunity or problem by developing a strategy, allocating resources and taking action to ensure that the desired change results in high impact application of learning.
5	Faster learning organisation	Small levels of learning continue to reinforce one another without any conscious effort. Learning and related activities coalesce in a forward moving stream.

Gun's model for the faster Learning Organisation (Gun and Anundsen, 1996: 7, 8) is depicted in **Figure 2.2.** Gun and Anundsen identifies (1996: 18) nine types of learning – the *what*, to which the process is applied.

TABLE 2.3: Gun's Nine Types of Learning

No	Types of learning	Description
1	Task	How to perform and enhance the performance of specific tasks.
2	Systematic	Understanding the organisation's basic systems and processes and how they are developed and implemented, and how they can be improved.
3	Cultural	Centres on values, beliefs and attitudes that provide the foundation for working productively.
4	Leadership	How to lead and manage individuals, groups, teams and larger organisational units.
5	Team	How to function effectively in a team and foster its learning, growth and maturity.
6	Strategic	Centres on the organisation's basic business strategy. How they are developed and implemented, and how they can be improved.
7	Entrepreneurial	Concerns the basics of entrepreneurship and how to manage teams as micro businesses.
8	Reflective	Questions and analyses organisational assumptions, models and paradigms.
9	Transformational	Concentrates on how to make significant organisational change.

According to Gun and Anundsen (1996: 2) the advantages of being in a learning organisation is that:

Learning based organisations focus on getting the job done better and view learning as the best way to improve long term performance, " today's

performance is a product of yesterday's learning – tomorrow's performance is a product of today's learning".

FIGURE 2.2: THE FASTER LEARNING ORGANISATION MODEL

Vision: To sustain competitive advantage through faster learning.
Strategies: To realize the FLO vision through:

SURGE

CULTIVATE

TRANSFORM

Executives   Human Resource Personnel   Leaders and Members of Entrepreneurial Teams
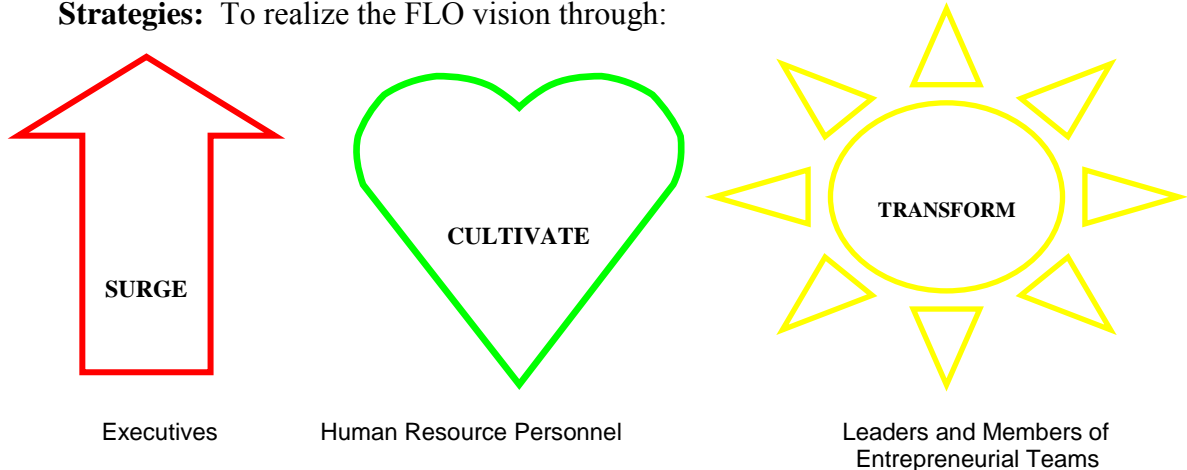
Tactics: To implement the strategies (by using methods for accelerating learning)
Skills: To develop the abilities to deliver strategies

	EXECUTIVE	LEADER	TEAM MEMBER	INDIVIDUAL LEARNER
Technology: To support the access, capture of, and transfer of learning	Visioning	Facilitating group process	Applying technical competence	Questioning, listening, reflecting
Measurement and Reinforcement: To measure, monitor and support.	Facilitating strategic dialogue	Collaborative coaching	Contributing as a team member	Reading, writing, computation
Progress by implementing the strategies.	Action modeling	Managing change	Leading teams	Leveraging knowledge
(By using a variety of tools)	Mental modeling	Strategic thinking	Running a micro-	Learning how to learn

- The learning organisation keeps reinvesting in learners and its performance steadily improves over time.

- Short term performance-based organisations do not reinvest in learning and its performance eventually suffers.

- Faster learning involves slower, more reflective thinking in order to focus on what is important.

- Faster learning organisations quickly close the performance gap between itself and performance based competitors.

- Faster learning organisations increase the learning gap in relation to its competitors.

According to Flood (2000: 1), a proponent of the faster learning organisation" that for faster learning organisations "to survive and/or to improve in the current era requires up to date knowledge of contemporary management strategies, as well as skills and competencies needed to work with them".

2.3.4   Cope's Integrated Learning Model (ILM)

Cope's (1998: 7) Integrated Learning Model (ILM) provides an integrated framework for helping people understand their organisation's learning and knowledge systems.   Cope (1998: 8), proposes a link between learning and knowledge. According to Davenport and Prusak (1998), as cited by Cope (1998: 8), without an approach to managing structured knowledge, organisational learning is too conceptual and abstract to make a long term difference to organisations. Cope's ILM attempts to provide a bridge between the current literature on organisational learning and knowledge management as indicated in **Figure 2.3**.

Cope (1998: 8), describes Senge's (1990), "The Fifth Discipline", as being at the forefront of the study of organisational learning. Cope (1998: 9) cites Prusak, Saint-Onge, Edvinson and Steward as advocates for the power of knowledge management and intellectual capital. Steward (1997), as cited by Cope (1998: 9), state that people are the source of innovation and renewal within an organisation. Abusing or ignoring this element can damage the long-term future of the organisation. Furthermore Cope (1998: 9), foresees that organisational learning and knowledge management may not be enough to really understand all the issues, and proposes that organisational and management theories need also be considered, so that a holistic picture can be formed of learning and knowledge management. Cope's ILM includes ideas and contributions of authors in such

diverse fields as complexity theory, innovation, people development, organisation psychology and change management Cope (1998: 9).

FIGURE 2.3: COPE'S INTEGRATED LEARNING MODEL

INTEGRATED LEARNING MODEL
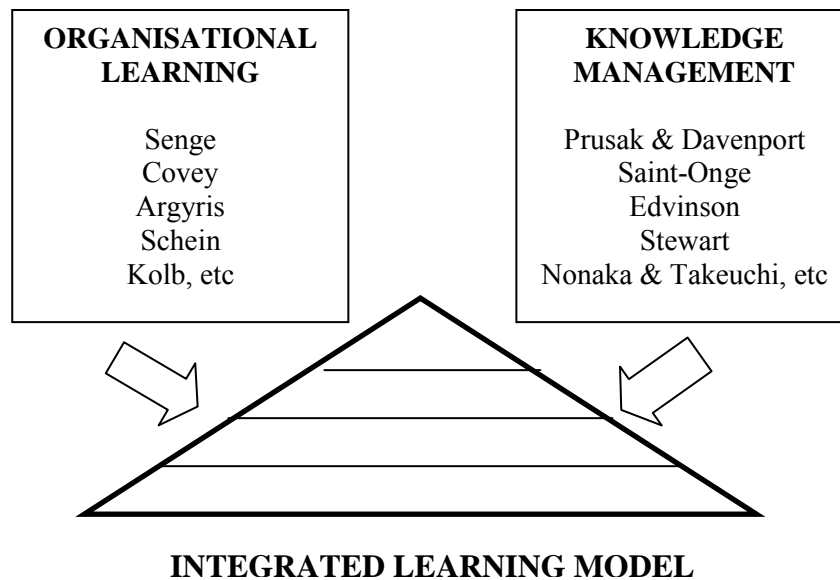
Cope's (1998: 10) proposes the Total Integrated Learning Model as depicted in **Figure 2.4**, which is based on four core themes. Each of the four themes has a series of supporting components that describe their functions in more detail (Cope, 1998: 11-13). The first theme is the **individual** – as knowledge worker and second is **interaction** that speaks to the nature of the connectivity between people. Thirdly **infrastructure** describes the process by which the knowledge is transported through the organisation. Fourth is **intent,** which refers to linking organisational learning with the strategic goals of the component.

According to Cope (1998: 27), the goal of organisational learning is the idea of enabling, creating and socialising learning beyond the range of the individual. Schein, (1994), as cited by Cope (1998: 27), identifies two approaches to organisational learning namely adaptive (single loop) and generative (double loop). Argyiss and Schon (1996), state that adaptive learning focuses on the delivery of short-term, "knee jerk", responses to an emergent problem (Cope,

1998: 27). With generative learning, it basically means the process of "learning how to learn". It is regarded as the primary method that drives the development of learning in an organisation. When organisations attempt to affect long term learning it leads to greater introspection and searching for means to learn, that can lead to a deeper process of organisational learning namely "triple-loop" learning. During this process, the embedded values, ethos and cultures are held up for higher introspection and for the organisation to continually renew and challenge itself.

FIGURE 2.4: COPE'S TOTAL INTEGRATED LEARNING MODEL

THE TOTAL INTEGRATED MODEL
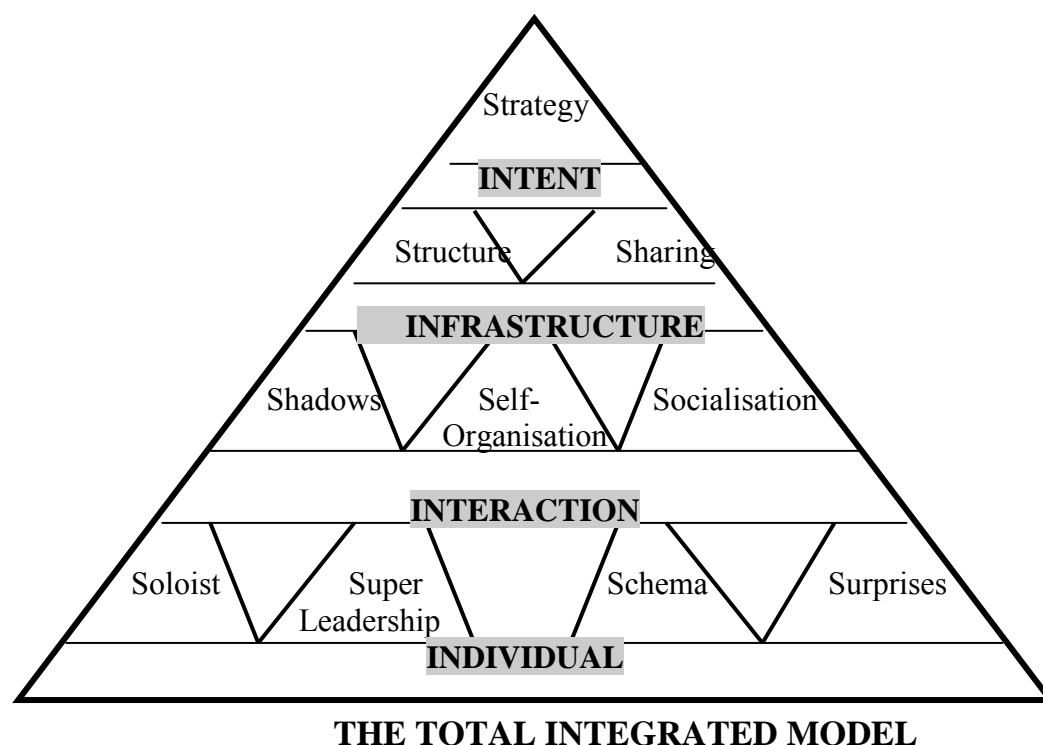
The ten (10) components of TILM are described in more detail in Table 2.4.

TABLE 2.4: Components of the Total Integrated Model

PRINCIPLE	COMPONENT	DESCRIPTION OF COMPONENT
Individual	Soloists	A latent and inert potential resides within each individual. The potential of the organisational soloist must be released to allow the organisation access to the individual creativity and innovation.

		This can assist the organisation to outperform the competition.
	Super-leader	Organisations must develop long term leaders that understand effective knowledge management and to facilitate learning, build trust values and the internal networks.
	Schema	Individuals should break free from their own perspectives. This allows the individual to better receive and contribute to knowledge.
	Surprises	Organisations must allow for new ideas, innovations or surprises to cultivate knowledge creation. This can be done by individualising the structure.
Interaction	Shadows	There is a "shadowy" area between what an organisation say and what they really do. For the organisation to increase learning and create knowledge, it has to identify these hidden areas that can cause serious disruptions for the process of organisational learning.
	Self-organisation	Self-organisation is the ability of the organisation to spontaneously drive its business processes within the rigid business structure. Businesses need to manage both processes to understand its interactions, operation and possible conflicts so that the free flow of knowledge can be ensured.
	Socialisation	Many ideas are generated in organisations, but sometimes are not incorporated in the formal process. This can be because it has not been socialised and accepted by the network in the organisation. A social network might not be formally acknowledged, but still plays an important role in getting knowledge accepted.
Infrastructure	Structure	Understanding how knowledge is brought into, through and out of an organisation can increase the

		learning capacity of an organisation. This can be executed through a five-step process of the knowledge infrastructure of discovery, diffusion, delivery, delay and disposal.
	Sharing	Key links in organisational learning. It's about the people, their interaction and synthesis that arises from the sharing process. Organisations should put structures into place to ensure that knowledge moves from the individual into the mainstream processes.
Intent	Strategy	Organisations should develop an action strategy that can achieve the outcomes it desires.

2.3.5   Belasen (2000: 296) identifies the characteristics of learning organisation as:

- Learning collaboratively, openly and across boundaries.

- Valuing how it learns, as well at what it learns.

- Investing in staying ahead of the learning curve in its industry.

- Gaining a competitive edge by learning faster and smarter than the competitors.

- Turning data into useful knowledge, quickly and at the right time and place.

- Enabling every employee to feel that every experience provides him/her with a chance to learn something potentially useful, even if only for leveraging future learning.

- Exhibiting little fear and defensiveness; rewarding and learning from what goes wrong ("failure learning") and right ("success learning").

- Taking risks while simultaneously avoiding jeopardising the basic security of the organisation.

- Investing in experimental and seemingly tangential learning.

- Supporting people and teams who want to pursue action learning projects.

- Depoliticising learning by not penalising individuals or groups for sharing information and conclusions.

2.3.6   Gun and Anundsen (1996: 4-7) identifies the following characteristics of faster learning organisations:

- Enhances strategic capabilities: *Acts more realistically,* due to the openness of everyone in the organisation to contribute to the overall performance of the faster learning organisations**.** *Focus on its vision.*   The faster learning organisation becomes sensitive to its competitive advantage.   Also the destination or vision of how the organisation will look when it sustains its competitive edge becomes paramount. *Responds fast to industry changes.* The faster learning organisation anticipates changes in the industry and quickly figures out how to operate in accordance with those changes.

- Strengthen the organisation's ability to change: *Acquires knowledge that customer's value.*   This knowledge is used to provide increase value to customers. *Uses new technology to its advantage,* by learning about technological advancements and applies it to serve customers better. *Reduces cycle time.* New values, processes, goals and rewards are systematically integrated into the core work processes to increase the rate and speed of organisational learning. *Innovates.* In a faster learning organisation, leaders encourage and cultivate an atmosphere of trust and risk taking. Risk taking increases innovation as employees strive to meet new challenges set by their leaders. *Exercise resiliency.* Learning is both a product of- and a catalyst for change.   As the faster learning organisation develops, it becomes more resilient, more confident and more capable of handling further changes. *Reinforces changes.* The strategies, tactics, skills and measurement tools used by a faster learning organisation can enhance any organisation's change effort. The learning associated with a new change effort will occur quickly, be assimilated into the organisation and be transferred to those involved.

- Improves performance: *Focus on improvement*: Dual perspective i.e. small increments and huge leaps with breakthroughs respectively. Learning with application – targeted performance improvement. *Run teams as businesses*:

Faster learning organisation teams are entrepreneurial and run themselves as business units delivering to the bottom line.

2.3.7   In summary, the elements that are needed to implement a learning organisation can be identified in the works of the above mentioned authors:

- Sharing of ideas must take place.

- The organisation must have a strategic vision.

- Fostering a learning organisational culture.

- Leadership/management support.

- Practical toolkits to guide the implementation of the learning organisation.

- Information sharing.

- Integrated individual and organisation development

- Individual and team learning.

- The application of knowledge management tools to support learning.

- The dissemination of information throughout the organisation through enabling structures.

2.4   Concepts related to Organisational Learning (OL)

In this section the researcher will briefly review related concepts that are important to the establishment of a learning organisation and will focus on the role of leadership, organisation culture and knowledge management.

2.4.1   The Role of Leadership

Du Brin (2004: 3) describes leadership as "the ability to inspire confidence and support among the people who are needed to achieve organisational goals". The author (Du Brin, 2004: 401) also refers to the matter of "strategic leadership" as the domain of top-level and describes it as "the process of providing the direction and inspiration necessary to create, provide direction to, or sustain an organisation". According to Du Brin (2004: 401) strategic leadership is necessary

to carry out strategic management. He refers to strategic management as the "process of ensuring a competitive fit between the organisation and the environment".

Du Brin (2004: 420-421) describes the roles of leaders in developing a learning organisation as the following:

- *To create a strategic intent to learn*: Organisational Learning then becomes the vehicle to gaining the competitive edge.

- *To creating a shared vision*: Enhances learning as organisation members develop a common purpose and commitment to having the organisation keep learning,

- *To encourage system thinking*: The organisation's activities of each component affect the functions of other components; encourage the whole or the big picture.

- *To encourage personal mastery of the job*: As members become masters of their jobs they contribute to team learning and collective problem solving.

- *To encourage action learning*: This help staff members learn while working on real problems e.g. various components work on a single problem in the organisation.

- *To learn from failure.*

- *To encourage continuous experimentation.*

- *To encourage members to think creatively.*

Mabey *et al.* (1994: 7-11), citing Senge (1990), defines the following new roles for leaders in learning organisations:

- *Leader as designer*: Designing the governing ideas of purpose, vision and core values by which people will live.

- *Leader as teacher:* Help people restructure their views of reality to see beyond the superficial conditions and events into the underlying causes of problems that may allow people to see possibilities for shaping the future.

- *Leader as stewards*: Leaders must have a sense of stewardship that operates on two levels; for the people they lead and for the larger purpose or mission that underlies the organisation.

2.4.2   Organisation Culture

According to the Handbook of Strategic Planning, "company culture" refers to the customs, attitudes, values and beliefs widely held by people who work in a company (Gardner, Rachlin, Sweeny, 1986: 9.2). According to Drennan (1992: 1, 3-4), culture means "'how things are done here", "habits that have grown up over time and become part of the organisation's personality", "prevailing attitudes", "the grown up pattern of accepted and expected behaviour". He state that "employee attitudes are largely a product of the environment in, which they work in" and that "the power to change culture lies largely in the hands of management" that will require "vision, commitment and determination".

Robbins and Barnwell (2002: 377) define "organisational culture" as "a system of shared meanings within an organisation". According to Robbins *et al.* (2002: 377), Edgar Schein (1985), defines organisational culture as "a pattern of basic assumptions that a given group has invented, discovered or developed in learning to cope with its problems of external adaptation and internal integration that have worked well enough to be considered valid". Robbins *et al.* (2002: 398) state that effective leadership is the most important element to drive the process of cultural change. He state that for a cultural change to be effective, it should always be nurtured and driven from the very top of the organisation.

2.4.3   Knowledge Management

Tobin (1996: xvi) state that employees in every organisation can transform their lives by acquiring the knowledge and skills they need to take command of their careers, to see how their work is part of and contributes to the larger work of their companies. He refers to it as "transformational learning" that enables employees to renew their careers and their companies to renew their business. Tobin defines

transformational learning as the "identification, acquisition and application of information that enables an organisation and the people within that organisation to reach their goals". Turban, Mclean, Wetherbe, Bolloju, and Davison. (2002: 388), define knowledge management as a process that helps organisations identify, select, organise, disseminate and transfer important information and expertise that are part of the organisation's memory and that typically reside within the organisation. A supportive organisational climate and supportive modern information technology can bring the entire organisational memory and knowledge to bear on any problem anywhere in the world.

According to Turban *et al.* (2002: 389–390), Polanyi (1958) distinguishes between explicit and tacit knowledge. *Explicit* knowledge refers policies, guides, white papers and other literature. It refers to information that has been codified (documented) and can easily be transferred to others without requiring interpersonal interaction, or transformed into a process or strategy. *Tacit* knowledge on the other hand refers to example knowledge, cumulatively stored in the brain through years of experience, expertise, trade secrets and organisational culture that has embedded itself in the past and present experiences of the organisation's people. Madhaven and Grovet (1998) refer to it as *embedded* knowledge usually located in the brain of an individual or in the group interactions within a component (Turban *et al.* 2002: 390). It usually involves expertise or high-level skills. *Tacit knowledge* is diffused, unstructured, without tangible form, and therefore difficult to codify. Organisations have identified the need to capture tacit knowledge, as it can have a big influence on an organisation's bottom line.

O' Dell *et al.* (1998), as cited by Turban et al. (2002: 392), state that knowledge is "information in action". Knowledge management is rooted in the concepts of organisational learning and organisational memory. During collaboration among staff in an organisation, knowledge is transformed and transferred from individual to individual. Turban *et al.* (2002: 392) defines organisational memory as a means to save, represent and share organisational knowledge. The research in the sections above indicate that for an organisation to successfully implement the learning

organisation, leaders and management have to set the vision and strategy, built the right organisational structure for information to flow unhindered through the organisation and build an organisational culture that supports a culture of learning.

2.5   Summary

Globalisation, the need for economic growth and a concomitant need for new skills and abilities, is driving the need for change to faster and more efficient ways for staff of organisations to learn, assimilate and apply new knowledge and skills. Current "traditional" training and development is not adequately meeting the needs of organisations.   The literature supports "learning organisations" and "organisational learning" as a developmental manner to assist staff to obtain new skills and knowledge and to apply it directly to work situations.   The learning organisation requires a changing culture, as it implies a move away from how organisations have been doing things, to a new mindset of "how can we improve our learning, assimilation and application of skills and knowledge to maintain the competitive edge" and achieve organisational goals.

Knowledge management with its objectives of managing data and information, as strategic leverage, can be applied to drive and inform change.   Two types of knowledge are identified: **Explicit** knowledge and **tacit** knowledge.   Leadership, defined *inter alia* as the "setting of direction" and "inspiring others to follow", is needed from the top down to drive the process of change.

Chapter 2 has focussed on a literature review of organisational learning and related concepts.   A literature review will be conducted in Chapter 3 that focuses on legislation, policies and programmes on the national level and in the Provincial Government of the Western Cape (PGWC) to determine whether it supports the implementation of the learning organisation in a public sector component.

Chapter Three

An Overview of the Regulatory Framework and Programmes at the National and Provincial Spheres of Government that Supports Organisational Learning

3.1 Introduction

The body of legislation and policies that was introduced since 1994 to facilitate the transformation of the South African public service is referred to as the Regulatory Framework (RSA, 2005(c): 7). Chapter 3 will focus on current government legislation, policies and programmes at a national level and specifically in the Provincial Government of the Western Cape (PGWC). The focus of the study is to determine whether the regulatory framework for the public sector provides an enabling environment, or the "right climate", wherein the learning organisation can be established. The purpose of this chapter is not to provide an exhaustive summary of all legislation, policies and programmes in South African but to focus on those that can support the establishment of a "learning organisation" in the public sector.

3.2 National and Provincial Legislation, Policies and Programmes that Support the "Learning Organisation"

The post 1994 democratic South African government has had to face major public service delivery challenges in an environment of high expectations from previously disadvantaged communities to provide services on par with their White counterparts of pre 1994. The post 1994 period saw an avalanche of new legislation and policies being developed such as the Public Service Act 103 of 1994 (RSA, 1994), the Labour Relations Act 66 of 1995 (Grobler *et al.* 2002: 52) and the draft White Paper on the Transformation of Public Service Delivery, 148

of 1998 (RSA, 2005(c): 10). Yet the Ten Year Review report, (RSA, 2003(b): 106-107) state that "experience and organisational memory was lost during this review period and on its way forward the state needs to *inter alia* improve service delivery by building the necessary institutions and initiatives". The Ten Year Review report of 2003 concedes that the developmental goals of government were not achieved.

We have witnessed through the news media after the African National Congress's in Polokwane in 2007 a shift of government to the left, advocating a new manifesto which resulted in major shifts in government and culminated with the resignations of various Premiers and other politicians which could be construed as an issue of non-delivery. The general message conveyed is that the public service is not delivering services and that the 10 year review, that spoke to the issue of "improving service delivery", is as relevant today as it was then. Tables 3.1, 3.2 and 3.3 contains more detailed discussions on whether national and provincial legislation, policies and programmes are supporting the implementation of the learning organisation in South Africa to improve service delivery.

Table 3.1: National Legislation, Policies and Programmes

National Legislation and Policies	National Programmes
• Constitution of the Republic Act 108 of 1996 (the Constitution) • Public Service Act, 103 of 1994 (PSA) • Public Service Regulations, 2001 *(No.R.1).Official Gazette, 2001-01-05, Vol. 427, No. 21951 –* (PSR) • White Paper on the Transformation of the Public Service Delivery, Notice 148 of 1998 • White Paper on Affirmative Action in the Public	• National Skills Development Strategy (NSDS), 2003 - 2004 • *Batho Pele* Learning Programmes • Ten Year Review Plan, 2003 • Accelerated and Shared Growth Initiative For South Africa (ASGISA),

Service Delivery, Notice 564 of 1998 • White Paper on Human Resource Management in the Public Service: Department of Public Service and Administration, 3 December 1997 • South African Qualifications Authority Act, 58 of 1995 (SAQA) • Employment Equity Act, 55 of 1998 (EEA) • Labour Relations Act, 66 of 1995 (LRA) • Skills Development Act 97 of 1998 (SDA) • Skills Development Levies Act 9 of 1999 (SDLA) • Public Finance Management Act, 1 of 1999 (PFMA) • Resolution 7 of 2000: Framework Agreement: Transformation And Restructuring of The Public Service (Utilisation of Human Resources)	2004 • Joint Initiative On Priority Skills Acquisition (JIPSA, 2006)

Table 3.2 below provides a brief description of the national regulatory framework mentioned in Table 3.1 above:

No.	Legislation / Policies	Description
1	Constitution of the Republic of South Africa, Act 108 of 1996 (the "Constitution")	The Constitution (RSA, 1996) is the supreme law of South Africa. Chapter 10 of the Constitution describes the principles that address the basic values and principles that govern the South African public service. National and Provincial Departments execute their specific legislative responsibilities as mandated by Schedule 4, Part A, and Schedule 5, Part A of the Constitution respectively. Public servants should ensure that they deliver on these values. Section 95 of the Constitution provides the principles governing the public administration. The Constitution underlines the

		importance of:
		• maintaining a high standard of professional ethics,
		• the promotion of efficient, economic and effective use of resources,
		• a public administration that is development-oriented,
		• the delivery of public services that is impartial, fair, equitable and without bias,
		• a responsive public service to the needs of the public,
		• encouraging the public to participate in the policy-making process,
		• an accountable public administration,
		• fostering transparency by providing the public with timely, accessible and accurate information,
		• cultivating good human-resource management and career-development practices, to maximise human potential, and
		• the public service being broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation.
2	Public Service Act, 103 of 1994 (PSA)	The amended PSA, 103 of 1994 (RSA, 1994) provides for the organisation and administration of the South African Public Service specifically in the national and provincial governments. Chapter 2, Part 4 describes the control of the South African Management and Development Institute (the institute) and Training Fund under the control of the Minister of Public Services and Administration. The institute is responsible to provide / source in training for public sector staff.
3.	Public Service	The Public Service Regulations is devolved from Chapter

| | Regulations, 2001 (No.R.1).*Official Gazette, 2001-01-05, Vol. 427, No. 21951, (as amended)* – hereafter the "PSR" | viii, paragraph 41 of the PSA 103 of 1994 (RSA, 1994). The amended PSR 21951 replace (RSA, 2001(a)), replaced the PSR, 1999 (as amended) and provides the regulatory framework for the management of public sector organisations. The following sections are specifically related to training and development in the public sector:

Chapter 1:

• Part III:A state that the Executing Authority (EA) shall…optimally utilise the Department's human resources and plan to execute functions with an efficient and effective internal organisation and well-developed human resources.

• Part III:B1 state that an EA has the responsibility to prepare a strategic plan for his/ her Department.

• Part III:B3 state that a Head of Department (HOD) shall promote the efficient, economic and effective use of resources to improve the functioning of the Department.

• Part III:C deals with the service delivery improvement programme (SDIP). The SDIP specifically deals with the setting of service standards and ensuring that clients are consulted and made aware of such standards.

• Part III:D deals with matters in respect of Human Resource Planning and requires an EA in terms of section D1(a) to assess the human resources required to perform the Department's functions with particular reference to the number of employees required, the competencies which those employees should possess, and the capacities (whether permanent or temporary) in which the employees are appointed.

• Part III:I 1.1 state that for every post in a public |

		service organisation, the relevant EA has to establish a job description with a specific focus on service delivery.
		• Part III:J3 requires an EA to draft an annual report that include aspects such as performance management and skills development.
		• Part IX deals with training and development that supports work performance and career development that is driven by needs and linked strategically to the broader human resource management practices and programmes that is aimed at enhancing employment equity and representatives in the public sector.
4	White Paper on the Transformation of the Public Service Delivery, Notice 148 of 1998	The White Paper on the Transformation of the Public Service (*Batho Pele*) sets out eight transformation priorities, amongst which transforming service delivery is the key priority (RSA, 2005(c): 10). *Batho Pele*, a Sotho translation for putting "People First", is an initiative to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement. *Batho Pele* identifies 8 core principles namely: **Consultation:** citizens should be consulted on the type and quality of service they receive and where possible be given a choice about the services that are offered. **Service of standards**: citizens must be informed the level and quality of service they receive. **Access:** all citizens should have equal access to the service they receive. **Courtesy**: citizens should be consulted on the type and quality of service they receive and where possible be given a choice about the services that are offered. **Information**: citizens should be provided with information on the type of service they are entitled to receive. **Openness and transparency:** citizens should

		be informed of the workings of national and provincial departments e.g. budgets, organisational structures and relevant documentation. **Redress:** citizens should be offered redress where the level of service was not met example through an apology or a speedy remedy of the situation. **Value for money**: services should be provided efficiently and economically.
5	White Paper on Affirmative Action in the Public Service Delivery, Notice 564 of 1998	The White Paper on Affirmative Action (RSA, 1998 (a)) targets three groups namely black people, women and people with disabilities who are identified in the Employment Equity Act, 55 of 1998 as having suffered most from unfair past discrimination. The objectives of the White Paper are *inter alia to enhance the capacities of the historically disadvantaged* through the development and introduction of practical measures that support their advancement within the public service, and *instil a culture that values diversity in the workplace* that supports the development of those that were previously unfairly disadvantaged.
6	White Paper on Human Resource Management in the Public Service: Department of Public Service and Administration, 3 December 1997	The White Paper on Human Resource Management in the Public Service (RSA, 1997(a)) sets out the future goals for managing people in the public service as valuable assets as seen in the broader context of improving service delivery and thus managing human resources effectively and strategically can be seen as a cornerstone of the wider transformation of the public service.
7	Resolution 7 of 2000: Framework Agreement: Transformation and Restructuring of the Public Service	The aims of Resolution 7 (RSA, 2000(a)) are *inter alia* to develop a framework for transformation and restructuring of the public service, and provide for redeployment, retraining and alternative employment of excess employees within the provisions of the specific legislation and policies.

	(Utilisation of Human Resources)	
8	Labour Relations Act, 66 of 1995 (LRA)	Grobler *et al.* (2002: 52) state that the "purpose of the Labour Relations Act, 66 of 1995 is to advance economic development, social justice, labour peace and the democratisation of the workplace". The Act is important in that it provides for the worker an opportunity to provide inputs on matters that affect the employment contract e.g. knowledge and skills required to do a new job.
9	South African Qualifications Authority Act, 58 of 1995 (SAQA)	According to Gerber *et al.* (1999: 444-445) the South African Qualifications Authority Act, 58 of 1995 provides for the development and the implementation of a National Qualifications Framework (NQF). SAQA must ensure that key stakeholders in education and training participate in the formulation and implementation of the NQF by way of various enabling measures and structures. The NQF forms the core of a key strategy for human resource development in the reconstruction and development programme, which facilitates greater access to learning opportunities for all South Africans. The Act aims to give national recognition to learning that takes place after compulsory education to encourage the growth of skills and redress the skill imbalance.
10	Employment Equity Act, 55 of 1998 (EEA)	According to Grobler *et al.* (2002: 54-56) the aim of the Employment Equity Act, 55 of 1998 is to *inter alia* promote equal opportunities and fair treatment in employment through the elimination of unfair discrimination. Secondly implement affirmative action measures to redress the disadvantages experienced by designated groups (Blacks, Coloureds, Asians, women and people with disabilities). Thirdly it must ensure the equitable representation of these designated groups in all occupational categories and levels in the workplace. The

		EEA requires employers to report on the status of employment equity in their organisations on an annual basis.
11	Skills Development Act 97 of 1998 (SDA)	According to Meyer, Mabaso, Lancaster and Nenungwi, (2004: 11-12) the Skills Development Act 97 of 1998 aim to *inter alia* improve investment in education and training and improving the employment prospects of previously disadvantaged people.
12	Skills Development Levies Act, 9 of 1999 (SDLA)	The purpose of the Skills Development Levies Act, 9 of 1999 according to Meyer *et al*: (2004: 12) is aimed to increase spending on skills development to increase productivity and competitiveness of businesses. Employers are compelled through this Act to draw up, implement and report on a Workplace Skills Plan. Employers can also claim for partial reimbursement on the levy from government. Private business and government departments are compelled to a compulsory 1% levy on their payrolls and personnel cost (Finnemore and Van Rensburg, 2002: 218-219)
13	Public Finance Management Act, 1 of 1999 (PFMA)	The Public Finance Management Act, 1 of 1999 (RSA, 1999(a)) promotes the objective of good financial management in the public service in order to maximise service delivery through the efficient, effective, economical and transparent use of limited resources RSA, 1 of 1999(a)). The PFMA enables public sector managers to manage their functions and employees, and at the same time it also enables them to be more accountable. Chapter 5, section 38 (1) (b) of the PFMA places, among others, the broad responsibility on the accounting officer (a head of department) for the effective, efficient, economical and transparent use of the resources of the department concerned.

Table 3.3 provides a brief description of national programmes that supports organisational learning mentioned in Table 3.1 above:

No.	Legislation / Policies	Description
1	National Skills Development Strategy (NSDS) Implementation Report 1 April 2003 to 31 March 2004	The annual report on the implementation of the National Skills Development Strategy (RSA, 2003(c): 1) describes the NSDS as a five–year strategy that was launched in February 2001 by the Minister of Labour and was intended to be completed by March 2005. The NSDS is a requirement of the Skills Development Act, 97 of 1998 and is funded by a portion of the 1% levy imposed on businesses and government department as per the Skills Development Levies Act 9 of 1999. The NSDS provides the basis for the establishment of a cost effective and high quality skills development system, which supports economic growth, employment creation, and social development and is responsive to national and individual needs (RSA, 2003(c): 1, 3).
2	*Batho Pele* Learning Programmes	From a perspective of improving service delivery in an ever changing environment the *Batho Pele* initiative, driven by the Minister of Public Service and Administration (MPSA), must be one of the more ambitious programme in its mission to "put people first" (DPSA, 2007: 2-8). *Batho Pele* aims to improve service delivery by supporting the transformation of the public service into a citizen-oriented organisation. *Batho Pele* have the following key national service delivery improvement programmes as outlined in paragraphs 2.1 – 2.7 below:
2.1	*Public Service Week (**PSW**)*	The PSW supports the Revitalization Strategy of *Batho Pele* (DPSA, 2007: 2) and aims to expose senior

		and middle managers to service delivery challenges by deploying them to the coalface of service delivery. It furthermore identifies frontline challenges and develops plans for corrective action, and encourages Senior Managers to interface with citizens.
2.2	*Africa Public Service Day (APSD)*	The APSD is an initiative by DPSA to improve governance in the Southern region of Africa (DPSA, 2007: 2). It is an annual event and governments from various African countries are invited to engage about the state of the public service and discuss matters relating to how the service can be improved on such diverse matters such as sound governance, aid and development, continental solidarity, building the capability of the African public service and administrative justice.
2.3	*Project Khaedu*	The oobjectives of Project Khaedu is to provide the opportunity for all SMS members in the public service during every performance review cycle to be deployed to the coalface of service delivery (DPSA, 2007: 3). SMS members are also equipped with a basic management tool kit for problem identification, analysis and resolution. It also aims to monitor and evaluate the implementation to ensure that the toolkit is used. Khaedu is incorporated into the Performance Agreements of SMS members as one of their Key Performance Areas (DPSA, 2007: 3).
2.4	*Know Your Service Rights Campaign*	The Know Your Service Rights Campaign is one of the four strategic thrusts identified to compliment and strengthen the government's drive to revitalise the promotion and implementation of *Batho Pele* within the public service as per the Cabinet resolution of 4 August 2004 (DPSA, 2007: 5). Key objectives of the

		campaign are to promote awareness on the rights citizens have with regards to the level of services they receive from various government departments as well as educate them on appropriate actions to take when such rights are infringed upon. Furthermore the campaign exerts positive pressure on the public service and its officials with the intention of fostering a people and service-centric culture that elicits requisite behaviour and attitude. The campaign also emphasizes the need to strengthen partnerships between the public and government in service delivery, thereby ensuring citizen participation.
2.5	*Change Management Engagement Programme (CMEP)*	The CMEP is a culture change process to foster appropriate behaviours and attitudes among public servants to reinforce the ethos of *Batho Pele* (DPSA, 2007: 6). This programme recognises the influence of organisational culture on service delivery and highlights people issues in the attainment of organisational goals. The programme is identified by a slogan "together beating the drums of service delivery", which means working together in teams to ensure that outputs are maximised, duplication is avoided, flaws and weaknesses are identified and addressed before they escalate.
2.6	*Batho Pele Learning Network Coordinating Forums*	The *Batho Pele* Learning Coordinating Forums (DPSA, 2007: 7) provides a platform to explore and reach an understanding on the meaning of *Batho Pele* and its importance in the business of government, particularly service delivery. Furthermore the forums allow government departments to understand government's various initiatives and programmes about how to make *Batho Pele* work and showcase government's efforts to put people first in service delivery. The forums provide

		a platform to share and learn from each other based on practical experiences in implementing *Batho Pele* on the ground.
2.7	*Service Delivery Improvements Plans (SDIPS)*	Service Delivery Improvement Plans (SDIPS) is addressed in Part III. C.1 and Part III. C.2 in the PSR, 2001 and in the White Paper on the Transformation of Service Delivery (*Batho Pele*), 1997, as discussed above (DPSA, 2007: 8). According to the *Batho Pele* Service Delivery Handbook (RSA, 2005(c): 90) public service departments are required to publish their service standards in an annual Service Charter. These service standards must specify the level (quantity) and quality of services, and they may cover processes, outputs and outcomes. They must be set at a demanding but realistic level to be reached by adopting more efficient and customer-focussed working practices. Service standards are required to be operational for one year and be subject to an annual performance review.
3	Ten Year Review Plan, 2003	The Ten Year Review Plan (RSA, 2003 (b): 106 – 107) evaluates the impact of government's programmes since 1994. The report built on the key objectives as defined in the Reconstruction and Development Programme (RDP) to *inter alia* meet the basic needs of society, building the economy, democratising the state and society, developing human resources and nation building. The report states that experience and organisation memory was "lost" during this review period. It further recommends on the way forward that the state needed to *inter alia* improve service delivery by building the necessary institutions and initiatives.
4	Accelerated and Shared Growth Initiative For	According to the ASGISA 2006 Annual Report (RSA, 2006 (a): 3) the objective of ASGISA is to half

	South Africa (ASGISA), 2006	unemployment and poverty by 2014. There are two constraints to achieve this goal (RSA, 2006(a): 3) i.e. a shortage of suitably skilled labour and deficiencies in the state organisation, in terms of capacity of key government services and insufficient decisive leadership in policy development and implementation. In response to the above, a key intervention by ASGISA is to raise the level of skills needed by the economy.
5.	Joint Initiative on Priority Skills Acquisition (JIPSA), 2006	JIPSA is a short to medium term mechanism to fast track the objectives of the NSDS and to prioritise the acquisition of skills necessary for accelerated and shared growth (RSA, 2006(b) and 2006(c)). It was launched on 27 March 2006 by the former Deputy-president of South Africa, Ms Phumzile Mlambo-Ngcuka and is a joint process between government, organised labour and business. It is linked to ASGISA in that it addresses one of the six priority areas identified as obstacles to growth i.e. the shortage of skills. The role of JIPSA is *inter alia* to strengthen cooperation and coordination amongst key government departments and institutions, and between the public and private sectors to resolve blockages and fast track skills delivery in critical areas of service delivery.
6	Centre for Public Service Innovation (CPSI), 2002	The Centre for Public Service Innovation (CPSI) is an agency that was launched in 2002. The CPSI focuses on (CPSI, 2007) improving service delivery through the use of innovative tools, systems, process, technologies, methodologies and projects. The Centre functions as an enabler, facilitator and champion of innovative ideas, projects and pilots. The CPSI is responsible to facilitate the annual Public Sector Innovation Awards that acknowledges achievements in improving service

		delivery through innovation within the public sector.

3.3 Policies and Programmes in the WCPG

The following paragraphs will now focus on policies and service delivery programmes implemented by the Provincial Government of the Western Cape (PGWC) for effective and efficient service delivery in line with the broad goals of the national government.

3.3.1 An overview of the PGWC

Before we can proceed to discuss the regulatory framework in PGWC, a broad overview of the structure of the PGWC, and specifically the role of the Department of the Premier (DotP), as depicted in Figure 3.3, is provided. This necessary as it is linked to the research question on whether the Chief Directorate Organisation Development in the DotP is strategically placed currently to be the agent of change in the WCPG, which will be discussed in more detail in Chapter 4.

3.3.2. The role of the Department of the Premier in the WCPG

DotP lays the transversal foundation in providing strategic direction and management support services to the line departments in the WCPG, in an integrated, collaborative, and coordinated manner (RSA, 2004(a): 42). DotP renders certain transversal support functions, i.e. legal services, training and development and organisation development services, on a centralised basis. The Premier is responsible, in terms of section 3B of the PSA 1994, (as amended) to appoint the Head of departments for the various line departments, and is the executing authority whilst the Director-general (DG) is the Head of the Department of the Premier. The DG is also the accounting officer of the DotP. The Premier is the political head and the Director-general the administrative head of the WCPG.

FIGURE 3.1: AN OVERVIEW OF THE WCPG

During 2005, the macro organisational structure of the new Department of the Premier was approved. The main recommendations contained in the macro report include *inter alia* (RSA, 2005(b)) the creation of an integrated Department of the Premier capable of fulfilling a leading central role in respect of the pursuit of the *iKapa*, "home for all", and provincial growth and development strategies as well as the execution of the constitutional powers, duties and functions of the province. This new organisational model will be supported with institutional arrangements at the centre that are geared to bring about thought leadership, cooperative governance, coordination, integration, institution building as well as performance management, monitoring and review capabilities. DotP is to be set up as a capacitated centre in the system of provincial governance and administration and create the following three branches in the Department: Governance and Integration, Departmental Operations, and Institutional Improvement and Development. Furthermore DotP will also be responsible to build and centralize institutional improvement and development capacity, consisting of a centralized institutional assessment and institutional development component, a refocused human capital development component, a social capital (and culture change) component, a human capital management capacity and a performance management component capable of providing and maintaining the systems for organisation-

wide, managerial and individual performance management, and relocate the Centre for E-Innovation in this branch. The recommendations include that the Centre for E-Innovation is focussing on institution building and the facilitation of e-government initiatives (RSA, 2005(b)).

3.3.3   Regulatory Framework and Programmes in the PGWC

Table 3.4 below sets out the regulatory framework that governs service delivery in the WCPG since 1994.

Table 3.4: Regulatory Framework and Programmes in the PGWC

No.	Legislation / Policies	Description
1	Preparing the Western Cape for the Knowledge Economy of the 21st Century: Provincial Administration Western Cape, May 2000	The Green Paper on Preparing the Western Cape for the 21st Century (RSA, 2000(b): 1) quotes the Department of Arts, Culture, Science and Technology that "the ability to maximise the use of knowledge is now considered to be the single most important factor in deciding the competitiveness of countries as well as their ability to empower their citizens through enhanced access to information" (Department of Arts, Culture, Science and Technology; White Paper on Science and Technology, November 1996: 8). According to the draft green paper (RSA, 2000(b):1), nations and regions will be confronted with four major challenges i.e. an increase in competition brought about by globalisation, the second is a rise of knowledge as a key factor of production, increased awareness and understanding of the impact of globalisation and the knowledge economy in particular and to develop the competencies needed to

		successfully implement provincial policy initiatives.
		According to the Human Capital Development Strategy for the Western Cape (RSA, 2006(d): 8), the White Paper: Preparing the Western Cape for the Knowledge Economy (2001), was built on four pillars of which one was the establishment of a "learning Cape".
2	*iKapa Elihlumayo* – "the growing Cape"	In line with the vision of the national government to "a better life for all", the then Premier of the Province of the Western Cape has introduced the concept of "*iKapa Elihlumayo*" or "the growing Cape" (RSA, 2004(a): 26-30). The vision for this new strategy was "a home for all". In essence, the strategy implies that the Western Cape should make people of all races welcome and that they strive together to achieve the development goals as set out by the national government that can lead to "a better life for all". In terms of the new strategy, eight development priorities were identified i.e. **Building Human Capital**: Ensure that the entire labour force, specifically the youth, has appropriate skills to enter the labour market, and facilitate additional investment by supplying enterprises with skilled workers. **Micro-Economic Strategy (MES):** The MES must guide and direct provincial participation in the private sector to ensure growth at all levels of the economy of the Western Cape. The MES is now referred to as the MEDS (Micro Economic Development Strategy). **Building Social Capital**: Social capital speaks to the principals of creating networks for increased partnership amongst communities, government and other stakeholders. The

focus is on the youth as it has been identified as a high-risk area because of issues like gangsterism and alcohol and drug abuse among our youth. **Strategic Infrastructure Investment**: This priority involves the provision of the physical infrastructure that supports growth, labour market participation and general well-being in the province. A **Spatial Development Framework (SDF):** The SDF ensures an integrated approach to economic and social upliftment in the province. This will ensure that development is targeted at needy areas and is in line with national priorities. To this end the then President of South Africa, Mr. Thabo Mbeki, has identified 15 nodal areas for development that include Beaufort West, Khayelitsha and Atlantis. The SDF will be a key link between this province, the national government, business and key community and other stakeholders. **Coordination and Communication**: It is critical that all of these priorities are coordinated and well-communicated to all stakeholders. This will ensure that duplication is avoided and minimise costs. For this purpose, a special coordinating vehicle was set up in the form of coordinating clusters established at the provincial level. **Improving Financial Governance:** Critical to all government interventions is funding. Provincial Treasury's role will be to ensure that that there is an improvement in financial governance and that optimal use is made of the limited financial resources. **Provincial and Municipal Interface**: Overlapping services between the provincial and local government sectors and other grey areas need to be clarified and clear accountability levels set. The provincial government is exploring ways to ensure that

		service delivery or economic growth in the province is not compromised by such an issue and is committed to seamless governance between the levels of government.
3	Provincial Growth and Development Strategy (PGDS), 2007	The PGDS (RSA, 2007 (a)) provides an overarching *argument* about priorities and responses and is informed *inter alia* by: • the eight *iKapa* strategies as informing strategies and specific cluster priorities, • the departmental priorities in line with and beyond *iKapa* Strategies (strategic plans and annual reports), • the medium-term strategic planning framework, and • the Integrated Development Programmes (IDP's) of municipalities. The objectives of the PGDS are to identify the appropriate levers to shift the developmental path of the Western Cape; identify and enhance the location of the regional development motors of shared growth in the Western Cape; commit the Provincial Government of the Western Cape, given its capacities and resources, to strengthen its contribution to shared growth and development; design the institutional architecture and reforms necessary for achieving shared growth and development; focus, align and harmonise the planning, budgeting and implementation of government in the Western Cape, and provide a framework for improved collaboration and co-ordination of all stakeholders in the province around a shared growth and development agenda.

| 4 | Human Resource Development (HRD) Strategy Western Cape, November 2003 | The Provincial Human Resource Development Framework (RSA, 2003(a)) was developed in line with the national Human Resource Development Strategy (RSA, 2006(e)). It aims to develop a world-class public service in the province through skills development, capacity building, and personal empowerment. The Framework includes a philosophy of "achieving a learning province and a learning administration that should include: **Education:** Excellent education and training systems at all levels, with high participation rates; **Partnerships and networking:** High levels of collaboration, networking and clustering within and across economic and knowledge sectors, especially around areas of innovation and poverty; **Information:** Good quality systems for access, collection, analysis, management and dissemination of information; **Out of the silos:** A constant challenging of traditional categories to suit rapidly changing social and economic realities; **Accessibility:** Providing frequently updated, easily accessible information and counselling services to enable citizens to maximize their learning opportunities; **Valued lifelong learning:** High value placed on formal, non-formal and informal learning throughout life, which is expressed in tangible improvement in the learner's employment and community situations; **Social cohesion:** Learning supports high levels of social cohesion (across social class, ethnicity, gender, ability, geography and age) within a society of limited social polarities (RSA, 2003(a)). |
| 5 | Discussion document on | According to the HRDS (RSA (2004(b): 5) of the then WCPA the investment in human capital is one of the |

	Human Resource Development Strategy (HRDS) for Staff Development in the Western Cape Provincial Administration (Third Draft): March 2004	cornerstones of the *iKapa Elihlumayo* strategy. To achieve the developmental goal of the province of creating, sharing and sustaining growth and development, the WCPA needs an effective, efficient and innovative public administration. The philosophy of the HRDS (RSA, (2004(b): 14) is based on creating a world-class Province, through the provision of excellent education and training, and achieving a learning province and a learning administration/ government
6	A Human Capital Development Strategy (HCDS) for the Western Cape, January 2006. Department of Education	The HCDS, 2006 was established by the Department of Education in response to development of the *iKapa Elihlumayo* Strategy and the priority of **Building Human Capital** (RSA, 2006(d)). The HCDS, with its focus on the youth of the province, aims to deliver knowledgeable, skilled, critical and flexible young persons who can take advantage of future opportunities, but who will also be able to adapt to, manage and transcend future challenges.

3.4   Other Documents that Relate to the Study in the National and WCPG Context which was not discussed:

- Expanded Public Works Programme. Address by the President of South Africa, Thabo Mbeki, at the official launch of the Expanded Public Works Programme in Sekhunyani Village, Giyani. 18 May 2004

- Millennium Goals for 2014.

- Access to Information Act, 1 of 2000

- Promotion Of Administrative Justice Act, 3 of 2000

- Western Cape Programme of Action, 2005-2006

- Social Capital Formation Strategy, 2005. Department of Social Development, Provincial Government of the Western Cape

3.5   Summary

Two key role-players, i.e. the Departments of Public Service and Administration (DPSA) and Labour (DoL) are identified as key drivers of change in the transformation of the public service. DPSA is *inter alia* responsible for the Public Service Act 103 of 1994 (RSA, 1994), that provides the rights and obligations for public service departments and the obligations of the various role-players in that public services can be rendered. The Public Service Regulation, 21951 of 2001, (RSA, 2001(a)) provides the regulatory framework wherein public services are rendered. The *Batho Pele* framework as contained in the *Batho Pele* Handbook (RSA, 2005 (c)) provide a catalyst for change and thus indicated a need for improvement of service delivery within the broader scope provided for in the Constitution of the Republic of South Africa, 108 of 1996 (RSA, 1996). The Human Resource Development Strategy, 2006 (RSA, 2006(e)) seeks to reemphasise the critical role of the HRM functions and will want to move away from the restrictive and little value adding "personnel administration" to "human resource management".

The Department of Labour is *inter alia* responsible for the Labour Relations Act, 66 of 1995 (Grobler, *et al. 2002)* and the Skills Development Act 97 of 1998 (Meyer, *et al.* 2004) as well as the National Skills Development Strategy 2003 – 2004 (RSA, 2003(c)), ensuring an environment where the responsibilities and roles of the stakeholders are clearly set out and which provides an environment for labour peace and skills development. The Public Finance Management Act, 1 of 1999 (RSA, 1999(a)) is there to ensure that organisations have a clear framework from which to ensure they can perform their accountability roles in terms of corporate governance.

Service delivery improvement programmes support and guide the practical implementation of the regulatory framework. Hereunder, government critically reviews its successes and failures in a progressive manner and make recommendations on the way forward as recommended in the Ten Year Review Plan, 2003 (RSA, 2003(b)), the National Skills Development Strategy, 2003 – 2004 (RSA, 2003(c)) and the White Paper on Human Resources Management in the Public Service (RSA, 1997(a)) make concrete proposals on how to deal with the shortage of skills to drive the needs of business and government. ASGISA (RSA, 2006(a)) has set itself an ambitious target to half unemployment and poverty by 2014. To address the shortage of skills that can derail this strategy, the Joint Initiative on Priority Skills Acquisition (JIPSA) was introduced (RSA, 2006(b), and 2006(c)*)*.

The WCPG has responded to the service delivery challenges and introduced its Growth and Development Strategy, *iKapa Elihlumayo* or "the growing cape", with the vision of "a home for all" (RSA, 2007(a)). *iKapa Elihlumayo* (RSA, 2004(a)) identified eight development priorities to lead the province as set out in the Green paper for Preparing for the 21st Knowledge Economy (RSA, 2001 (c)) as the "growing and learning" Cape. The various strategies encapsulated in *iKapa Elihlumayo*, are integrated within the overarching Provincial Growth and Development Strategy (PGDS) that integrates national, provincial, departmental and local government strategies in one plan (RSA, 2007(a)). The reengineered Department of the Premier (DotP) has positioned itself in terms of its legislative role to ensure coordinated, integrated and holistic public services in the province. The functional central placement of the Chief Directorate Organisation Development, seen in light of the overarching coordinating function of DotP, provides a strategic position from where the component could assist other departments to implement organisational learning (RSA, 2005(b)).

Chapter 4 will focus on a case study in the then Directorate Organisation Development (OD) regarding its experiences to develop into a learning organisation to improve service to its clients.

Chapter Four

Case Study: Department of Provincial Administration Western Cape - Directorate Organisation Development

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4.1   Introduction

Chapter 3 focused on the current regulatory framework and service delivery improvement strategies, within the South African public service at the national and specifically in the Western Cape Provincial Government (WCPG), that support the "learning organisation".   In Chapter 4 the focus is a case study in the then Directorate Organisation Development (OD) in the then Department of the Provincial Administration Western Cape (PAWC). OD was previously known as the Directorate Management Advisory Services and was renamed the Directorate Organisation Development (OD) from 2001.   From 2005 OD is known as the Chief Directorate: Organisation Development.   PAWC is now known as the Department of the Premier.   To facilitate discussion in this mini-thesis OD will only refer to the Directorate Organisation Development in the then Department of the Provincial Administration Western Cape (PAWC).

From 1998 to 2005 OD set out to reengineer the component as a learning organisation with the intended aims to improve service delivery to its clients and improve team learning internally (RSA, 1998(b): 3). This case study will focus on that particular period and research:

- The organisational placement and structure of OD in relation to its mandate.
- The imperative for change to respond to the question "why did the management of OD felt the need to implement an organisation learning approach?
- An evaluation of the implementation of "organisational learning"

4.2   Case Study: Directorate Organisation Development

Welman and Kruger (2001: 182-183) describes the use of case studies as a qualitative method in research with the focus on individuals, groups and institutions as the unit of analysis. According to Welman *et al.* (2001: 178), qualitative studies is useful to describe groups and organisations and it lends itself to studying cases that do not fall into a particular theory. The authors also describe the use of case studies as a means to understand the "uniqueness" and the "idiosyncrasies" of a particular case with all its complexities. Welman *et al.* (2001: 184) state that particular should be taken by researchers during case studies to firstly ensure that the case study should be clearly defined or demarcated. Secondly that when data is collected there should be a focus to search in an inductive fashion for recurring patterns and consistent regularities and just not describe what is being observed and lastly that a concept of "triangulation" be used where an attempt is made to at least corroborate the evidence by at least tree different approaches

A case study was selected as research design as being more applicable because an objective of the research was to review and report on a particular component, OD, and report on the particular manner staff experienced the initiative there. For this mini-thesis, the unit of analysis is OD, which addresses the issue of demarcation. Inductive reasoning was applied by the researcher in the sense that various staff members were consulted through the questionnaires to express their opinion on the case study and that not only the observations of the researcher are expressed here. Triangulation was applied where the evidence were corroborated through, an unstructured interviews with the former Head of OD, scrutinising of relevant documentation and through questionnaires.

A questionnaire was used to collect data. The data was obtained from a designated sample group of people in OD based on their work in OD, their experience of the implementation of the learning organisation there and their overall work

experience. Questionnaire as a data collection method is less time consuming than e.g. interviews, and offers the participants ample time and privacy to complete the forms. The questionnaire was, communicated via e-mail which made data collection easier.

According to Welman *et al*. (2001: 188) unstructured interviews is utilised to understand how individuals experience the real life world and thus the questions should be directed inter alia at the feelings, experiences and beliefs of the participants. In line with Welman *et al*. (2001: 165) the questions were formulated as open-ended and unstructured to allow the respondents to formulate their own responses. Secondly the literacy levels of the respondents were considered – all of the respondents in familiar with the subject and are well versed in the English language in which the questionnaire was compiled. Care was taken not to offend people and the researcher maintained his neutrality right throughout the process. The questions were not formulated in a particular sequence but care was taken to allow the respondent space to provide his/her own views. To minimise bias on the part of the researcher the questionnaire provided the opportunity for participants to express their personal view and perspective on the case study (Welman *et al*. 2001: 184). Staff was telephonically requested to complete the questionnaires before it was sent electronically via e-mail to them for completion. All responses were received within three weeks of sending it out. The evaluation of the data received will be expanded on in section 4.2.3.

In order to contextualise the case study and to highlight the significance of this initiative in OD to become a learning organisation, section 4.2.1 will speak to the functional placement of OD in relation to the other departments in the WCPA. Furthermore section 4.2.2 will provide an overview of events that influenced the management of OD to adopts the "ongoing learning" approach i.e. the "what was the imperative for change?"

4.2.1   The organisational placement and structure of OD in relation to its mandate

According to Boonzaaier (2003: 61), OD is responsible for rendering a centralised organisation development function to the provincial line departments in the Western Cape Provincial Administration (WCPA). WCPA consisted of thirteen departments, which included PAWC as outlined **Figure 4.1** (Boonzaaier 2003: 2, 51-54). PAWC was primarily responsible for rendering a centralised service with regard to legal, intergovernmental relations, information technology, and corporate functions. OD was functionally placed in the Branch Corporate Services that consisted of three components namely: The Chief Directorates Human Resource Management, Operational Support and Provincial Training.

Figure 4.1: Organisational Structure of WCPA
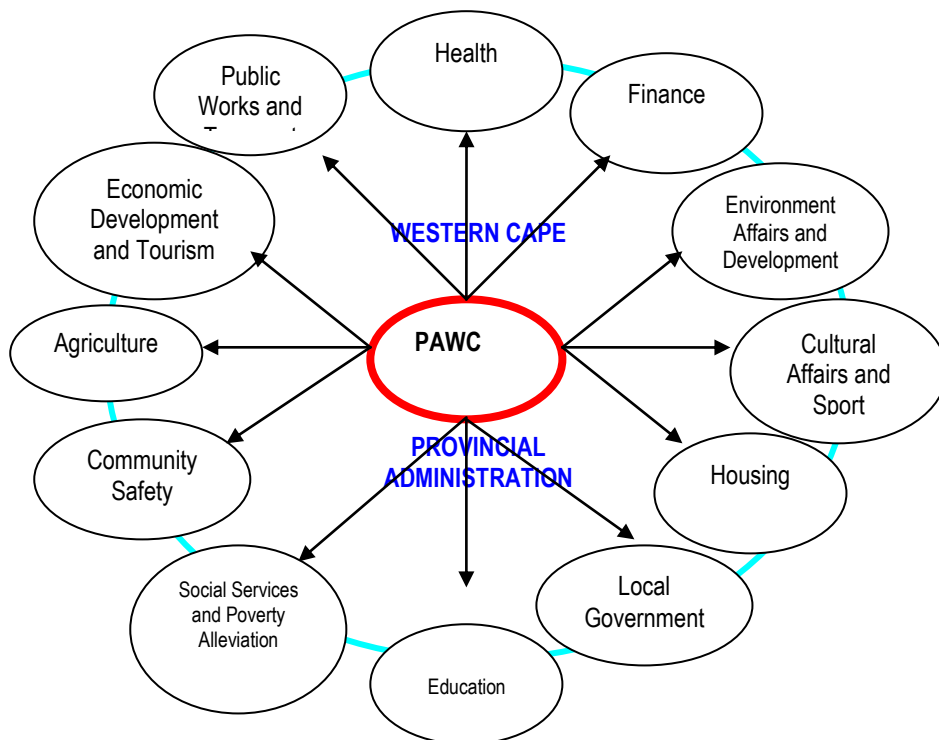
The Chief Directorate Operational Support consists of three Directorates i.e., Communication, Support Services, and Organisation Development as outlined in **Figure 4.2**. According to Boonzaaier (2003: 55), and RSA, 2005(d) OD provided services to all departments in the WCPA *inter alia* efficiency interventions,

organisation and staff establishments, and the optimisation of management and operational processes. The staff establishment of OD during the period of the case study consisted of the following posts:

- 1 Director (Senior Manager)

- 6 Deputy-directors: OD (middle managers)

- 12 Chief Workstudy Officers (CWO's)

- 30 Workstudy Officers (WO's)

- 1 Chief Administration Clerk

- 2 Administration Clerks

- 1 Messenger (devolved)

Figure 4.2: **Macro Organisational Structure Provincial Administration Western Cape (PAWC)**
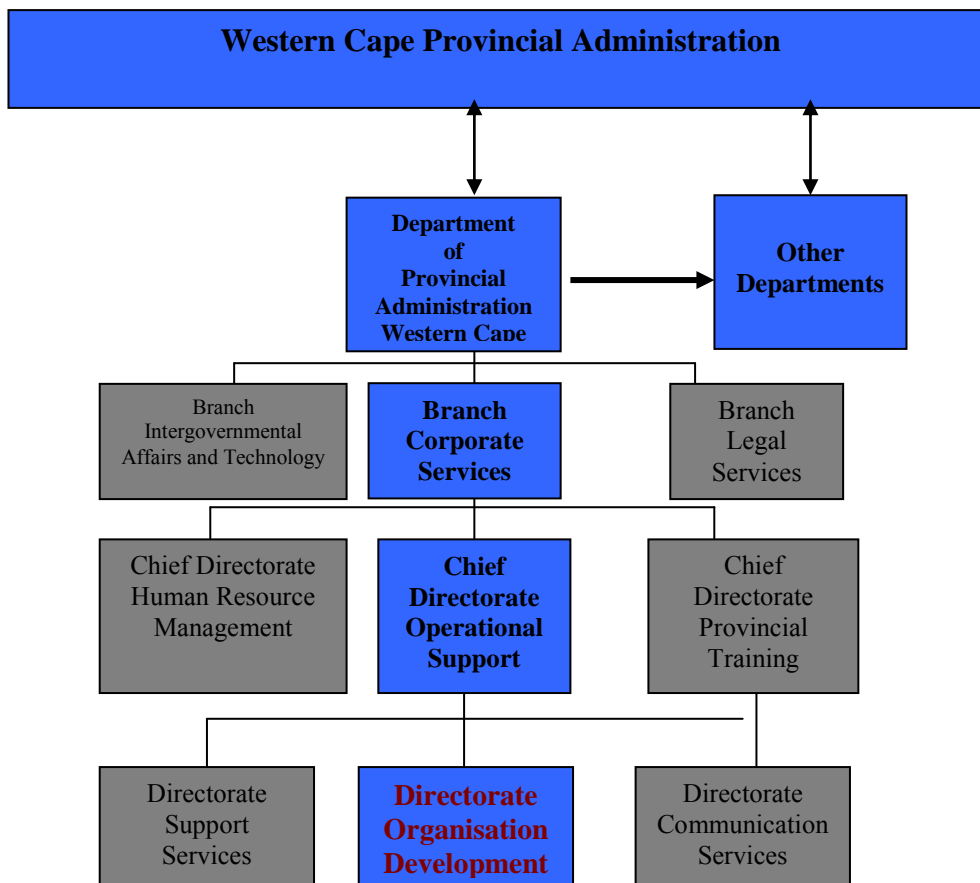
Figure 4.2 was adapted from Boonzaaier (2003:52).

The WO's were grouped into five different teams under the control of a middle management manager, which focused on specific departments such as Health, Social Services, Education, and Transport and Public Works. Each component had a minimum of one CWO and two WO's per department allocated to each unit (see **Figure 4.3**).

4.2.2   A Need for Change

The adoption of "organisational learning", as a management approach by OD to improve service delivery to line departments and improve organisational learning in the component, was preceded by a number of factors in the development phase of the post-apartheid government 1994, that in turn affected developments in the WCPA as discussed in more detail below:

Figure 4.3: **Micro Organisational Structure of the Directorate Organisation Development (OD)**
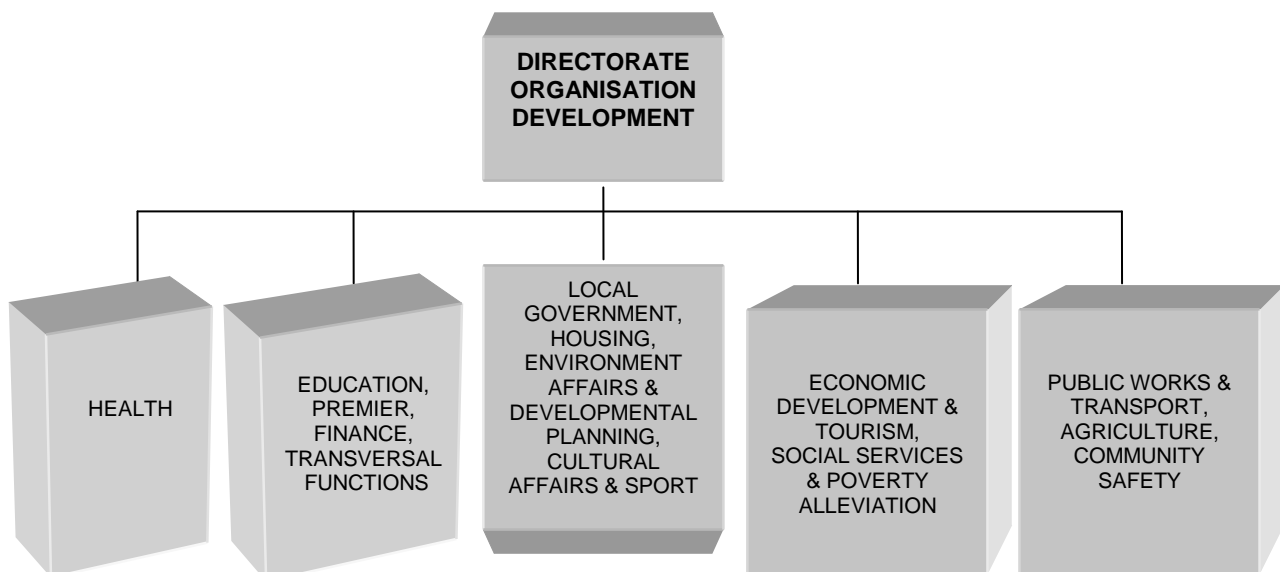
4.2.2.1 Amendments to the Public Service Act 103 of 1994 and the Public Service
Regulation 20117 of 1999

During 1998 the Public Service Laws Amendment Act (Amendment Act), 86 of 1998 (RSA, 1998(d)) made amendments to the role of the Director-General (DG) in relation to the role of heads of departments (RSA, 1999(c-1): 2-3). The Amendment Act, 86 of 1998 made provision that the DG function in a more coordinating role in a province rather than was the case then that heads of departments reported to the DG. The supporting Public Service Regulations, Government Gazette 679, 20117, Volume *409, No. 20117* of 1999 (RSA, 1999(b)) appointed a provincial minister as the "executing authority" (EA) of a Department (RSA, 1999(e)). Previously, this responsibility was vested in the Head of departments (HOD's), who reported to the Director-General (DG) as "chief executive" of a province. This allowed the Minister to assume full responsibility for functions such as organisational matters, post establishment and personnel administration matters (RSA, 1999(c)).

Previously, the DG was responsible for organisational and other matters, as mentioned above, and reported to the Premier of a province. In practice this means that each provincial department could now operate as autonomous entities who reported to a Minister as the EA (RSA, 1999(c-1): 2-4). These provisions of the PRS, 1999 impacted on the role that OD performs in the WCPA, as it means that departments can establish such units in its own entities or alternatively source in the services making the OD component redundant or otherwise having to compete for business with other service providers.

4.2.2.2 The Special Investigations: Cabinet Assignments (SICA), 13 of 1998

The then Premier of the Western Cape employed two financial advisors during 1997 (RSA, 1997(b)) to advise the WCPA i.e. on restructuring and review the effectiveness and efficiency of service delivery in the province. Officials of the then Directorate Management Advisory services were assigned to the two

consultants and assisted with the investigation and reporting on the projects. The SICA investigations were an important because it aimed to always review functions critically and to determine the most effective manner to do it and appoint the right person or service provider to do it. The mandate to improve efficiency and effectiveness is the primary responsibility of OD as well as to advise departments on alternative ways to render services and this made OD aware of the importance of continuing to evolve the way they do business, as the type of service required now is not necessarily the same as required before. OD had to align itself to the new needs of the public service.

4.2.2.3   Robson Report, 1998

The Robson Report, 1998 reiterated the impact of Amendment Act, 86 of 1998 (RSA, 1998(c)) to the WCPA as discussed in section 4.2.2.1. According to Robson, (1998: 20) in paragraph 6.6.3 of this report Robson state that in terms of the amended PSA and PSR, the functions such as personnel administration, financial administration and organisational matters delegated powers should be given to head of departments. In paragraph 6.6.4 Robson (1998: 20) state that the budgetary powers should accompany the delegated powers. In paragraph 6.6.5 Robson (1998: 21) state that although a head of department is responsible for the performance of a department, that function should be performed under the direction and control of a political office bearer, a Minister, who is ultimately accountable to the electorate. The 1998 Robson Report informed the reengineering process of the WCPA and the approval of a new organisational structure during 2002 [(RSA, 2002(b)), (RSA, 2002(d)) and Robson, 2002)]. The threat to OD was that departments could also now establish their own OD components which already with the low availability of staff currently could lead to the knowledge acquired over the years being dispersed and intellectual knowledge lost.

4.2.2.4   Staff retention and skills development.

Workstudy Practitioners, as staff in OD was known, was mainly recruited from the human resource and financial components of the provincial administration. Staff was trained by way of a ten-week course, managed by the then Pretoria Technikon either in Pretoria or in Cape Town, or where training became available. Due to the revamp of the educational framework in this period, the Technikon was not always in a position to render the training due to cost and other factors. Another concern was that the workstudy courses were limited in its application and did not speak to the needs of its clients, that required interventions other than reorganisation and staff establishment matters from the unit.

According to Marco (2008) during the period 1994 to 1999, many workstudy practitioners as in other occupational categories staff took severance packages. This led to severe shortages of experienced and trained staff in OD. During 1997, a recruitment campaign was launched to employ staff from all over South Africa. Still, the component had a vacancy rate of over 50% in this period. A loss of experienced staff also resulted in a loss of institutional memory. Furthermore, workstudy practitioners were sought after personnel by other departments and as there were few promotion opportunities due to the posts not being filled, staff transferred to line departments. These factors compelled the Directorate to look at innovative ways to recruit new and to retain staff.

4.2.3   Case study review: Implementation of "ongoing learning" in OD

The amendment to the PSA and PSR that transferred organisational functions to line departments resulted in pressure being applied to OD to either perform the services that clients needed, or possibly decentralise to departments. The demands for organisational development services *vis-à-vis* "workstudy" services from clients; the increased cost of recruiting and training new staff, the loss of experienced staff through promotions and transfers; and the concomitant loss of institutional memory, required of OD to "reinvent" itself.   To meet those

challenges the OD management made a decision to adopt the "learning organisation" approach (RSA,. 1998(b)).

To give effect to this decision a Strategic Management Framework was developed by the OD management (RSA, 2002(a)). This approach was based on several assumptions *inter alia* that the current way of doing business was not what the clients required or needed. Silos needed to be broken down and cross pollination of knowledge will result in an increase of knowledge and improved service delivery. Best practices had to be developed. An understanding that merely following "traditional" training philosophies will not result in "turning" around the requirements of OD practitioners in the new business environment. "Traditional" training methods were too costly. A real challenge existed therein that decentralisation, of the OD function to line departments, could lead to proliferation of the limited pool of skilled OD practitioners in the public sector and stunt the development of the profession. Decentralisation of the function could mean that consultants might be sourced to perform the function, which, in turn could challenge the existence of the component. Lastly that recruitment and selection practices had to be amended to provide in the need of OD.

4.2.3.1 Implementation of organisational learning

The project was assigned to a task team to be investigated and they needed to make recommendations to the management on how the culture of a "learning organisation" can be introduced. The task team proposed the following steps to management (RSA, 1999 (c); RSA, 1999(d):3; RSA, 2005(e) and Marco, 2008):

- A service level agreement was to be developed and agreed to with clients.

- Develop a communication and marketing plan to market the services of OD.

- Develop a training and development grid that included job specific, generic and computer proficiency training. Facilitation of groups, project management and business writing skills were identified as core training for all staff.

- A project management approach was implemented. Middle managers were appointed as programme managers, while CWO's were designated as project coordinators.

- A Customer care approach was approved. Middle managers were appointed as client managers were

- Middle managers were appointed additional specific portfolios, such as budget, personnel matters, transversal matters, skills development and IT to be the change agents for that portfolios.

- Every Friday morning in a week was dedicated to teams giving feedback on their weekly programme to allow other teams to "learn", as well as to keep all staff informed of events in the component.

- Staff were selected from all the teams and conducted research on various topics that included aspects like project management, team building and information management systems that support organisation development. Staff had to report back in the weekly sessions to ensure information is disseminated and that all learn.

- External subject matter experts in government agencies and departments, where "best practices" occurred, were invited to the weekly sessions to address staff.

- Those ideas were then allocated to different task teams to determine if and how it can be incorporated into the daily functioning of the Directorate.

- Components were advised to make use of the expertise in the various teams when rolling out projects.

The "ongoing learning" intervention did not continue after 2005. Below is an evaluation of the data collection and data evaluation process:

4.2.3.2 Evaluation of the Success of the Implementation of "ongoing learning"

An open-ended and unstructured questionnaire was sent to twelve staff members in the then Directorate Organisational Development who experienced the implementation of the "ongoing learning" approach from the start to the time it was discontinued (see **Appendix 1 for a copy of the Questionnaire**). According to Welman *et al* (2001: 165) open-ended questions are suitable for use in questionnaires in order for participants to formulate their own responses especially in these instances where the opinion and beliefs of the participants are being sought.

Twelve (12) staff members were chosen to receive and complete the questionnaire based on their experience in the OD component and specifically for their experience in implementing the "organisational learning" approach. According to Welman *et al* (2001: 189), a researcher will usually give preference to key informants who because of their position and experience have more information than regular group members have and are able to articulate this information. This in itself provides a primary source of information from direct witnesses who have participated in the event and has first hand experience thereof and to ensure a satisfactory rate of response (Welman *et al.* 2001: 35, 148). This purposive non-probability type of sampling was applied to ensure a sample of people that was representative of the unit of analysis (Welman *et al.* 2001: 63). The purpose of the questionnaire was to determine, primarily from the participant's personal and professional view, why the approach was cancelled and to determine what their assessment is of the initiative launched by the OD management.

Welman *et al.* (2001: 147) list as disadvantages or advantages regarding the use of questionnaires the firstly the low cost and ease of applications. Questionnaires provide anonymity that can provide for more honest responses as well as control over responding in that the researcher is not present to ensure *inter alia* privacy that can lead to incomplete questionnaires being returned which in turn can influence the effectiveness of the study. Furthermore a low response rate can lead

to results being not representative of the targeted group ensuring that the results obtain cannot be applied without additional steps being taken to support the conclusions that are drawn without incurring additional expenses and time constraints being impacted.

Eight people (67%) of the twelve participants selected responded. Six of the eight respondents were middle management and two respondents were from the senior management cadre. The respondents had a hundred and nineteen (119) years combined supervisory/management experience. The responses of the different participants were collated into one answer sheet by grouping similar responses. The grouped responses were then assigned a collective name gathered from the various authors to this mini-thesis as discussed in section 2.3.6 of the literature review in Chapter 2 on organisational learning. The collective conclusions of the questionnaires are depicted in Table 4.1.

Table 4.1: Evaluation of Questionnaire

Question Nr	Element identified by respondents	Number of respondents per element
1 Biographical information such years of experience of participants		
2. In your experience what issues/ concerns led to the introduction of organisational (ongoing) learning in the Directorate?	High staff turn over Shared learning/skills transfer Business reengineering Staff Development	1 4 1 6
3. What value did this intervention have for you in relation to your personal development	Shared learning Value added initiative Alternative to "traditional" training Challenges with regard to change	11 2 1

	management	1
and the manner in which OD rendered services to departments/ or alternatively did the initiative add any value in terms of how OD executed its mandate?		
4. Please provide reasons as to why you think this initiative was not continued.	Low management/sponsor support	6
	Business as usual	2
	Weak communication strategy	1
	No shared vision	1
	Lack of planning	1
	Lack of staff buy-in/change management	5
	No clear role of identification	1
5. What role in your opinion, if any, could any of the following play to ensure either the success or failure of such an initiative? • leadership, • organisational culture, • information technology (IT)	Leadership commitment	8
	Providing a learning and sharing culture	5
	External threats that need to be dealt with	1
	Make "organisational learning" a performance criteria	1
	Information sharing utilising an IT platform is important	7
6. In your opinion is the concept of organisational learning introduced in the Directorate a synonym for training and development?	Organisational learning is different to "training and development"	9
	Organisational learning is the same as "training and development"	1
7. What would you recommend for such and initiative to be a success?	Management commitment	9
	Staff buy in for the initiative should be secured	3

	OL should be institutionalised in the culture of the organisation	5
	Initiative should be thoroughly planned and budgeted for	3
	Setting benchmarks and best practices	2
	There should be a mindset change	1
	There should be monitoring and evaluation	1
8. Additional comment(s):	Improved communication	1
	Staff capacitation	3
	Must be a planned intervention	1
	Establish best practices	3

4.2.3.3 Data Analysis

An inductive approach is followed to analyse the data. According to Welman *et al*. (2001: 29) researchers use the inductive process to start with an individual case and then proceed to a general theory and describes it as a process of building theory and the collection of qualitative data. A theoretical model is developed from the data collected as recommended in Chapter 5, section 5.4. The information obtained through the questionnaire indicates that intent and success are not necessarily inclusive concepts. Secondly staff did obtain benefits such as shared learning opportunities, learning from other organisations and conducting research into improving their services. The respondents identified a lack of staff commitment, low sponsor (senior management) support, a lack of proper planning and that no budget was allocated for the project as issues that impacted negatively on the success of the implementation. These responses are congruent with the findings of the literature review in Chapter 2, section 2.4.1 regarding senior management commitment for success in implementing a learning organisation, which was a recurring theme found throughout the research. To ensure maximum benefits it is imperative *inter alia* high management commitment and support, improved planning and capacitation of staff are primarily required. The researcher

can also conclude that given the right support the initiative could have delivered the benefits the management expected from the implementation of the learning organisation. The summary of the responses reveal:

- Capacity building of staff was the motivation for introducing the management approach of "ongoing learning".

- The highest value the respondents received from this intervention was the opportunity to share learning experiences.

- Low management commitment was the principle reason why the initiative was not sustainable.

- Leadership commitment was regarded as the principle ignition for success or failure of such an intervention.

- Respondents did regard organisational learning as different to training and development.

- Management commitment is required to make such an intervention a success.

- Capacitating staff and developing best practices are characteristics of a learning organisation.

4.3 Summary

The amendments to the Public Service Act, 103 of 1994 (RSA, 1994), as amended by the Public Service Laws Amendment Act, 86 of 1998 (RSA, 1998(d)) and the Public Service Regulations, 20117 of 1999 (RSA, 1999(b)) provided for greater political oversight for a government department, which previously was the domain of professional public servants (Robson 1998: 2). Robson (1998: 2) reported that the then new PSA, 103 of 1994 (RSA, 1994) required a new approach in respect of the relationship between the PAWC and the line departments. The above-mentioned legislation provided specific roles of accountability and service delivery improvement to the Ministers of Provincial Departments as Executive Authority (RSA, 1998(d) and (RSA, 1999(c-1): 2-3). The Special Investigation Cabinet

Assignment (SICA), 13 of 1998 was an initiative to ensure that provincial departments in render their services efficiently and effectively.

PAWC provided support services to line departments, such as human resource management, IT, legal services and management advisory services (OD). OD contributed directly to the improvement of public service delivery by enabling provincial departments to optimise their services to their clients. The role of OD was challenged as legislation allowed departments to establish these functions in their organisational structures. OD instituted various initiatives to reposition itself to ensure that it rendered an effective support service to its clients. Such an initiative was to introduce the management approach of "organisational learning" that introduced a new approach to learning, managing client expectations and competition in a fast changing environment.

The evaluation of the responses received from participants who completed the questionnaire regarding the case study in OD indicated that benefits to staff in the form of shared learning was achieved. A key issue for the initiative not having maximum effect seem to be connected to the fact that no funding was allocated to it and low commitment from senior management.

Chapter 5 will provide a summary of the findings in the previous chapters and will make recommendations to provide guidelines and a proposed model to implement organisational learning successfully in a public service component.

Chapter Five

Summary of the Findings, Conclusions and Recommendations

5.1   Introduction

In his State of the Province Address (SOPA), Western Cape on 16 February 2007, Mr. Ebrahim Rasool, the then Premier of the Western Cape said that "there are challenges in service delivery that must be met, but that it cannot be solved with the same approach that was used successfully thus far; there is no virtue in endless policy and strategy making. The policies and strategies are essentially correct and withstood all challenges and eclipsed all competition. If we are to be successful in the next two-and-a-half years we would have to make some critical transitions. These include the transitions from policy to implementation, from strategy to programmes, from planning to delivery, from compliance to innovation and from caution to leadership" (RSA, 2007(b)).

Chapter 5 contain a synthesis of the previous chapters as discussed in section 5.2, as well as a summary of the main findings and conclusions in section 5.3, and will conclude with the recommendations for implementing a learning organisation in a public sector component in section 5.4.

5.2   A Synthesis of the Preceding Chapters

An inductive approach is followed to analyse the findings of the literature reviews in Chapters 2 and 3 in relation to the findings of the case study as discussed in Chapter 4, section 4.2.3.3. Researchers use the inductive process to start with an individual case and then proceed to a general theory and describes it as a process

of building theory and the collection of qualitative data Welman *et al*. (2001: 29). From the results obtained, a theoretical model can be developed.

Chapter 1 provide *inter alia* the background, a summary of the main concepts uses in the mini-thesis, the purpose, and the research design and methodology of the study. The words of the then Minister of Public Service and Administration, Ms Geraldine Fraser-Moleketi set the background and tone for the rest of the study - "Major challenges continue to face the public service because service delivery is dynamic and continuous - This is in fulfilment of our quest to become a public service that learns from its experiences and lessons - good and bad" (DPSA, 2003).

A qualitative study was applied as the research design as it lends itself to best to studying of groups and organisations and cases (Welman *et al*. (2001: 178). A literature review was used as a non-empirical research methodology to research the concept of the learning organisation in Chapter 2 and the legislative framework in the national government and in the Provincial Government of the Western Cape in Chapter 3. A case study was used as research design in Chapter 4 and focused on the implementation of the learning organisation in the then Directorate Organisation Development (OD) in the then Department of the Provincial Administration Western Cape (PAWC). Welman *et al*. (2001: 182-183) describe the use of case studies as a qualitative method in research with the focus on individuals, groups and institutions as the unit of analysis.

The research methodology includes the study of applicable literature, national and provincial regulatory policies, legislation and service delivery improvement programmes, and other internal documents in OD. In the case a questionnaires was utilised to assess the feelings, understanding and opinions of a selected sample of staff in the Directorate Organisation Development. This purposive non-probability type of sampling was applied to ensure a sample of people that was representative of the unit of analysis (Welman *et al.* 2001: 63). Open-ended and unstructured questions was formulated as the this according to Welman *et al*. (2001: 188) unstructured interviews is utilised to understand how individuals

experience the real life world and thus the questions should be directed *inter alia* at the feelings, experiences and beliefs of the participants. The questions were as open-ended to allow the respondents to formulate their own responses (Welman *et al.* 2001: 165). The purpose of the questionnaire was to determine, primarily from the participant's assessment, why the approach was not continued or, alternatively, to determine what their assessment is of the initiative launched by the OD management. In addition, an unstructured interview was conducted with the former head of the Directorate Organisation Development.

In **Chapter 2** environmental challenges were identified, such as globalisation, the need for economic growth and a concomitant need for new skills and abilities that are driving the need for change to faster, more efficient ways for staff in organisations to learn, assimilate and apply new knowledge and skills. The works of Gerber, Nel and Van Dyk (1999), Mabey and Iles (1994), Tobin (1996), Grobler, Warnich, Carrell, Elbert and Hatfield (2002), as discussed in section 2.2 empirically proved that "traditional" training methodologies are not meeting the needs of organisations to ensure a skilled and competent workforce.

The study on organisational learning in section 2.3 include the works of diverse authors such Senge (1994, 2006), Gun and Anundsen (1996), Flood (2000), Pedlar, Burgoyne and Boydel (1991) Belasen (2000) and Cope (1998). Senge (section 2.3.2) proposed a learning model with five learning disciplines that proposes i*nter alia* that theory, methods and tools are required for people to develop the new skills and capabilities required for deeper learning. Cope focused on the contributions of various authors on the study of organisational learning, including Senge (section 2.3.4). He proposed the Total Integrated Learning Model (TILM) with five disciplines and 10 underlying components supporting them. These works focus on the advantages of the learning organisation inter alia that it provides for faster learning, the sharing of ideas, strong leadership/management support for the intervention to be a success, individual and team learning and the dissemination of information throughout the organisation. Cope strongly advocates that organisational learning on its own is not sustainable but should be supported by

other learning fields such as knowledge management, leadership and management theories.

Research in section 2.4.1 has shown that positive and inspiring leadership can assist in creating the culture for an organisation to learn The roles of leaders include setting of direction, inspiring others to follow, ensuring sponsorship of learning projects, managing culture change and making full use of knowledge management tools to build a learning organisation. To this end Du Brin (2004: 3) describes leadership as "the ability to inspire confidence and support among the people who are needed to achieve organisational goals". Turban *et al.* (2002: 388) identifies knowledge management as intrinsic to support the learning organisation that assist organisations identify, select, organise, disseminate, and transfer important information and expertise that are part of the organisation's memory and that typically reside within the organisation in an unstructured manner".

The works of Gardner *et al.* (1986), Drennan (1992), Robbins and Barnwell (2002) and Robbins *et al.* (2002) focus in section 2.4.2 on the impact of culture on the success of a learning organisation. Drennan (1992: 1, 3-4) describes culture as "how things are done here..." Robbins *et al.* (2002: 398) describes leadership as the most important element to affect cultural change in an organisation. The works of Tobin (1996) and Turban *et al.* (2002) focus on the strategic import ants of applying knowledge management systems and tools to support organisational learning. According to Turban *et al.* (2002: 389-390), Polanyi (1958) identifies tacit and explicit knowledge. Knowledge management as strategic tool is used to share knowledge in the organisation allowing individual and organisation development.

The research has provided empiric evidence from the literature review that the learning organisation does not operate in a vacuum but requires a changing organisation culture because it implies a move away from how organisations have been doing things to a new mindset of how we can improve our learning, assimilation and application of skills and knowledge to maintain the competitive

edge. It interacts with knowledge management with its objectives of managing data and information as a strategic leverage that can be applied to drive and inform change.

Chapter 3 focused on the legislative framework and service delivery programmes on the national level in section 3.2 and specifically in the Western Cape Provincial Government (PGWC) in section 3.3.3. This chapter is focused on the research question of whether the current Chief Directorate Organisation Development in the Department of the Premier can assist other departments in the WCPG to implement organisational learning in their components, as discussed in section 3.3.2.

The Constitution, 108 of 1996 (RSA, 1996) provides the supreme framework outlining the responsibilities between the different spheres of government. DPSA are *inter alia* responsible for the Public Service Act, 103 of 1994 (as amended), the Public Service Regulation, 21951 of 2001 (RSA, 1999(b)) and (RSA, 2001(a)) (as amended)), and the White Paper on Transformation on Human Resource Management in South Africa, (RSA, 1997(a)). DoL is *inter alia* responsible for the Labour Relations Act, 66 of 1995 (Grobler *et al.* 2002) the Skills Development Act, 97 of 1998 (Meyer *et al.* 2004)as well as the National Skills Development Strategy, 2003-2004 (RSA, 2003(c)), ensuring an environment where the responsibilities and roles of the stakeholders are clearly set out and which provides an environment for labour peace and skills development. DoL is one of the stakeholders together with the labour unions in the National Economic Development and Labour Council (NEDLAC) with regard to economic growth in the country. The Public Finance Management Act, 1 of 1999 (RSA, 1999(a)) is there to ensure that organisations have a clear framework from which to ensure they can perform their accountability roles in terms of corporate governance.

Specific national programmes that support service delivery improvement include *inter alia* the *Batho Pele* framework of "putting people first" (RSA, 2005(c). *Batho Pele* is an initiative to improve service delivery in an ever-changing

environment driven by the previous Minister of Public Service and Administration, Mrs Geraldine Fraser-Moleketi. The *Batho* Pele Learning Network introduced several programmes such a Khaedu, Service Delivery Standards and African Public Servants Day to ensure that public services are optimised and benchmarked, and that public servants have an opportunity to interact and learn from one another (DPSA, 2003). The national Human Resource Development Strategy (RSA, 2006(e) seeks to refocus the staff on the critical role of the HRM functions and will move away from the restrictive and little value adding "personnel administration" to "human resource management". The Ten Year Review Plan, (RSA, 2003(b)) reviews government's successes and failures in a progressive manner and makes recommendations on the way forward. The National Skills Development Strategy, 2003-2004 (RSA, 2003(c)) and the South African Human Resource Development Strategy for the Public Service (RSA, 2002-2006(e)), deals with the shortage of skills to drive the needs of business and government. The Accelerated and Shared Growth Initiative for South Africa (ASGISA) 2004 (RSA, 2006(a)) has set itself a target to half unemployment and poverty by 2014. The skills shortage is addressed through the Joint Initiative on Priority Skills Acquisition (JIPSA) (RSA, 2006(b) and 2006(c)).

The Provincial Government of the Western Cape (PGWC) has introduced its growth and development strategy *iKapa Elihlumayo*, or "the growing Cape", with the vision for this new strategy of "a home for all". *iKapa Elihlumayo* identifies eight development priorities to lead the province as set out in the Green paper for Preparing for the 21st Knowledge Economy as the "growing and learning" Cape (RSA, 2000(b)). The various strategies encapsulated in *iKapa Elihlumayo* is integrated within the overarching Provincial Growth and Development Strategy (PGDS) that integrates national, provincial, departmental and local government strategies in one plan (RSA, 2007(a)). The Western Cape Human Resource Development Strategy (RSA, 2006(d)) is aligned with the national Human Resource Development Strategy for the Public Service 2002-2006 (RSA, 2006(e)), and with the aims and priorities of the Joint Initiative on Priority Skills Acquisition (JIPSA*), 2006 (RSA, 2006(b) and 2006(c)).

The reengineered Department of the Premier in the Provincial Government of the Western Cape has positioned itself in terms of its legislative role to ensure coordinated, integrated and holistic public services in the province (RSA, 2005(b)). The Chief Directorate Organisation Development is located within the reengineered Department of the Premier. Therefore, the current functional placement of the Chief Directorate Organisation Development can play an important role not only to support line departments to implement the new strategies, but also to play a pivotal role in the clusters in respect of establishing the WCPG as a learning organisation".

The literature review conducted in Chapter 3 conclusively proved that the national government and the PGWC since 1994 did provide an enabling environment for a learning organisation to be implemented in the public sector through the enacting of progressive laws and various development programmes as discussed above. The functional placement of the Chief Directorate Organisation Development in the Department of the Premier and its role to render organisational development services provides it the best "setting" to support the implementation of organisational learning in the provincial departments in the Western Cape.

Chapter 4 focused on a case study in the then Directorate Organisation Development (OD) within PAWC. OD practitioners supports line departments with management advisory services. This component responded to the challenges it faced from the introduction of new and amended legislation and policies to the changing business needs of clients. To facilitate discussion and provide context this chapter also focuses on the role of OD in the WCPA as discussed in section 4.2.1. OD provided centralised services such as reengineering, process mapping, and facilitation to departments in the WCPA. The Directorate is functionally placed in PAWC, which also provided other centralised functions such as legal, intra-governmental, and corporate services to government departments. The organisational placement of OD and its role to provide organisational development services to department place it in a very influencing role

in the provincial government to assist with the implementation of strategic changes in the province.

In Chapter 4, section 4.2.2, research also focused on the factors that gave rise to the need for change in OD to implement the learning organisation in the component. As discussed in section 4.2.2.1 the Public Service Act 103 of 1994 (RSA, 1994) and the Public Service Regulations, 20117 of 1999 (RSA, 1999(b)) were amended by the Public Service Laws Amendment Act, 86 of 1998 (RSA, 1998(c). The Amendment Act 86 of 1998 focused on the role of the Director-General (DG) in relation to the role of heads of departments (RSA, 1998(d) and (RSA, 1999(c-1): 2-3). The Amendment Act 86 of 1998 made provision that the DG function in a more coordinating role in a province rather than was the case then that heads of departments reported to the DG. The supporting Public Service Regulations, Government Gazette 679, 20117, Volume 409, No. 20117 of 1999 (RSA, 1999(b)) appointed a provincial minister as the "executing authority" (EA) of a Department (RSA, 1999(e)). The amendments also provided for previously centralised functions of human resources, management advisory services and finance management to be decentralised to line departments.

The Special Investigations: Cabinet Assignments (SICA), 13 of 1998, as discussed in section 4.2.2.2 was an initiative by then Western Cape Provincial Administration (WCPA) to advice the province on restructuring and review the effectiveness and efficiency of service delivery in the province (RSA, 1997(b)). This initiative created an awareness in OD that as a component they have to continuously evolve to service the fast changing needs of the departments that it provide organisational development services to. The Robson Report of 1998 (Robson, 1998) focused on the role of the Provincial Administration of the Western Cape in relation to the other departments in the province. This report culminated in the approval of the restructured Department of the Provincial Administration of the Western Cape during 2002 that specifically focused on the coordinating role of the Director General and the Department of the Premier in the Western Cape.

Staff retention and skills development as discussed in section 4.2.2.4, was a huge challenge for OD during this period as staff was shed to other departments due to promotions and transfers. OD staff was trained though a laborious process of sourcing accredited training for WO's from Pretoria. The component was also challenged by the demand for new services from departments that demanded new types of skills and competencies that were required to provide these services.

OD responded to these challenges by introducing a new strategy of organisational learning whereby staff is encouraged to think "outside the box" and the key focus moved from traditional learning methods to staff learning as discussed in section 4.3.1. The Directorate focused on a customer centre approach wherein the middle managers were appointed as client care managers and a team approach was implemented. Specific dates were set where staff were encouraged to exchange ideas and to learn from each other. This implementation of transforming OD into a "learning organisation" was discontinued during 2005.

To determine possible impact of the implementation of the learning organisation on staff of OD, a case study was conducted as discussed in sections 4.2.3.1. A questionnaire was compiled and sent to specific staff members in OD based on their experience in OD and experience learnt through the implementation of the learning organisation. Open-ended and unstructured questions were included in the questionnaire with the aim of allowing the respondents to express their feelings and opinions on the initiative. Results obtained from staff in the component through questionnaires indicated that the initiative was ended *inter alia* through a lack of senior management support, the fact that no budget was allocated for the initiative, and no specific roles were assigned to role-players. The results also indicated that no proper planning was made, and not all staff bought into the strategy.

5.3 Findings and conclusions

The findings and conclusions of the mini-thesis is discussed in the following sections.

5.3.1 The findings of the study conclusively prove that:

- Skills shortages and capacitating of staff are not adequately addressed through "traditional" training and development approaches.

- Organisational learning can assist a public service component to improve the institutional knowledge and service delivery to its customers.

- The literature review identified issues such as planning, management commitment, change management, staff buy-in, leadership, organisational culture and information management as critical ingredients for the successful implementation of a learning organisation in a public sector component.

- The legislative framework at the national government level in the provincial level in the WCPG supports the implementation of a culture of organisational learning in the public sector.

- The case study in OD indicates that without senior management support, a detailed plan and budget, an initiative such as this cannot be successful.

- The current Chief Directorate Organisation Development and its organisational placement in the Department of the Premier are correctly placed to be the agents of change to lead the implementation of the learning organisation in the Departments in the Western Cape Provincial Government.

5.3.2 In conclusion the following characteristics of learning organisations are collated from the works of the different authors who contributed to this study:

i. Strong, committed leadership.

ii. Encourage systems thinking i.e. focus on the big picture.

iii. Departments should have a learning approach to strategy: the entire operations from the strategy, through to implementation and assessment is a structured, learning process. Management's role is that of setting conscious experiments around learning throughout the organisation rather than sets of solutions.

iv. Creating a shared vision amongst all staff.

v. Link organisational learning with the strategic goals of the component.

vi. Promote an organisational culture conducive to change that encourages creativity.

vii. Participative policy-making that involve all stakeholders, which include employees, customers, and suppliers.

viii. Ensure an open line of communication between all levels in the organisation.

ix. Provide enabling structures: Create opportunities for individual and business development. Public sector staff should regard the functions of components as small independent businesses and should strive to operate on the same principles of efficiency, effectiveness and economy like the private sector to improve performance as discussed by Gun and Anundsen (1996) in Chapter 2, section 2.3.6.

x. Inter-component learning: e.g. joint training, research and development and job rotation

xi. Set a learning climate: Managers' task is to facilitate members' experimentation and learning from experience. Senior managers can take the lead by questioning their own ideas, attitudes and actions.

xii. Ensure a match between organisational and individual development.

xiii. Reward flexibility in the remuneration system by rewarding workers most engaged in promoting a learning culture.

xiv. Ensure that the performance system rewards team performance as opposed to individual performance, to encourage team learning.

xv. Create an environment where people can challenge their mental modes, i.e. the deeply ingrained assumptions, generalisations, or even pictures or images that influence how we understand the world and how we take action.

xvi. Ensure that organisational data is turned into useful knowledge quickly and available at the right time and place.

xvii. Gaining a competitive edge by learning faster and working smarter

xviii. Develop a system of theory, systems and tools to assist staff regarding the implementation of the learning organisation.

Figure 5.1 depicts the integrated framework of the national and provincial legislation, policies and programmes as discussed in Chapter 3, Tables 3.1 and 3.5. Section 5.4 will focus on recommending steps that a public sector component can take to become a "learning organisation" as depicted in Table 5.1 and **Figure 5.2.**

There are specific threats regarding the implementation of the learning organisation that departments should be aware of. Firstly there is the bureaucratic nature of government. Secondly resistance to change in the organisation should be well managed. Thirdly the implementation is a short to medium term intervention which means that the initiative can be successfully implemented over a period from 3 to 5 years. It should thus be budgeted for in the Medium Term Expenditure Framework (MTEF) of the department in line with the PFMA, 1 of 1999 (RSA, 1999(a)). The fluidity of government organisational structures in the public sector and the continuous shedding of Head of departments and Ministers can lead to instability in the strategic plans of the organisation. It is therefore important that senior management enable and empower staff to take responsibility for the implementation of the learning organisation so that continuity can be assured.

5.4 Recommendations

Figure 5.2 depicts the theoretical model that is based on four main building blocks. The brown block represents the primary area and focus on the role of leadership and management that entail that a "champion" preferably the head of department or a very senior manager, to lead the change management intervention. This is necessary because as the environment changes the desired state can change, and

therefore management has to adapt to the challenges and communicate it to the change teams. Strong, committed and visionary leadership is required to steer the ship in the right direction. Research in Chapter 2, section 2.4.1 of the literature review of organisational learning has shown that senior management involvement is required for this initiative to be a success.

Green is the second building block and indicates that senior management has to set a vision and strategy in conjunction with all role-players in the organisation. Staff can be galvanised when there is an open line of communication and it therefore the role of management to ensure that all phases of the process are properly communicated and any concerns dealt with in a consultative manner. In other words management must set the tone. The appointment of a dedicated change management team can play an important role here to deal with any tensions in the organisation.

It is also the role of the leadership to provide a budget, and other resources, and the "right" environment wherein the learning organisation can grow as discussed in Chapter 2, Table 2.1 of Pedlar's Model of the Learning Organisation. As discussed in Chapter 3, section 3.2, Table 3.2 the financial management responsibility in the public sector reside in the senior management as per the Public Finance Management Act 1 of 1999 (RSA, 1999(a)). Research has shown that this initiative cannot succeed if a budget is not allocated to it. In the public sector that means that the change initiative has to be in the strategic plan of the department to have a budget allocated to it. This phase may require additional external service providers to assist and provide resources such as software and equipment. All of this has to be planned and budgeted for. The budget can also be seen as a barometer of management commitment because should management not regard the initiative as a priority fewer or no funding will be allocated to it. The reverse applies where management drives and own the process.

The blue building block thirdly represents the support to staff required in the organisation to implement the learning organisation. During this phase staff

training should occur in line with their new roles. IT/knowledge management systems should be put in place to support data management and the recording of best practices.

The red block indicates the fourth and implementation phase, which are the most critical areas for success because this is where management guiding and support is needed most. This phase include continuous monitoring and reviewing throughout the process to ensure that staff does not fall back into old habits of conducting business as usual and that the process continue to be aligned to the planned outcomes. It is important that the organisation sets itself measurable goals to attain whether it is on the right path and whether it is still focused on its goals. The implementation of organisational learning must be linked to the introduction of a new system of performance rewards. Current rewards systems in the public service focus on individual performance whilst the learning organisation focus on team performance as discussed in Chapter 2, section 2.3.2 and Table 2.3.
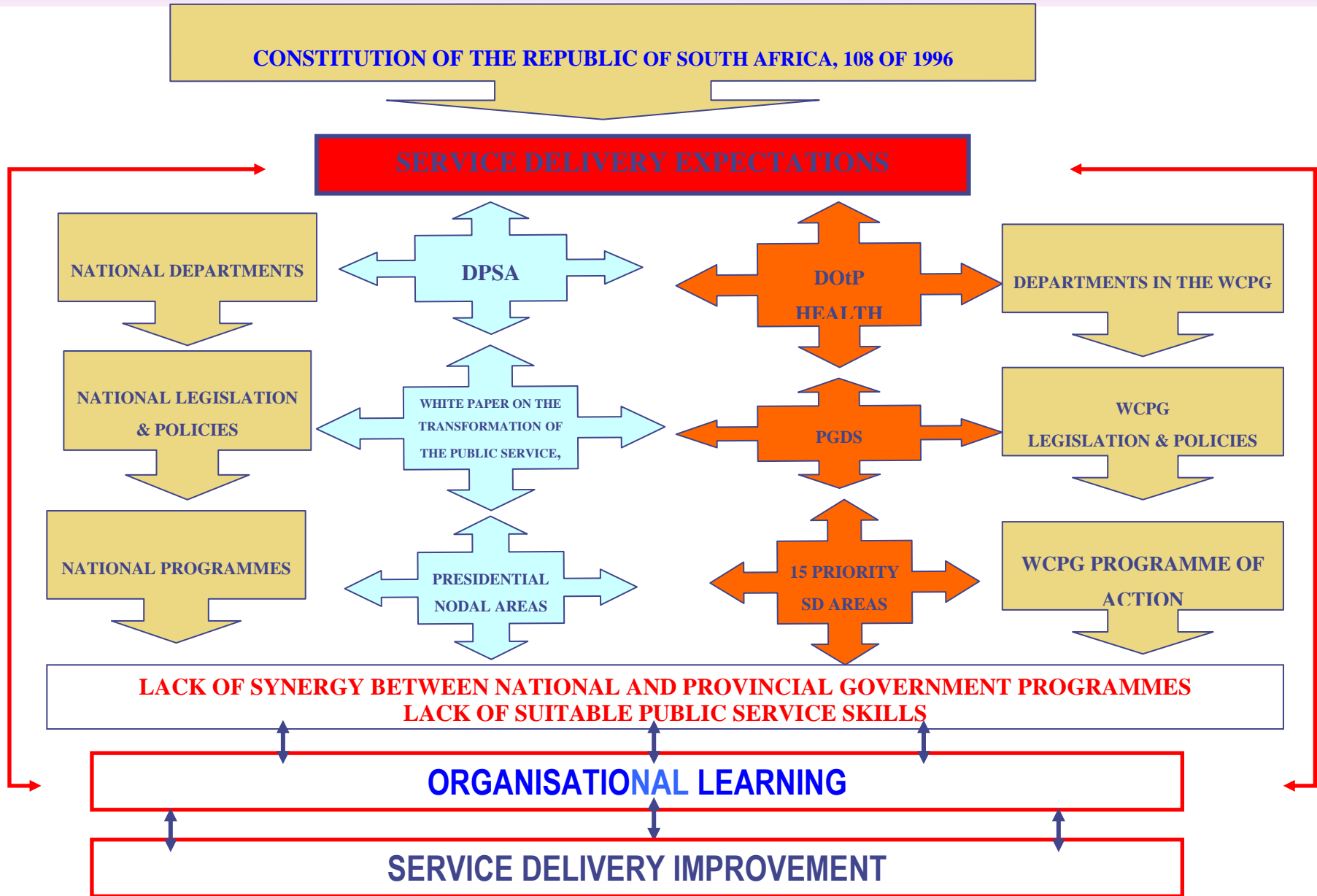
The mustard block indicates that the stakeholders, clients and partners and suppliers must be consulted throughout the process when implementing the learning organisation. This in line with the *Batho Pele* programme of the public service where each department is required to have a Service Delivery Improvement Programme (SDIP) which should be documented and made available to all stakeholders as discussed in Chapter 3, section 3.2, Table 3.3..

The bright orange block represents the desired outcomes and includes *inter alia* improved service delivery, a faster learning organisation, capacitated staff and participative management, which culminates in the yellow block which depicts the desired state for the organisation – "A Learning Organisation". In essence the learning organisation describes an organisation that can continuously reinvent itself to adapt to changing circumstances (Pedlar *et al.* 1991: 1). This means flexibility on the part of the organisation that includes its strategies for service delivery, its budget allocations, organisational structure and human resource allocation.

In line with the discussions in the paragraphs above it is recommended that:

- Public sector components apply the generic theoretical model as depicted in Table 5.1 and Figure 5.2 as guideline for the implementation of the learning organisation, and

- The Chief Directorate Organisation Development due to its role and functional placement in the Department of the Premier could be utilised by departments in the Western Cape Provincial Government to assists them in becoming "learning organisations".

FIGURE 5.1: INTEGRATED FRAMEWORK FOR IMPROVING SERVICE DELIVERY IN SOUTH AFRICA

CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 108 OF 1996

SERVICE DELIVERY EXPECTATIONS

NATIONAL DEPARTMENTS	DPSA	DOtP HEALTH	DEPARTMENTS IN THE WCPG
NATIONAL LEGISLATION & POLICIES	WHITE PAPER ON THE TRANSFORMATION OF THE PUBLIC SERVICE,	PGDS	WCPG LEGISLATION & POLICIES
NATIONAL PROGRAMMES	PRESIDENTIAL NODAL AREAS	15 PRIORITY SD AREAS	WCPG PROGRAMME OF ACTION

LACK OF SYNERGY BETWEEN NATIONAL AND PROVINCIAL GOVERNMENT PROGRAMMES
LACK OF SUITABLE PUBLIC SERVICE SKILLS

ORGANISATIONAL LEARNING

SERVICE DELIVERY IMPROVEMENT

Table 5.1: A Planning Schedule for the Implementation of the Learning Organisation in a Public Sector component

What	Who	When	How	Output(s)/Outcome(s)
PLANNING PHASE - "CHAMPION THE CHANGE"				
Create an enabling environment for change	Head of the Department Senior Management Chief Directorate Organisation Development	In line with the budget and planning cycles of the public service	Review the department's vision, mission and strategic planning in line with the learning organisation approach Appoint a senior manager as "change agent" or "sponsor" of the initiative – this means someone who take high level responsibility for the success for the implementation Allocate a budget to the initiative Appoint a project team leader to manage and report on the intervention	Aligned vision, mission and strategic plan for the department which incorporate the elements of a learning organisation Committed senior management
Ensure the development of a macro project plan for the implementation of	Project Manager Project Teams in the department Chief Directorate	Year 1	Ensure that a project plan is developed with all stakeholders Ensure that project plan is approved Identify the critical change	Approved project plan Map of critical areas for change Appointment of change

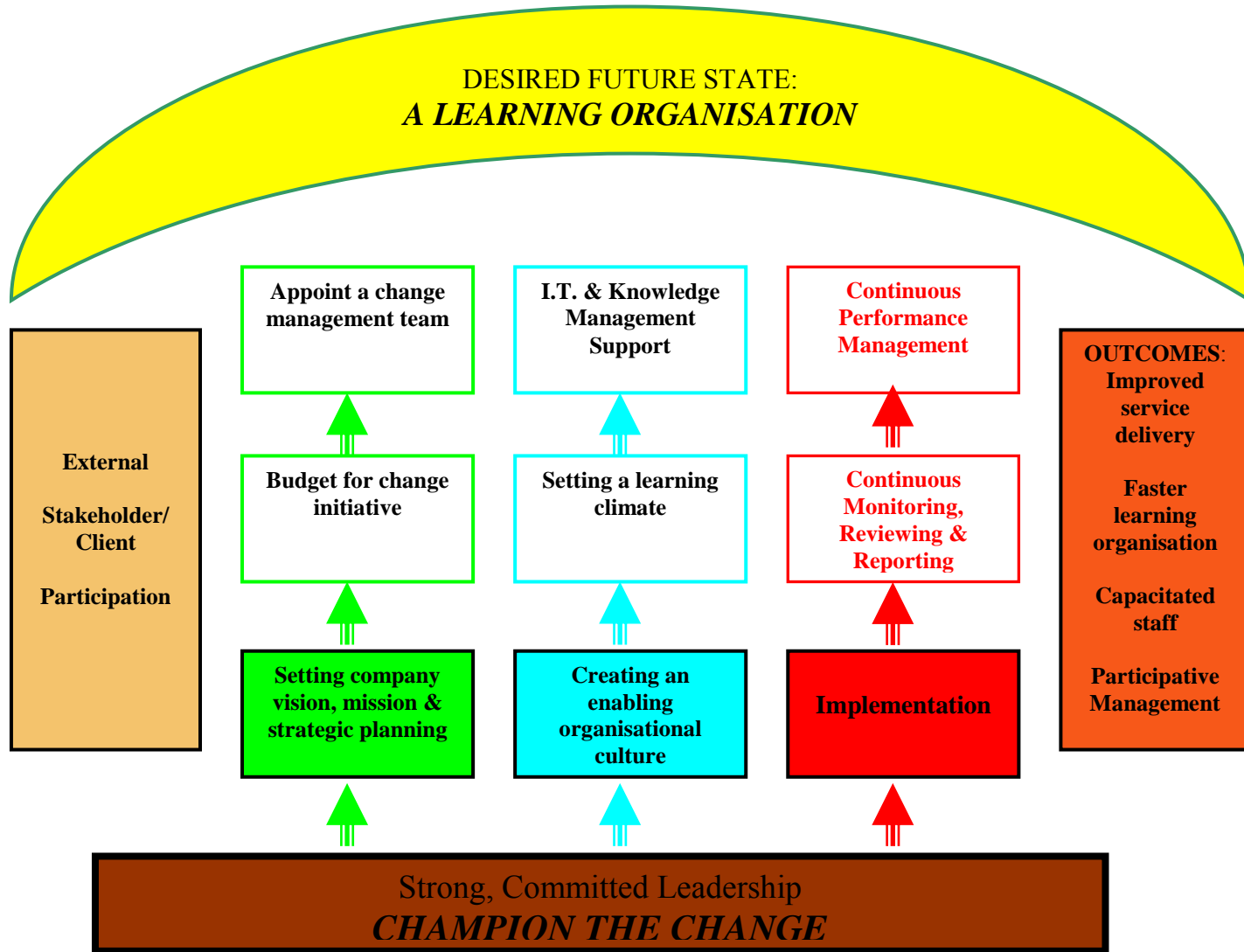| the learning organisation	Organisation Development		management areas Ensure the appointment of change management teams throughout the organisation **Note** The various change management teams will be responsible for the micro project plans for the areas such as the reformed performance appraisal process assigned to them	management teams
Communicate internally to staff and external stakeholders	Manager responsible for communication External service provider to render culture change services Senior management Management Supervisors/ team leaders	Continuous	Develop a communication plan Create shorter communication lines between different levels in the organisation (less bureaucratic) Create the culture for change through the reviewing all internal processes and procedures that can hinder service delivery "Sell" the change management initiative to staff and stakeholders i.e.	Improved communication plan Informed staff, stakeholders communities

			obtain buy-in	
			Creation of platforms for sharing learning experiences and develop best practices	
Capacitation of staff	Change management teams Human Resource Development (HRD) staff	Year 1	Identify the learning gap between staff skills and the need of the learning organisation Plan and implement a HRD plan for change management teams (1st phase) Plan and implement a HRD plan for change management teams (2nd phase)	Consulted skills development plan Capacitated staff to implement the learning organisation
Review all processes sand procedure in departments	Change management teams Managers Supervisors Chief Directorate Organisation Development	Year 2	Assign critical areas to different teams (teams to appoint team leaders on a rotational basis) Teams must report monthly on progress	Integrated operational plans Teams rather than an individual approach to service delivery
Review of staff performance appraisal	Human Resource Management Staff	Year 2	Develop and implement a performance reward system in	Team management in relation to functional silo

systems i.e. the reward system for staff must be based on the desired attitudes and outputs required for the learning organisation to be successful	Project Manager Change Management teams Service provider specialising in outcomes based performance rewards		consultation with staff and stakeholders based on the outcomes of the learning organisation Communicate the new reward system to all staff Ensure the capacitation of staff, supervisors and managers regarding the requirements of the new reward systems Continuously review the reward system to ensure alignment with objectives of the outcomes	management Team evaluation rather than top down management/supervisor appraisals of staff Improved productivity Improved implementation of the reward system
Launch the initiative – celebrate the change management approach	Senior management Project manager Change management teams Staff in the organisation Stakeholders	Year 1 – buy in of all stakeholders and staff a requisite here before the launch	Arrange a launch of the process as a means of celebrating the change and indicating management commitment Announce the various initiatives to all staff and stakeholders of departments	Motivated staff
IMPLEMENTATION PHASE				
Support the initiative	Senior management	Year 3 – start of	Develop an implement a central	Motivated staff

with a strong knowledge management and information management system support systems	Change management staff Project leader Information & knowledge management staff	financial year	repository for the capture of all information regarding the various change management initiatives All change management teams to meet on a monthly basis to share experiences All change management teams to report quarterly on experiences All records of change management initiatives should be recorded in the central repository Develop and implement an electronic database accessible to all staff to support the recording of information	Implemented knowledge and information management systems Best practice development
Reporting	Project Manager	Monthly as per the project plan as from Year 1	Implement reporting schedules and timetables Senior management must provide continuous feedback on the reports received to change management teams Change management teams should	Timeous reports Informed staff

			have at least one two weekly engagements with management, supervisors and staff of the various components	
Monitoring and evaluation (M&E)	Component responsible for the function Chief Directorate Organisation Development	Quarterly as from Year 1	Implement an M&E plan for the department with the various elements for each component Communicate M&E standards effectively to all components Conduct quarterly reviews Recommend corrective plans in consultation with components Ensure the implementation of corrective plans	A department aligned with the service delivery needs of the public Continuous evaluation of business processes

FIGURE 5.2: PROPOSED THEORATICAL MODEL TO IMPLEMENT ORGANISATIONAL LEARNING FOR PUBLIC SERVICECE COMPONENTS

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QUESTIONNAIRE: MASTERS THESIS FOR ORGANISATIONAL LEARNING
SEPTEMBER 2008

** see comment at the bottom of the page

BACKGROUND:

The then Directorate Organisation Development in the then Department of Provincial Administration Western Cape initiated a programme of "organisational (**ongoing**) learning" to:

- Assist staff to learn from one another,
- Develop best practices,
- Learn from other organisations, and
- Create an electronic database of best practices that can facilitate learning.

Staff engaged weekly and monthly where experiences were shared. This initiative to improve the components services to the provincial Departments in the Western Cape was terminated during 2005. The **purpose** of this questionnaire is to:

- Determine how the selected participants at that time experienced this initiative,
- Can provide insight as to what reasons they can provide that led to the introduction of this initiative,
- What are the participants perception are of the reasons as to why this initiative was not continued, and
- From their experience what steps do they think would they recommend for such an initiative to be a success?

QUESTIONNAIRE

SURNAME AND INITIALS:

POSITION:

DEPARTMENT: Department of the Provincial Administration Western Cape

COMPONENT: Organisation Development

1. Please provide a brief synopsis of your experience in the public service.

Salary level	1-8		9-12			SMS
Years experience in public service	0-1 YEAR	2-3 YEARS	4-6 YEARS	7-10 YEARS		10+
Years managerial / supervisory experience in public service						
Occupational area e.g. HR, finance, OD, education, welfare						

2. In your experience what issues/ concerns led to the introduction of organisational (ongoing) learning in the Directorate?

3. What value did this intervention have for you in terms of learning/ alternatively do you feel that the initiative did add any value to your own development or that of the component?

4.   Please provide reasons as to why you think this initiative was not continued.

5.   What role in your opinion, if any, could any of the following play to ensure either the success or failure of such an initiative?

- leadership,
- organisational culture,
- information technology (IT)

6.   In your opinion is the concept of organisational learning introduced in the directorate a synonym for training and development?

7.   What would you recommend for such an initiative to be a success?

8.   Additional comment (s):