

ALIGNMENT OF THE  
EMERGING MANAGEMENT  
DEVELOPMENT  
PROGRAMME (EMDP) TO  
THE HUMAN RESOURCE  
DEVELOPMENT STRATEGY  
FOR THE SOUTH AFRICAN  
PUBLIC SERVICE

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Lekau Godfrey Boshomane

**Student no. 37857045**

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**SUPERVISOR: PROF D J BRYNARD**

**CO-SUPERVISOR: MS A BARNES**

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## **DEDICATION**

To my wife Bella, daughter Noli and son Marumo for understanding and support as well as showing an interest in the scholarly discourse. You have indeed demonstrated resilience in the midst of adversity. South Africa is seen as one of the most promising emerging economies by the World bank today and is offering a unique combination of highly developed first world economic infrastructure with a vibrant emerging economy. Therefore, to daughter and son, Noli and Marumo respectively, I say go on and seize the economic moment, for the future is in your hand.

To my supervisor, Prof. DJ Brynard, thank you very much for your patience, understanding, and hardwork. May God bless you and your family. Your intellectualism has enriched me in more ways than one. To my co-supervisor, Ms. A Barnes, thank you as well for your contribution to the final product as it has been immensely enriched.

This document serves as point of departure to all educational practitioners and intellectuals to engage in robust debate about the implementation of the Human Resource Strategy for South Africa through the engagement of emerging middle managers within the Public Service as pillars for contributing to a better life.

## **ACKNOWLEDGEMENT**

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My wife Bella has been, always, my pillar, my joy and my guiding light, and I thank her. To my children, Inolofatseng and Marumo please do not give up on your dreams.

## DECLARATION

I declare that "Alignment of the Emerging Management Development Programme (EMDP) to the Human Resource Development Strategy for the South African Public Service" is my own work and all the resources that I have used or quoted have been indicated and acknowledged by means of complete references.

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SIGNATURE

(MR. L.G BOSHOMANE)

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DATE

## Summary

The focus of this research is to understand the relevance of the Human Resource Development Strategy for the functioning of South African Public Service and its implications for the Emerging Management Development Programme (EMDP).

One of the main challenges of the Human Resource Development Strategy (HRDS) is its translation into well designed training programmes that are aligned with the goals and objectives of the strategy. The Emerging Management Development Programme (EMDP) is meant to be the translation and interpretation of the HRDS for public sector training and development on emerging management level.

The intention of this study is to evaluate, analyse and understand the alignment of the EMDP with the Human Resource Development Strategy for the South African public service and subsequently suggest proposals for the possible improvement of emerging middle management development.

The objectives of the research will be stated in the form of two critical questions:

- What are the main directives in the Human Resource Development Strategy for the Public Service regarding management development in general, and the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular?
- How does the design and development of the current EMDP meet the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service?

The research methodology applied in this study, is a qualitative research approach. This approach focuses on phenomena that occur in natural settings, i.e. in the real world and involve studying those phenomena in all of their complexity which is used to gather data. This data is preserved in descriptive narratives. A qualitative research approach also uses mainly the constructivist-interpretive perspective.

The key finding is that as much as the EMDP is comprehensive, it is however not yet aligned with the Human Resource Development Strategy of the South African Public Service. The recommendation is that the conversion of the objectives of HRDS-SA into the learning outcomes of the EMDP in order to provide a framework for a comprehensive base of competencies that inform the curriculum of the EMDP is important. This will ensure that the learners are able to benefit from a multitude of skills development activities in the programme and, in so doing, render them more purposeful to improve their impact on the skills challenges of the country.

Key terms:

Curriculum; alignment; emerging management development; human resources strategy; public service; strategic priorities; labour market needs; training programme design; assessment forms; learning outcomes; teaching and learning strategies; philosophical and organisational underpinnings.

### ***Table of Acronyms***

|          |   |
|----------|---|
| AG       | Auditor General   |
| ASGI-SA  | Accelerated and Shared Growth Initiative for South Africa |
| DPSA     | Department of Public Service and Administration           |
| EMDP     | Emerging Management Development Programme                 |
| ETQA     | Education and Training Quality Assurance                  |
| FET      | Further Education and Training                            |
| HEI      | Higher Education Institutes                               |
| HRDS     | The Human Resource Development Strategy for South Africa  |
| HRP      | Human Resources Plan                                      |
| HSRC     | Human Science Research Council                            |
| ICT      | Information Communication Technology                      |
| IDASA    | Institute for Democracy in South Africa                   |
| IMDP     | Integrated Management Development Programme               |
| JIPSA    | Joint Initiative for Priority Skills Acquisition          |
| LF       | Learning Framework  |
| LM & IDF | Learning Methodology and Instructional Design Framework   |
| LOGOLA   | Local Government and Leadership Academy                   |
| MINCOM   | Ministerial Committee                                     |
| MIP      | Massified Induction Programme                             |
| MMS      | Middle Management Services Competency Framework           |
| NQF      | National Qualifications Framework                         |
| NSB      | National Standard Bodies                                  |
| NSF      | National Skills Fund                                      |
| NT       | National Treasury   |
| OD       | Organizational development                                |
| PAJA     | Promotion of Administrative Justice Act of 2000           |

|        |   |
|--------|---|
| PALAMA | Public Administration Leadership and Management Academy |
| PMFA   | Public Management Finance Act                           |
| PMS    | Performance Management System                           |
| PMU    | Project Management Unit                                 |
| PSC    | Public Service Commission                               |
| PSETA  | Public Sector Education and Training Authority          |
| PTDs   | Person Training Days                                    |
| QA     | Quality Assurance                                       |
| QIM    | Quality Improvement Manual                              |
| SALGA  | South African Local Government Association              |
| SAQA   | South African Qualifications Authority                  |
| SCM    | Supply Chain Management Practices                       |
| SETA   | Sector Education and Training Authority                 |
| SGB    | Standard Generating Bodies                              |
| SMS    | Senior Management Services                              |
| SONA   | President's State of Nation Address                     |
| TQM    | Total Quality Management                                |
| WSP    | Workplace Skills Plan                                   |
| WSP    | Employment Equity Plan                                  |



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# **CHAPTER 1**

## **General orientation**

### **1.1 Introduction**

The fundamental thrust of this dissertation is the strategic alignment of the Emerging Management Development Programme (EMDP) to the Human Resource Development Strategy for the South African Public Service. The intent of this chapter is to set out the nature and scope of the dissertation as well as to outline its structure. The background and rationale, which set the tone of the dissertation, are presented in this chapter and so are the problem statement and the hypothesis. Key concepts are expounded, though brief but dealt with in more detail later on in the dissertation. The nature of the research and the associated research questions are also described in this chapter. Apart from the aforesaid matters, the purpose and significance of the topic of the dissertation are also presented.

In this chapter, broad ideas and notions about the purpose, development and implementation of the emerging management development dispensation within the Public Service are also dealt with. An explanation of the research problems/questions, objectives, and scope of study, research design, research methodology, conceptual issues and problems encountered is also provided. In conclusion, an exposition of the chapters of the dissertation is also provided for.

### **1.2 Background and rationale to the study**

The background and rationale to the study will now be explained briefly.

#### **1.2.1 Background to the study**

The EMDP is part of the Integrated Management Development Programme (IMDP) offered by the Public Administration Leadership and Management Academy (PALAMA) and it comprises of four core management development programmes, of which the first is, the Foundation Management Development Programme (FMDP) for first line supervisors on salary levels 3-5 (see figure 1 below). The main objective of this programme is to introduce sound management principles to first line supervisors, in order to “grow” good managers for the future. The second programme is the Emerging Management Development Programme (EMDP) for emerging middle managers on salary levels 6-8 whose main objective is to assist the leaders of the future to spread their wings in the management arena. The third programme is the Advanced Management Development Programme (AMDP) for middle managers on salary levels 9-12 whose main objective is to provide middle managers with cutting-edge competencies and to prepare them for the challenges of the Senior Management Services (SMS). The fourth programme is the Executive Development Programme (EDP) for senior managers on salary levels 13-16 whose main objective is to equip the new leadership with functional competence within a particular area of work, as well as being able to understand the bigger picture – a leadership that embraces a value system that underpins its actions and that will contribute to the accelerated transformation of this country. The expected impact of the mentioned programmes is demonstrated in the figure below:

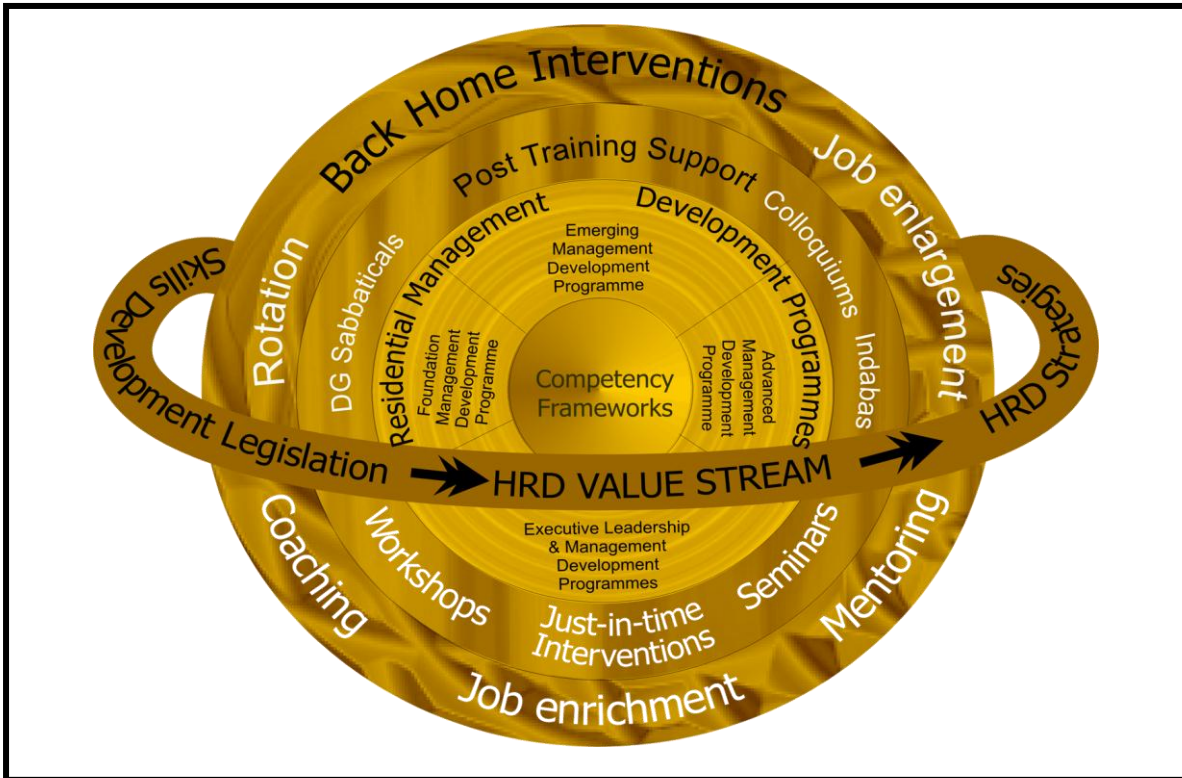


Figure 1: Integrated Management Development Programme (IMDP) – PALAMA: 2003

### 1.2.2 Rationale to the study

The Public Administration Leadership and Management Academy (PALAMA) has been offering the EMDP as part of its strategy to harness leaders of the future to reach their full potential in the workplace within various government departments. Part of the learning modules of the EMDP entails workplace knowledge, skills and values, a transfer of which should be informed by the Human Resource Development Strategy for the South African Public Service. The Emerging Management Development Programme (EMDP) came about as a result of the findings of a training needs analysis. The findings of this needs analysis have indicated that the EMDP lacked management support and involvement to enable the successful transfer of learning to the actual workplace of various government departments.

The EMDP is at the core of public sector training and should be aligned to the Human Resource Development Strategy. The EMDP is part of the IMDP model (see figure 1 above) and the management and leadership competencies as espoused by the Human Resource Development Strategy. The emerging middle managers are key role players in terms of sustaining the future management capacity of the public sector and hence the view that the EMDP is at the core of the public sector training. The philosophy, objective, process and content of integrating the EMDP as part of the Human Resource Development Strategy for the South African Public Service thus serves as a focal point for this study.

### 1.3 Problem statement and hypothesis

The alignment of the EMDP with the Human Resource Development Strategy for the Public Service should be seen within the context of middle managers being able to act as a bridge between the strategic level and the operational level. It should also be seen as feeding ideas up and down within the management structure; being both efficient and effective, doing things right while constantly improving and innovating;

managing complexity through planning, budgeting, organizing, resourcing, controlling and problem solving and managing change through setting a direction, alignment, motivating and inspiring people. In recent years South Africa has witnessed a burgeoning of interest in the development of managerial skills, and in particular, for the emerging managers within the public sector. The Department of Public Service and Administration (DPSA) indicated in July 2009 that there are 106 497 emerging managers in the public sector but the majority of these managers are not always absorbed into strategic positions (DPSA-Bua News: 2009:11).

According to Boon (2007:147), the thrust of interactive leadership is to develop each individual by demanding accountability and leadership of him/herself, his/her peers and his/her own leaders. The development of emerging managers towards a leadership position within the Public Service concurs with what Boon has articulated above.

To this end, the human resources plan, workplace skills plan, employment equity plan, succession planning, performance management system, career management/development, talent management and retention strategies either do not exist or are not sufficiently linked and integrated with the EMDP albeit dealt with in the other programmes of the IMDP model.

One of the objectives of the EMDP is that it must ensure a pipeline for future leaders and this can only happen if the EMDP is aligned properly with the Human Resource Development Strategy (HRDS). A lack of organizational culture (ethos, philosophies, values and principles) within government departments which potentially allows for a career trajectory that supports the application of the newly acquired knowledge and skills at middle management level makes it almost impossible for the sustenance of life-long learning through middle management advancement interventions. Thus, the imperatives of the HRDS could be facilitated by the EMDP's intervention in playing a significant role in the transformation of leadership and management education and training in this country.

An analysis of the modules of the EMDP indicate that the modules cover issues like "the public affairs in context"; "problem analysis and decision-making"; "self management"; "customer care"; "supervisory management", "organisational communication effectiveness" as well as "quality assurance". The curriculum falls short of addressing the issues around the eradication of poverty and unemployment; promotion of justice and social cohesion as well as the improvement of national economic growth and development which are enshrined as goals in the Human Resource Development Strategy for South Africa (HRD Strategy for South Africa: 2009/10 to 2013/14:2).

An analysis of research done by Coetzer (2006:99) on the impact of the Emerging Management Development Programme (EMDP) did not in any way address the strategic alignment of the EMDP offered by PALAMA with the Human Resource Development Strategy for South Africa. Coetzer's research only dealt with the EMDP in terms of the knowledge of learners. A cursory scan of various programmes currently offered by Universities and Universities of Technology indicates that none of the programmes on leadership and management development have addressed the strategic alignment with the Human Resource Development Strategy for South Africa. Most of these programmes dealt with issues such as rewards, career paths, management and leadership.

According to the HSRC Review of 2007, there are "...several HRD problems [that] are expressions of highly contradictory and disconnected interactions between institutions". This statement describes the gap between what education institutions (generally responsible for human resource education) generate and what the labour market needs (HSRC Review, 2007:12).

The statement of the research problem would therefore be: “the misalignment of the Emerging Management Development Programme (EMDP) to the Human Resource Development Strategy for the South African Public Service is detrimental to the future career advancement of emerging managers within the government departments of South Africa”.

#### **1.4 The objective of the research**

Effective human resource development is vital to develop the economy, reduce poverty and increase employment. South Africa needs responsive, robust and integrated human resource planning to sustain short-term initiatives such as Accelerated and Shared Growth Initiative of South Africa (AsgiSA) and Joint Initiative for Priority Skills Acquisition (Jipsa), and longer-term initiatives. The Human Resource Development Strategy for South Africa (2010–2030) originates from the mandates given to the Minister of Education by Cabinet in 2005, the Cabinet Lekgotla recommendation of July 2007 and July 2008, and the 2008 Economic Cluster Programme of Action.

The strategy is an amalgam of carefully specified indicators and targets, and the task of the sub-committee will be to monitor the achievement of these targets. Quarterly reports will be prepared to guide implementation and suggest remedial action where required. An annual report will serve as a key accountability mechanism for the strategy. A major review, based on systematic evaluation studies and impact assessments, will be conducted every five years.

After wide consultation with government departments and private bodies, the decision was made to locate the primary institution for human resource coordination as a sub-committee of Cabinet’s Investment and Employment Cluster. The Director Generals in the Economic Cluster will report to the sub-committee. The support unit for the sub-committee will be located in the Department of Education, where it will have the requisite capacity to implement the day to day activities arising from the stewardship and coordination.

The focus of this research is to understand the relevance of the Human Resource Development Strategy for the functioning of South African Public Service and its implications for the Emerging Management Development Programme (EMDP). This focus was selected as an area of focus to address the strategic HRD priorities of the Public Service in order to link the:

- middle management development needs directly with the improvement of the delivery of quality service to the citizenry;
- management development role with addressing the challenges of a developmental state;
- management development contribution with the transformation of society;
- management development contribution with reduction in poverty and unemployment;
- management development contribution with the promotion of justice and social cohesion; and
- management development contribution with the improvement of national economic growth and development.

According to Wessels and Pauw (1999:365), research in Public Administration is something different from general survey research. It is an attempt to contribute to valid scientific statements about Public Administration; in other words to contribute to a body of knowledge of Public Administration. The key

question in this regard is what constitutes the truthful knowledge of Public Administration. Perry and Kraemer (1986:215) formulate a definition in respect of a research objective as a concern about the degree to which research is adding to a variable knowledge base that we can use to improve Public Administration as an applied science.

According to Mouton (1996:101), the research objective or purpose gives a broad indication of what the researchers wish to achieve in their research. In this study, the intention is to evaluate, analyse and understand the alignment of the EMDP with the Human Resource Development Strategy for the South African public service and subsequently suggest proposals for the possible improvement of emerging middle management development.

The objectives of the research will be stated in the form of two critical questions:

- What are the main directives in the Human Resource Development Strategy for the Public Service regarding management development in general, and the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular?
- How does the design and development of the current EMDP meet the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service?

The units of analysis in this research study will predominantly be the Human Resource Development Strategy for the Public Service and the Emerging Management Development Programme (EMDP) whilst the unit of observation would be official documents.

Therefore, the purpose of the research is to understand the implications of the Human Resource Development Strategy for the content and the nature of the Emerging Management Development Programme (EMDP).

### **1.5 Motivation for the research**

The erstwhile South African Management Development Institute (SAMDI) was reconstituted in 2007 in response to a Cabinet decision. As part of this transformation process, a Public Service Academy called the Public Administration Leadership and Management Academy (PALAMA) was officially established in August, 2008. PALAMA is a government department responsible for public sector training and is aligned with the Department of Public Service Administration (DPSA) Strategic Framework on the Development of Human Resources in the Public Service. PALAMA provides training interventions addressing the management of people, finances, projects, service orientation, information, research and writing skills, among others, to public servants in cooperation with provincial academies (DPSA's Annual Report, 2009/10: 62).

PALAMA's primary objective is to foster and co-ordinate the delivery of training in leadership and management on a meaningful scale, which advances the common ethos and values of a professional Public Service in a developmental state. PALAMA is grounded in three underlying principles: (i) it will act as a facilitator of training, (ii) it will collaborate and not compete with other service providers, and (iii) it will massify (provide on large scale) the delivery of training interventions. The two key deliverables for the Academy are to heighten and improve the quality of management development training for senior Public Service executives and massify the provision of training to junior and middle managers. All of this is



geared towards creating a Public Service directed towards learning and service delivery. The goal of PALAMA is to foster and co-ordinate the effective and efficient delivery of training and capacity building programmes aligned to the Human Resource Development (HRD) framework for the Public Service. This training and capacity building programmes are focused on practical management skills for a developmental state and are under-pinned by a common ethos and the values required for a professional Public Service (Budget vote speech by the then Public Service and Administration Minister, Hon. M.R Baloyi in the National Assembly 20/04/2010).

PALAMA's management development training interventions are targeted at three levels, namely: junior managers, middle managers and senior managers. The Emerging Management Development Programme (EMDP) targets emerging middle managers on salary levels 6-8 and functional specialists who manage performance indicators such as people and budgets. The purpose of the programme is to lay a solid foundation of generic management skills for the middle manager to perform their roles and responsibilities within the Public Service.

According to PALAMA's Strategic Plan (2007/08 – 2009/10:8), one of the key outcomes of PALAMA is to provide quality and customized training and development to the Public Service. This is to ensure increased capacity for service delivery and the implementation of government initiatives aligned to the national HRD priorities. There is therefore a need for the continuous review of the different components of the training cycle, namely, planning, design, development, provisioning and evaluation of training interventions to ensure that the outcomes and intended outputs are meaningfully realized. This research focuses on one component of the training cycle, namely the design and development of a particular learning programme called the EMDP. The reason being that this training is the critical phase of the training cycle in which the programmes can be reviewed after a full scale implementation and evaluation. This study will identify the gaps and provide proposals regarding the strategic alignment (of the design and development) of the Emerging Management Development Programme (EMDP) to the Human Resource Development Strategy for the Public Service.

It is essential that the mission-critical activities contained in this strategy (HRDS) are effectively and efficiently implemented. Failure to do so will subvert the potential success of the entire strategy. In as far as the EMDP is concerned, it is supposed to be underpinned by the following principles of the Learning Framework for the Public Service: integration, clarity and coherence, quality, redress and equity, and mobility, portability and progression (PALAMA Learning Framework Report, 2008:2). The Learning Framework is supposed to primarily focus on the provision of training on the transversal and functional learning areas for the emerging managers within the Public Service. The alignment of the principles of the Learning Framework with the principles of the Human Resource Development Strategy for the South African Public Service will be investigated.

The Learning Framework with which the EMDP has to be aligned to bring together on one grid an understanding of the relationship between the three broad competency types (generic, functional and sectoral), the competency clusters (such as "managing information and knowledge") and the levels of achievement that a public sector manager can perform on each competence (such as basic or intermediate) and which are linked to the levels of the National Qualifications Framework. The integrated learning framework provides a clear and explicit learning pathway for the progression of public servants in general and managers in particular (PALAMA Learning Framework Report, 2008:3).

The EMDP is also located across the different competency clusters on the learning framework and also provides a process map that identifies the critical phase in the development and implementation of the learning framework for the Public Service going forward. According to Robbins (2005: 247), the quality of an organisation's workforce is largely a result of the people it hires. If a department hires new employees with inadequate skills, for instance, then the work performance of these employees is likely to suffer regardless of management's efforts to provide motivation and leadership, create effective groups, or design challenging jobs. The same argument applies for the hiring of emerging and/or middle managers. The training and development of emerging managers which the EMDP seeks to achieve, should consider career development, among others, as part of its capacity building strategy. According to Robbins (2005: 253), few human resources issues have changed as much in the past decade or two as the role of the organization in its employees' careers. It has gone from paternalism in which the organization took nearly complete responsibility for managing its careers to supporting individuals as they take personal responsibility for their future.

Kaplan and Norton (1998:16) indicate that strategy is a process that is constantly evolving in that the implementers of the strategy must be able to integrate the organizational principles into a more effective and efficient management system that respects the differences between strategy and operations yet incorporate them in a powerful way. This assertion by Kaplan and Norton implies that the alignment of the EMDP with the Human Resource Development Strategy should integrate government principles such as access, redress, courtesy, transparency, communication, accountability, value for money, consultation and the setting of service standards as part of the effective and efficient management system with the design of the EMDP.

## **1.6 Scope of research**

The scope of the research will be explained in terms of the time dimension, hierarchical dimension, and geographical dimension.

### **1.6.1 Time dimension**

The scope of the dissertation covers the period from the inception of the EMDP in 2003 to 2008 when it was reviewed for programme approval/accreditation purposes. The review of the EMDP during this period did not do so with regard to the area of the Human Resource Development Strategy of South African Public Service. For the purposes of this study, time dimension uses the cross sectional approach for the purpose of needing to know about something (in this case, the EMDP and HRDS) at one point in time and how many people (emerging middle managers) examined at the same period in time. The aim is to arrive at a particular finding.

### **1.6.2 Hierarchical dimension**

This process of categorization, abstraction, and generalization in order to develop an understanding of hierarchical meaning relations and to determine which of the criteria used are the most significant in relation to defining the difference. The Relationship between for example, Dimension 1 + 2 and Dimension 3 are then determined. This research focuses on one component of the training cycle, namely the design and development of a learning programme known as the EMDP and the HRDS. The EMDP represents a critical phase of the training cycle in which the programmes can be reviewed after a full scale implementation and evaluation exercise. In terms of hierarchy, the EMDP is part of the Integrated Management Development Programme (IMDP) offered by the Public Administration Leadership and

Management Academy (PALAMA) and its target group is emerging middle managers on salary levels 6-8. The main objective of the EMDP is to assist the leaders of the future to spread their wings in the management arena. Also in terms of hierarchy, PALAMA is a government department responsible for public sector training and is aligned with the Department of Public Service Administration (DPSA) Strategic Framework on the Development of Human Resources in the Public Service. PALAMA's primary objective is to foster and co-ordinate the delivery of training in leadership and management on a meaningful scale, which advances the common ethos and values of a professional Public Service in a developmental state.

### **1.6.3 Geographical dimension**

It is only through concerted efforts in HRD throughout the country as a whole that South Africa can create suitable foundations for institutional and corporate missions in all skills development landscapes. The urgency of the challenges, priorities and the importance of the outcomes we seek to achieve, oblige us as South Africans to forge a social compact which will promote demand-driven HRD in the country. The geographical dimension of this research was selected as an area of focus to address the strategic HRD priorities of the Public Service. It refers to the geographic area covered by the research object, namely, PALAMA and its clientele (government departments). PALAMA is currently based in Gauteng (National Office in Pretoria) and is better positioned as a national strategic response to human resource development challenges of the Public Service. To this end, provinces and local governments also benefit from the EMDP offered by PALAMA.

## **1.7 Research methods and design**

The method adopted in this dissertation is a qualitative research approach. It has a series of systematic procedures, which along with the simultaneous processes of data collection and analysis, lead to the development of derived grounded theory. The qualitative research approach focuses on both the Emerging Management Development Programme (EMDP) and the Human Resource Development Strategy for the South African Public Service. Both these documents as well as previous reviews will be studied to give support to the findings and proposals based on empirical evidence.

The following subheadings will focus on the research methodology, population, sample selection and data collection as part of its research methods and design approach.

### **1.7.1 Research methodology**

In this research, a qualitative research approach is used to gather data. This qualitative research approach was chosen to firstly address normative and ontological questions and lastly to foster skills development and reflexivity. According to Thompson (1994:141), qualitative research is loosely defined as a collection of approaches of enquiry, all of which rely on verbal, visual, tactile, auditory, olfactory and gustatory data. This data is preserved in descriptive narratives like notes, recordings or other transcriptions from audio and videotapes, other written records, and pictures or films. All qualitative approaches have two things in common. Firstly, they focus on phenomena that occur in natural settings, i.e. in the real world and secondly, they involve studying those phenomena in all of their complexity (Leedy & Ormrod, 2001:147).

It is also a qualitative study that uses mainly the constructivist-interpretive perspective. According to Denzil and Lincoln (1998:221-222), the aim of the constructivist-interpretivist's perspective is grasping or understanding the construction and interpretation of the social phenomena. As reality is relative and

multiple, knowledge is therefore socially constructed. In order to understand the world of meaning, one must interpret it.

According to Mouton (1996:47), constructivism is the doctrine that complex mental structures are neither innate nor passively derived from experience, but are actively constructed in the mind. The social research aims to generate knowledge about the social world and in this case, the middle management environment and the South African Public Service. In the final instance, all research is aimed at an improved understanding by describing, explaining and evaluating phenomena such as the Emerging Management Development Programme and the Human Resource Development Strategy for the Public Service in the particular social world of the Public Service. There are various interpretations of the “nature of the social world” that affect the manner in which it is studied. The methods of policy analysis, content analysis and document analysis are also applied.

### **1.7.2 Population**

According to De Vos (1998:190), the population is the totality of persons, events, organisation units, case records or other sampling units with which the specific research problem is concerned. The population in this study is the emerging middle managers within the Public Service.

### **1.7.3 Sample selection**

According to Kumar (1999:148), sampling is the process of selecting a few (a sample) from a bigger group (the sampling population) to become the basis for estimating or predicting a fact, situation or outcome regarding the bigger group. A sample is therefore a portion of the elements in a population, which is studied in an effort to understand the population from which it was drawn.

### **1.7.4 Data collection and analysis**

As a matter of fact, all research involves the collection and analysis of data, whether through reading, observation, measurement, asking questions or a combination of these or other strategies (Blaxter, Hughes & Tight, 2001:153). The following two data collection methods are used in this research, namely: literature review and document analysis.

In this research, the following official documents, namely the: President’s State of Nation Addresses (2007 & 2008); National Qualifications Framework; DPSA Competency Frameworks; Draft Proposed Integrated Learning Framework for the Public Service; and the Integrated Management Development Programme are interrogated.

The data used in this research is comprised of the following:

- EMDP (Block 1, 2 & 3) developed by PALAMA;
- Constitutional values and principles of public administration;
- HRD Strategy for the Public Service 2002-2006 & 2008 – 2013;
- Public Service Commission Reports;
- Auditor General’s reports for 2006;
- DPSA Competency Framework;
- DPSA’s proposed leadership, development and management strategic framework;
- PALAMA strategy, and
- Proposed Learning Framework for the Public Service.

## **1.8 Clarification of key concepts**

It is important to consider the significance of the concepts applied in this research. These key concepts will be used frequently and it is important to understand them within the context of this research.

### **1.8.1 Emerging Management Development Programme (EMDP)**

The EMDP is part of the Integrated Management Development Programme (IMDP) offered by the Public Administration Leadership and Management Academy (PALAMA) and it is for middle managers on salary levels 6-8 whose main objective is to assist the leaders of the future to spread their wings in the management arena.

The EMDP is aimed at the “cream-of-the-crop” and “high-flyers” of public organisations. These young, dynamic leaders of the future are achievement-orientated and keen to constantly improve their skills. The objective of the EMDP is to lay a solid foundation of management skills that will lead to exponential career growth. The programme is aligned to the relevant unit standards and will be accredited by the Public Service Education Authority (PSETA).

### **1.8.2 Human Resource Development Strategy for the Public Service**

The Human Resource Development Strategy concept was adopted in order to support a holistic approach to human resource training and development in the Public Service. According to the Human Resource Development Strategy for South Africa (2009/10 to 2013/14:1), the strategy seeks to implement a key set of strategic priorities that are aimed at addressing the most pressing imperatives for human resource development and, in so doing, leverage and stimulate other HRD-related activities in the country.

### **1.8.3 Curriculum**

“Curriculum” means the framework within which all activities and processes involving teaching and learning interventions are arranged. “Curriculum refers to all teaching and learning interventions (including but not limited to activities and opportunities) that take place in a conducive learning environment” (SAQA, 2002: 9).

### **1.8.4 Training and development**

Training and development refers to a “planned effort by an organization to facilitate the learning of job-related behaviour on the part of its employees” (Wesley and Latham, 1981: 2). Training and development is also a means to provide employees with relevant skills so as to improve the efficiency and effectiveness of their organization (Boydell, 1983:6). “Training” is now considered to be learning related to the present job while “development” is learning for the growth of the individual which may not be directly related to a specific present or future job (Nadler, 1984:18).

### **1.8.5 Learning**

“Learning” is a process of acquiring knowledge, skills, and values through academic studies, life- or work experience. Learning has to be conscientious, flexible, and articulate and be able to accommodate every individual learning style in order to achieve results (SAQA: 2002: 11). Learning at the personal level is the process of acquiring new knowledge and ideas which influences the manner in which a person interprets, understands or acts.

### **1.8.6 Competence**

“Competence” is a culmination of knowledge, skills, behaviour and aptitude acquired through planned intervention necessary for an individual to be able to perform his/her job effectively and efficiently (SAQA: 2002:12). Competence is also the ability to apply knowledge, skills, behaviour and aptitude that has been transferred to him or her in the work environment, which indicates a person’s ability to comply with the job profile.

### **1.8.7 Competency framework**

The competency framework defines the competencies that are important for the Public Service to be successful, and which ensures that Senior Management Services (SMS) and Middle Management Services (MMS) have the requisite competencies and associated proficiency levels to succeed to a strategic level (DPSA’s HR Connect, 2006:3).

This framework is based on the understanding that in order to apply outcomes in terms of specific programmes of staff development, training and education, it is important to express them in terms of measurable competencies. Therefore, a system of prescribed core transversal competences at different grade levels, linked wherever possible to the NQF framework is preferable to a system of prescribed courses and in this case the EMDP. A competency framework enables state departments and provincial administrations to exercise greater flexibility and creativity in designing the learning programmes that meet the required core competences, suit their specific circumstances and most closely match their particular learning needs. Possibilities for the recognition of prior learning will also be enhanced.

### **1.8.8 Quality**

“Quality” is a measure of excellence achieved through predetermined standards (fitness for purpose based on national goals, priorities and targets; value for money; and transformation) adhered to by all through identified processes and procedures. Embedded in the notion of quality are relevance, credibility and legitimacy. In the current South African context, the quality of learning programmes is specifically intended to develop individuals and societies that are responsive to the broader economic, environmental, political and technological imperatives. Thus, learning programmes are informed by outcomes and competences that qualifying learners should demonstrate. Quality outcomes, in turn, are future oriented; publicly defined; learner-centred; focused on life skills and context; characterised by high expectations of and for all learners; and sources from which all other educational decisions flow. (Department of Education, 1997:17)

### **1.8.9 Unit standard**

According to SAQA (2002:4), a unit standard is a framework that contains learning outcomes together with their linked assessment criteria informed by the National Qualifications Framework (NQF) describing the quality of expected performance from a learner.

### **1.8.10 Modules**

“Modules” are chunks of planned teaching and learning interventions that are logical to achieve a set of specific learning outcomes which are assessed within that unit of learning. The current practice in course design in PALAMA is for course material to be organized around modules. Modules are organized around

themes in a particular field of knowledge. A module can address specific outcomes of one or more unit standards depending on the nature, scope and range of competencies under consideration.

According to Kilfoil and Jordaan (2000:6), a module is a unit of teaching and learning activity expressed as an approximate number of hours of study. A unit of teaching and learning is self-contained although certain combinations of modules may represent a progression through the curriculum. A module is also a coherent, self-contained unit of learning, designed to achieve a set of specific learning outcomes which are assessed within that unit of learning. Modules combine in a planned way to form learning programmes with specific purposes and outcomes.

#### **1.8.11 Learning programme**

A learning programme refers to a combination of structured and arranged modules containing learning outcomes, learning activities and assessment activities associated with curriculum implementation. This process is usually associated with the achievement of a particular qualification or part of a qualification. Learning programmes lead to the awarding of a qualification such as a certificate, diploma or degree. According to the South African Education White Paper 3, (1997:17-18), a programme-based system coherently links various modules in order to promote diversification of the access, curriculum and qualification structure, with programmes encouraging an open and flexible system based on credit accumulation and multiple entry and exit points for learners.

#### **1.8.12 Qualification**

A qualification can be defined as a planned combination of learning outcomes with a defined purpose or purposes, intended to provide a qualifying learner with applied competence and a basis for further learning. A qualification also means the formal recognition of the achievement of the required number and range of credits and such other requirements at specific levels of the NQF as may be determined by the relevant bodies registered for such purpose by the SAQA (Nkomo, 2000:17). A qualification would include a planned combination of learning outcomes (learning outcomes are contextually demonstrated endpoints of the learning process and are important milestones of learning that are combined to achieve a clear purpose).

### **1.9 Sequence of study**

This concept outlines a research framework in which a researcher indicates what he/she plans to do and how he/she plans to set about doing it (Mouton & Marais, 1992:176). The dissertation is divided into five chapters, each created with the aim of providing a sound basis upon which to build on the objectives of the research. The combined chapters will provide a more logical unit of theoretical base as well as practical analysis. The division of chapters is as follows:

Chapter 1 deals with the introduction of the research by providing a detailed account of the EMDP and the Human Resource Development Strategy for the Public Service. It entails the broad ideas, and notions about the purpose, development and implementation of the management development dispensation within the Public Service. An explanation of the research problems/questions, objectives, scope of study (with special emphasis on dimensions), research design, research methodology, conceptual issues and problems encountered, are provided.

Chapter 2 focuses on the comprehensive review of scholarly literature on the topic.

Chapter 3 deals with the data presentation, document analysis and interpretation.

Chapter 4 deals with the research results and findings.

Chapter 5 focuses on the conclusions with key findings and proposals.

### **1.10 Conclusion**

It was indicated in the introduction of this study that the fundamental thrust of this dissertation is the strategic alignment of the Emerging Management Development Programme (EMDP) to the Human Resource Strategy for the South African Public Service. This chapter has set out the nature and scope of the dissertation as well as outlining its structure. The background and rationale, which set the tone of the dissertation, were presented and so were the problem statement and the hypothesis. Key concepts were expounded, though brief. The nature of the research and the associated research questions were described and apart from the aforesaid matters, the purpose and significance of the topic of the dissertation were also presented.

In this chapter, broad ideas and notions about the purpose, development and implementation of the emerging management development dispensation within the Public Service were also dealt with. An explanation of the research problems/questions, objectives, and scope of study, research design, research methodology, conceptual issues and problems encountered was also provided.

The alignment of the EMDP with the Human Resource Development Strategy of the South African Public Service cannot be appraised without a shared understanding of key concepts in the education, training and skills development landscape. Several key concepts have emerged that are associated with the continuous improvement of Public Service delivery through training and in particular the EMDP. Some of these concepts will be analysed in more detail in the research.

The next chapter deals with the literature review on the strategic alignment of the Emerging Management Development Programme (EMDP) to the Human Resource Development Strategy for the South African Public Service.



## **CHAPTER 2**

### **Literature review**

#### **2.1 Introduction**

This chapter seeks to examine what researchers have explored and reported on in the issues of human resource development, curriculum alignment of emerging middle managers to strategic objectives and the Human Resource Development Strategy (HRDS) of South Africa. In order to supplement the collected primary data of curriculum alignment of emerging middle managers and the official documentation, a literature review on the Human Resource Development Strategy (HRDS) of South Africa and the EMDP will be carried out. The secondary sources used in this study include the internet, intranet, unpublished dissertations and theses, books, articles in journals and speeches (media briefings). The literature review will consider a variety of views from a number of authors in the field of human resource development and emerging middle management training and in particular, management and leadership will be analysed and shared.

The review begins by focusing mainly on the curriculum of the EMDP and its alignment to the Human Resource Development Strategy for the South African Public Service. The chapter will expound on general observations and findings from the review process of the Human Resource Development Strategy (HRDS), policy frameworks, and the quality of emerging management training as well as planning and development for alignment. The review further assesses discrepancies between education, training and labour needs.

In this study, the literature on issues such as the EMDP, HRD, HRD Strategy, management and leadership and aligning curriculum to strategy, will be consulted. Literature such as government documents on the Middle Management Competency Framework including feeder competencies, Department of Public Service and Administration (DPSA) policy frameworks for HRD, Reconstruction and Development Programme (RDP) White paper of 1994, Growth Employment and Redistribution Strategy (GEAR), Accelerated and Shared Growth Initiative for South Africa (ASGISA), as well as national and international literature on emerging and middle management training will be consulted as key documents.

Under the next section the review is classified in the following parts, namely: the definition of Human Resource Development (HRD) and why it exists, general observations and findings from the review process, policy frameworks, organisational structures, quality of training, planning and management, HRD in the global context with particular reference to the millennium development goals, an overview of the evolution of perspectives on HRD in the United Nations General Assembly, HRD needs in the African context, a key set of strategic priorities, the need for an expanded definition of HRD, an alignment of HRD with South Africa's development agenda, the review of PALAMA's 2005 strategic plan, HRDS and the curriculum of the Emerging Management Development Programme of PALAMA, consultation with social partners and conclusion.

#### **2.2 What is human resource development (HRD)?**

HRD refers to formal and explicit activities that enhance the ability of all individuals to reach their full potential (HRD-SA, 2010-2030:7). In any country, the enhancing of skills, knowledge and abilities of individuals to improve the productivity of people in their areas of work, whether formal or informal is

known as HRD. Increased productivity and improvements to the skills base in a country supports economic development, as well as social development. The central national concern is to accelerate development so that there is a match between supply and demand for human resources, especially with regard to the emerging middle managers who are the leaders of tomorrow in the Public Service. HRD is about taking purposeful action to increase the aggregate levels of skills in the workforce so that we can maximise opportunities for individuals, thereby benefiting society as a whole (HRD-SA, 2010-2030:7).

This HRD strategy is a call to action by all its citizens. Its primary purpose is to mobilise multi-stakeholder participation, and to encourage individuals and organisations to take on the challenge of improving the human resource stock, for example, the emerging middle managers of our nation.

### **2.2.1 The need for an expanded definition of Human Resources Development**

The orthodox conceptual definitions of HRD largely have a tendency to focus only on approaches that are aimed at utilising skills development and supply to promote economic growth. While the promotion of economic growth is a pre-eminent objective for HRD in South Africa, it certainly does not constitute the sole objective of our development agenda. The history of South Africa and the persistence of residual prejudices and inequalities compel us to always be vigilant of issues related to constitutional values, good citizenship and an explicit commitment to wider development objectives as enshrined in the 1996 Constitution. Consequently, a conception of HRD that is focused on narrowly defined economic objectives would sit at odds with South Africa's development discourse (HRD-SA, 2010-2030:10).

The Human Resource Development Strategy is purposefully located within an expansive conception of HRD. A conception that accounts for the imperatives that derives from our economic, social and wider development agendas. The Human Resource Development Strategy acknowledges that the contribution of each individual to South Africa's development agenda is a function of both ability and agency (leadership). The productivity of each individual is determined by, among others, his or her technical skills, the extent to which his or her basic needs are met, values and orientation, social inclusion, and a commitment to advancing the public good (HRD-SA, 2010-2030:11).

The primary goal of the HRDS is to contribute to human development. The strategic priorities and interventions that make up the strategy are explicitly designed to respond to economic, social and wider development imperatives that affect in this case, an emerging middle manager.

### **2.2.2 Alignment of Human Resources Development with South Africa's development agenda**

Since the dawn of democracy, various prescripts, (policies and strategies) of the South African government have identified the development of adequate human resources to meet the development priorities of the country as a key strategic priority. Some of the policies and strategies will be identified here. The Reconstruction and Development Programme (RDP) identified HRD as one of the five core programmes to drive the implementation of reconstruction and development in South Africa:

"The Government's economic policies require human resource development on a massive scale. Improved training and education are fundamental to higher employment, the introduction of more advanced technologies, and reduced inequalities. Higher labour productivity will be the result of new attitudes towards work and especially new skills in the context of overall economic reconstruction and development. New and better management skills are urgently required". (Reconstruction and Development Programme (RDP), White paper, 1994:33)

This priority was reinforced in the Growth Employment and Redistribution Strategy (GEAR), which stated that transformation is dependent on “enhanced human resource development”. The Accelerated and Shared Growth Initiative for South Africa (ASGISA), which was launched in February 2006, is primarily aimed at giving effect to government’s commitment of halving unemployment and poverty by 2014 (The Accelerated and Shared Growth Initiative for South Africa (ASGISA), 2006:14).

The analysis on which ASGISA was based identified the shortage of suitably skilled labour as one of the six binding constraints to accelerated growth in South Africa. The development and implementation of a credible HRD strategy is therefore consistent with the historical and current thrust of government’s development agenda. HRD has been identified as a vital instrument in all government strategies to accelerate development. In view of this, the interventions and activities outlined in this strategy have been formulated in response to a careful analysis of the HRD implications of the following development strategies in South Africa:

- Government Programme of Action (covering all cluster priorities);
- The Medium-term Strategic Framework (MTSF);
- ASGISA;
- National Industrial Policy Framework (NIPF);
- Industrial Policy Action Plan (IPAP);
- Emerging Anti-Poverty Strategy; and
- Technology and Innovation Strategy (HRD-SA, 2010-2030:11).

In addition, the HRD-SA is based explicitly on relevant current and emerging education and training related strategic frameworks, not least of which are the following:

- The National Skills Development Strategy (NSDS) 2005-2010 (Including the Scarce Skills List of 2007);
- The Basic Education Strategic Plans (ECD, schooling, ABET);
- The Further Education and Training (FET) Strategic Framework;
- The Higher Education (HE) Strategic Framework;
- The Immigration Policy; and
- The HRD Strategy for the Public Sector (HRD-SA, 2010-2030:12).

### **2.2.3 Department of Public Service and Administration (DPSA) policy frameworks for Human Resources Development**

The policy framework for human resource development in the Public Service is well advanced and progressing fairly well. The general operational issues which affect performance are informed by policy guidance (Department of Public Service and Administration, 2006:16). There are still gaps at a more practical and institutional level. However, there is a lack of uniformity in strategies and plans; training expenditures are not properly monitored; and there is little follow through to link training and performance, for instance. In this sense, further policy refinement is needed at the level of institutional operations and performance (Department of Public Service and Administration, 2006:18). But even more critical in this context, is the general feeling that policies and strategies are well constructed but are rarely implemented. There is a sense that the policy focus and sophistication is not properly honoured in terms of service delivery and performance. As indicated in the previous chapter (see section 1.4), service delivery and performance are hinged on the upskilling of emerging middle managers to respond better to

the needs of the citizens. Under the next heading, the study will look at the shortcomings of organisational structures for HRD.

#### **2.2.4 Shortcomings of organisational structures for Human Resources Development**

Organisational structures for HRD differ widely. Most HRD units are still placed low in the organisational hierarchy, and are not given priority in the strategic conversations of many departments. HRD units are still generally under-staffed; HRD operations and financing are still generally fragmented; and, the framework of responsibilities in HRD is still diverse, sometimes unclear and generally incoherent. There are, for instance, still gaps between HRD, HRM and Performance Management Development Systems (PMDS); and the range of responsibilities undertaken by HRD units differs widely across departments nationally (Department of Public Service and Administration, 2006:19). These shortcomings have a bearing on the development of emerging middle managers in the Public Service. Under the next heading, the study will look at the quality of HRD training.

#### **2.2.5 Quality of Human Resources Development training**

The overall quality of HRD training has improved because of SAQA unit standards, the initiatives of PALAMA, and the emergence of partnership arrangements with service providers such as the University of Pretoria, University of Fort Hare, University of North-West and the University of Free State. More learnerships, internships and bursaries are available, and there is an increased use of mentoring and coaching as a vehicle for workplace and practical learning. But training standards vary. There are still issues in terms of the workplace relevance of EMDP training content and the unavailability of a diverse base of qualified trainers. Increasingly, competency frameworks are being used as a basis for the planning of training and as a source of input for assessing the competencies of employees. But even here, these competency frameworks are not yet articulated into clear performance standards, requirements and contracts (Department of Public Service and Administration, 2006:20). Under the next heading, the study will look at the planning and management of HRD.

#### **2.2.6 Planning and management of Human Resources Development**

Generally, HRD is more effectively and efficiently planned and managed than was the case in the past. Planning has improved because of the standards, requirements and legal expectations of Workplace Skills Plans (WSPs) and because of the increased scrutiny of the WSPs by the respective SETAs (Department of Public Service and Administration, 2006:31). But the overall accountability requirements of government have also resulted in progress in this regard. More use is made of skills audits and needs assessments as a basis for planning, and more attention is given to the strategic requirements of the public organisation in determining the structure and content of HRD options and more access is given to EMDP training which is a focus of this study.

The extent to which education and training leads to improved performance and enhanced service delivery is still subject to question. In essence, there is a general view that, in spite of progress in the field, capacity development in the Public Service has only just begun to make in-roads on the performance and service delivery by emerging middle managers. The limited progress observed has resulted from some of the traditional challenges such as training not linked to Performance Development Plans (PDPs), and learnerships in HRD which still persist though more available, but are not always well managed (Department of Public Service and Administration, 2006:22).

It is only through concerted efforts in HRD throughout the country as a whole that its citizens can create suitable foundations for institutional and corporate missions. The urgency of the challenges and priorities and the importance of the outcomes we seek to achieve, oblige South Africans to forge a social compact which will promote demand-driven HRD in the country. Under the next heading, an attempt will be made to explain HRD in the global context with particular reference to the millennium development goals.

### **2.2.7 Human Resources Development in the global context with particular reference to the millennium development goals**

The global agenda for development using the millennium development goals and targets provides a useful framework for the planning, implementation, monitoring and evaluating of any HRD initiative within the Public Service. It is important to plan, implement, monitor and evaluate any HRD initiative that has to do with the advancement of emerging middle managers that ultimately contribute to the achievement of the millennium development goals and targets (HRD-SA, 2010-2030:39). Under the next heading, the evolution of perspectives on HRD in the United Nations General Assembly will be highlighted.

### **2.2.8 The evolution of perspectives on Human Resources Development in the United Nations General Assembly**

In its current formulation, human resource development in the United Nations is built on two basic principles, namely:

- that the human being is at the centre of all development activities; and
- that human resources are an essential means of achieving economic, social and development goals (United Nations, 1995:9).

From the point of view of this study, the emerging middle manager is at the centre of the Public Service. Thus, all developmental activities that are geared towards achieving economic, social and development goals have to be planned and implemented around the emerging middle manager.

In 1993, the report of the then UN Secretary-General on developing human resources for development recognised five interacting components as major building blocks for effective and efficient human resources development:

- a) Promoting lifelong acquisition of knowledge, skills and competencies necessary for the performance of chosen roles that contribute economically and socially to the self and others;
- b) Facilitating the application of knowledge, skills and competencies in chosen roles in rewarding ways;
- c) Improving access to assets (such as land, shelter, capital and information) without which the development of human capabilities is often essentially stunted at the source;
- d) Sustaining human resources through policies and regulatory mechanisms that underpin broad intersectoral support for both the acquisition and the application of knowledge and skills; and

- e) Ensuring a modicum of the sense of the individual, local and national security as well as peaceful political and favourable national and international economic conditions (United Nations, 1995:10).

These building blocks form the basis for deriving essential activities to be accomplished by the emerging middle manager/s towards the mission of:

- basic education and continued objective-directed training, upgrading of skills, demand-oriented technical training and education for women, and their integration into the development process;
- the importance of appropriate and sustainable technologies in the training and educational processes in developing countries, particularly the role of intensified international cooperation through, *inter alia*, the transfer of relevant technology and education and training programmes, such as distance education programmes, and utilising appropriate and sustainable technologies to broaden the range of available resources;
- the vital importance of national capacity-building in developing countries, particularly the critical importance of qualified personnel;
- the integration of HRD into comprehensive and well-conceived, gender-sensitive strategies for human development, including supportive measures in vital and related areas such as population, health, nutrition, water, sanitation, housing, communication, education and training and science and technology, as well as the need to create more opportunities for employment in an environment that guarantees opportunities for political freedom, popular participation, respect for human rights, and justice and equity – all of which are essential for enhancing human capacities to meet the challenge of development (to assess progress in those areas where there is a need for appropriate qualitative and quantitative indicators);
- full mobilisation and integration of women in the formulation and implementation of appropriate national policies to promote HRD;
- the importance of women and the youth in HRD and support for conferences on these two themes;
- the vital importance of cooperation between the public and private sectors through effective and efficient implementation of policies, plans and programmes for economic development and the optimal use of resources to that end;
- the vital importance of appropriate national policies and their implementation to promote human resource development through the optimal use of resources, taking due account of the importance of primary education and primary health care programmes; and
- the important role of NGOs in HRD (United Nations, 1995:5).

Under the next heading, HRD needs in the African context will be described.

### **2.2.9 Human Resources Development needs in the African context**

The HRD needs in the African context refer to the formulation and implementation of information and communication strategy, performance agreements with Public Service managers, systems for the recognition of contributions to improved performance, formulation of equity targets for education and

training opportunities and “Investors in People”. The areas of generic and specific training and development needs identified by the Commonwealth Forum will be used to identify priority HRD needs in the African context (Forum of Commonwealth Heads of African Public Services, 2007:11). The identified areas of generic and specific training and development needs as identified in the Commonwealth Forum provide a useful framework to examine the responsiveness of Higher Education Institutes (HEI) programmes to the HRD needs on the African continent (Ng’ambi, 2006:24). The next section will deal with the Human Resource Development Strategy of South Africa and explain the need for it.

### **2.3. Why a Human Resources Development strategy for South Africa?**

HRD is a topical feature in the international discourse on development and has consistently emerged as a driving force behind economic growth and development (HRD-SA, 2010-2030:67). In their article Lynham and Cunningham (2004:315) claim that, due to the challenges of the past and the pressures to become increasingly competitive internationally, South Africa has recognized that education, training and development of its labour force, in this case, the emerging middle managers and citizenry will be instrumental to its long-term economic growth and social well-being. Consequently, an integrated framework of policy and its legislation is being implemented to ensure that human resource development is firmly placed on the national agenda (Lynham & Cunningham, 2004:315).

The complexity of the work place which is forever growing and accelerated through the dynamic impact of globalization on national economies, production and trade, has put the question of HRD at the centre of contemporary public policy and development strategies. Developments and advances in the international context make it imperative for all countries of the world to respond effectively and efficiently to the dynamic and competitive forces that impact on how national economies relate to the global economy (Department of Labour, 2008:17).

Economic competitiveness is measured not only by the aggregate skills of a country’s workforce, but perhaps more importantly by the flexibility and capacities of the workforce and in this case the emerging middle managers, to adjust speedily to the rapid changes in technology, production, trade and work organisation. Consequently, the ability to respond to these changes with speed, efficiency and effectiveness has now become the area where many countries seek a competitive advantage. According to Ziderman (1997:352):

“There has been a move from primary reliance on policies that emphasised capital investment in plant, machinery and infrastructure, or export-led growth strategies, to a broader approach that assigns a central role to investments in human capital. Expenditures on improved education, training and health are now no longer regarded solely (or mainly) as benefits stemming from economic growth and rising incomes; increasingly, they are also seen as investments in human capital that make this sustained economic growth possible. This approach is shared not only by national governments but is endorsed in the investment policies of international aid agencies”.

Most countries and multilateral institutions acknowledge the need to give systematic attention to the role of HRD in supporting national economic growth and development programmes. The national economic growth and development programmes within the Public Service are driven mainly by emerging middle managers (HRD-SA, 2010-2030:91). This global acknowledgement of the importance of HRD is illustrated by the response of the United Nations, which was for the first time formally inserted on its agenda through Resolution 33/135 of 1978, following discussions on the subject over many years. The 1989 General Assembly Resolution 44/213 then declared:

“Human resource development is a broad concept ... requiring integrated and concerted strategies, policies, plans and programmes to ensure the development of the full potential of human beings ... so that they may, individually and collectively, be capable of improving their standard of living” (United Nations, 1995:5).

As part of contributing to the discourse on the HRD needs in the African context, the conceptual and progressive thinking on HRD contribute to evolution of strategy implementation as part of the development agenda. This has implications for the complexity of the work place which is forever growing and accelerated through the dynamic impact of globalization (United Nations, 1995:2). A brief analysis of the importance of HRD within the United Nations will be made hereunder. The United Nations makes an emphatic case for HRD:

“There is general consensus that if overall human conditions are to improve, there must be increasing emphasis on human resources development. Appropriately, such development provides for increases in productivity, enhances competitiveness and supports economic growth. However, the process by definition is very complex” (United Nations, 1995:3).

The contribution of education and training to economic and wider development has been demonstrated in varied national contexts. However, experience and systematic research has also emphasised an important qualification. HRD is a necessary condition, but it is not a sufficient condition for economic growth and development (HRD-SA, 2010-2030:71). The mentioned qualification has been taken into account in the formulation of the South African HRD strategy. Thus, if HRD is to create the desired development outcomes it needs to be integrated with the whole range of development strategies currently being implemented. These development strategies relate to promoting lifelong acquisition of knowledge, skills and competencies necessary for the performance of chosen roles that contribute economically and socially to self and others, facilitating the application of knowledge, skills and competencies, improving access to assets without which the development of human capabilities is often essentially stunted at the source, sustaining human resources through policies and regulatory mechanism that underpin broad intersectoral support for both the acquisition and application of knowledge and skills and ensuring a modicum of the sense of the individual, local and national security as well as political and favourable national and international economic conditions. Without doubt, the lack of adequate human resource development severely constrains social and economic growth and development and in particular the development of emerging middle managers in the Public Service.

Almost all countries have therefore identified HRD as a key policy and development priority. The Higher Education and Training Minister, Dr. Blade Nzimande proclaimed that there is both anecdotal and empirical evidence of skills shortages in a number of occupations affecting the emerging middle management and economic sectors within South Africa. Importantly, this fact coexists with a relatively high level of unemployment. He further proclaimed that it also contributes to individuals’ low levels of success in finding employment after the successful completion of education and training programmes. It is clear that there is a tangible problem arising from the mismatch between the supply of and demand for skills in the South African labour market. (Department of Higher Education and Training 2010:13). The best way to address this mismatch, and to ameliorate the implications that arise as a result, is to implement a successful, comprehensive and credible HRD strategy. A wide range of activities such as the eradication of poverty, improvement of health and job creation are being implemented by the public and private sectors which are focused on HRD (HRD-SA, 2010-2030:14).



The HRD strategy cannot, and indeed does not, seek to include all of these activities in the public and private domain. Instead it seeks to implement a key set of strategic priorities that aim to address the most pressing imperatives for HRD. In this way it will stimulate other HRD-related activities in the country. In view of the current and projected economic and social development activities and objectives, it is necessary to adopt a short-term as well as medium-term perspective of addressing the HRD imperatives. There are certain areas of priority economic growth which require the overcoming of skills shortages that are constraining growth and investment over the short term. But effective, efficient and credible HRD cannot depend entirely on short-term measures. The focus of the HRD strategy is, however equally on medium and long-term perspectives. The HRD-SA is therefore explicitly designed to respond to the imperatives of urgency and sustainability. The Human Resources Development Strategy (HRDS) is critically important in South Africa's development agenda. The importance of HRDS demands a response that has a sense of urgency (HRD-SA, 2010-2030:10).

The creation of suitable foundations for institutional and corporate missions can only be achieved through concerted efforts in HRD in the country as a whole. The urgency of the challenges and priorities, and the importance of the outcomes we seek to achieve, obliges South Africans to forge a social contract which will promote demand-driven HRD in the country. However, the scope and importance of the HRD project extends beyond government as it demands:

- a collective will and purposeful action from all stakeholders in society;
- a determination, commitment and accountability of individuals to invest time and effort in their own development; and
- the commitment of all enterprises and organisations to invest time and resources in HRD toward the public good (HRD-SA, 2010-2030:11).

Following on this brief introduction on the need for a HRD strategy for South Africa, some general observations and findings from the HRDS review process will be shared, key HRD strategic priorities will be highlighted and the interface between the HRDS and the curriculum of the Emerging Management Development Programme will be analysed. The study will look at the general observations and findings from the literature review process and the linkage with the role that emerging middle managers play.

### **2.3.1 General observations and findings from the Human Resources Development Strategy review process**

The human resource development effort in the Public Service is not static as its perfection is dependent on continuous engagement with this effort to achieve purposefulness, thoroughness and effectiveness. In other words, the human resource development effort in the Public Service is in an on-going state of evolution (UNDP, 2006:16).

The effect of on-going growth, adaption and refinement in the HRD field, is a body of constraints and challenges which still affects practice in the field (HRD-SA, 2010-2030:16). While some departments, because of inherent historical advantages, have progressed well in creating an effective and efficient infrastructure for capacity development, others, which may not have been as well resourced historically, still face challenges in meeting the demands to build adequate human capital within the emerging middle management ranks in their respective jurisdictions (Department of Public Service and Administration, 2006:17). In spite of this, HRD, as a field, has moved significantly forward. This progress or movement cannot be solely attributed to the HRD strategy of 2002-2006. It is all too often evident that the overall refinement of policy frameworks and accountability structures of government have had significant spill

over effects on the growth, efficiency, effectiveness and performance of HRD in the Public Service. As the field moves ahead at different rates in different jurisdictions and in different areas of performance, HRD still strives to find meaning and stability in the Public Service. This meaning and stability is anchored on a sustainable pool of emerging middle managers. Challenges still exist but cannot overshadow the gains which have been made in the HRD field (Department of Public Service and Administration, 2006:18).

To this end, there is common agreement that HRD in the Public Service has moved significantly forward (HRD-SA, 2010-2030:47). Since the advent of South African democracy in 1994, HRD planning and management are a bit more needs-based and outcomes-oriented, but not sufficiently so (HRD-SA, 2010-2030:37). The HRD policy framework is more thorough and facilitative of transformation and, among others, there is a wider range of training options and more access to emerging management training. The extent to which education and training leads to improved performance and enhanced service delivery is however still subject to question. In essence, there is a general view that, in spite of progress in the field, capacity development for emerging middle managers in the Public Service has only just begun to make inroads on performance and service delivery (Department of Public Service and Administration, 2006:22). The limited progress observed has resulted from some of the traditional challenges in HRD which still persist. Under the next heading, the study will look at the key set of HRD strategic priorities.

### **2.3.2 Key set of Human Resources Development strategic priorities**

The launch in 2001 of the first comprehensive country-wide HRD strategy adopted by the Cabinet, called the “Human Resource Development Strategy for South Africa: A nation at work for a better life” declared the mission of that early strategy as follows:

“To maximize the potential of the people of South Africa, through the acquisition of knowledge and skills, to work productively and competitively in order to achieve a rising quality of life for all, and to set in place an operational plan, together with the necessary institutional arrangements, to achieve this” (HRD-SA, 2010-2030:20).

The 21st century is characterized by a renewed national commitment to the importance of “people power” and the “democratization of knowledge” (Council on Higher Education, 2002:5). Also influencing this century is the increasing pressure on South Africa to become a regional leader in an emerging global economy and society (Bowmaker-Falconer, Horwitz, Jain, & Taggar, 1997:13). The renewed national commitment as emphasised from the perspective of “peoplepower”, calls for the need to prioritise the emerging middle managers in terms of knowledge and skills development interventions.

The benefit for South Africa came from the experience gained from the implementation of the 2001 HRD Strategy, and the new priorities have been carefully analysed since the formulation of that strategy. The new HRD Strategy for South Africa presented in this document has thus been formulated to meet the following objectives (HRD-SA 2010-2030:8):

- to replace the existing HRD strategy with an updated version;
- to address the shortcomings in the existing Strategy; and
- to optimise the efficacy and outcomes of HRD in respect of SA’s Development Agenda.

The design of the proposed methodology and instructional design framework will have to take these strategic priority areas seriously. Some of the above HRD needs could be incorporated in the EMDP as part of its alignment to the Human Resource Development Strategy of the South African Public Service.

### **2.3.3 Human Resources Development Strategy and the curriculum of the Emerging Management Development Programme**

As indicated in the previous chapter (see section 1.1) that dealt with the general orientation to this study, the goal of PALAMA is to foster and coordinate the effective and efficient delivery of training and capacity building programmes aligned to the Human Resource Development Strategy for the Public Service. Training and capacity building programmes offered by PALAMA focus on practical management skills for a developmental state. These are underpinned by a common ethos and value system required for a professional Public Service. The PALAMA curricula, of which the EMDP is one, seek to be responsive to global, social, political, and economic imperatives and simultaneously realise the transformation objectives of the developmental state (PALAMA, 2005:6).

The changing government and community priorities have made the middle manager's job increasingly complicated. New approaches to the role of emerging middle managers are essential and the alignment of the EMDP to the Human Resource Strategy becomes even more crucial (Improvement and Development Agency for Local Government (I&DEA), 2006:51). As part of aligning the EMDP with HRDS for South Africa, the processes of concept maps to constructing a thematic approach to organizing curricula for curriculum planning and design should be used. This is intended to plan and design the curriculum using a variety of strategies. Vilela, Austrilino, and Costa (2004:17) propagate the use of concept maps as a curriculum development tool. They further make use of a group of curriculum developers to identify missing linkages, inconsistencies, false assumptions, and unrecognized relationships.

According to Cantú, Farines, and Angotti (2004:8), the use of concept maps to generate a thematic approach to organizing curricula should be clearly applied. Colli, Rossi, Giordani, and Montagna (2004:14) described methods instructors used to organize their curriculum using CmapTools to examine and explain ideas. Cabral, Zeve, Nicolao, and Amoretti (2005:5) described a method of using concept maps to organize webpages for distance learning courses with the purpose of identifying major curricular issues in a graduate programme in Turkey. Paykoç Hülya and Tican (2004:21) described the use of a mind mapping process to brainstorm key issues and to evaluate the programme. Bueno and García (2004:13) used document analysis through concept maps to compare methods used to determine the profile of the curriculum in the area of science in secondary education. Riveros, Castro, and Gutiérrez (2006:11) used concept maps to formulate, update, plan, and follow up on an engineering curriculum programme.

As can be seen here, the vast majority of concept mapping research is concentrated in the area of teaching and learning and how one can incorporate the concept of mapping in teaching practices of the EMDP. The view here is that using concept maps to enhance student learning, across various disciplines, age groups, and content areas is well documented. And yet very few studies exist that demonstrate the use of concept maps in training and development within public organisations. The field of HRD could be instrumental in researching how concept maps integrate with the business thinking processes and other thinking and learning processes such as deep learning processes, developing mental models, and critical thinking. These types of higher level thinking abilities are essential to the next generation of HRD practitioners, and the field could benefit from a greater understanding of how to develop these high-level skills in graduate students as well as in employees (Zula, 2007:4).

In addition, HRD researchers could develop more studies in the area of group learning with concept maps. Studies have shown that shared mental models can develop through collaborative learning and

from the interaction of individuals in the development of a group map (Mahn, 2010:5). However, the processes that groups use to build from individual maps to a group map need more investigation. In addition, there is a need to understand more fully how teams and groups construct knowledge and then how that process of knowledge construction facilitates the performance of the group within an organisation (Evans, Harper, & Jentsch, 2004:23). When groups and teams develop a shared mental model with concept maps, how does their performance compare to groups who have not engaged in this process? Finally, longitudinal studies that assess the impact of concept maps on student or employee learning are virtually non-existent. Creating longitudinal studies could assist HRD researchers to more fully understand the learning processes that underlie the development of expertise within public organisations (Daley, 2010:6).

Hoy, Buchanan and Vaught (1981:9) argue that managers are not sent to development programmes for individual growth alone. Individual growth must be combined with improved work group performance or organisational performance. Benefits must be felt by the public organisation and should be observable. Appropriate measures, then, must be taken to guarantee performance improvement for all development training activities attended. A model was developed by which such assessment can be made. The model recommended the incorporation of the ideas of Katz, Guglielmino and Carroll (2010:59), as well as a 5-step evaluation or counselling session that employs a self-audit approach prior to and after the development program. The proposed strategy creates a vested interest and responsibility within management for change. In addition, the model aids in aligning the organisation's goals with the manager's skills. Further, it alerts managers to the negative, as well as the positive, aspects of change. This strategy also changes the responsibility for successful development from the personnel department to the managers themselves (Katz, Guglielmino & Carroll, 2010:60).

In their article, Horwitz, Bowmaker-Falconer, Angus, Searll and Peter (1996:23) allude to the structural and labour market issues associated with the processes of employment equity and diversity management in South African organisations. They argue that effective and efficient individual and organisational change are most likely to occur when human resource development and diversity management approaches are adopted simultaneously. It contends that appropriate information is a critical component for planning, monitoring and evaluating the effectiveness and efficiency of human resource development and diversity management.

James (1993:15) alludes to the belief that training and development acts as a vehicle of change, a supportive organisational climate and the commitment of top executives, an emphasis on identifying organisational needs over individual needs, and the use of state-of-the-art training technologies. For those organisations considering developing a strategically oriented emerging management development programme, the training needs analysis tool provides some valuable advice:

- Before starting any Executive Development programme, the Head of Department (HoD) in a Public Service department must be a radical supporter and see its intrinsic value;
- The programme must be customized to address specific strategic issues facing the public organisation; and
- The Emerging Management Development Programme should be designed with the aim of pushing portions of it down the hierarchy, for use at other managerial levels (James, 1993:15).

McCrimmon (2010:10) alludes to the fact that, despite valiant efforts to separate leadership from management, the two roles of a leader and manager remain entangled. Many refuse to differentiate between them at all. John Kotter (2008:8) was on the right track in writing that leaders and managers have different functions. An inspiring leader influences people to change direction while an inspiring manager motivates them to work harder. Management works by making sound decisions and by facilitating execution and creative thinking. Effective managers are catalysts, coaches, facilitators, developers and investors. Their focus is mainly execution, but they can also decide on new strategies, manage change and facilitate innovation. Leadership, on the other hand, works through influence. Upgrading management to be a more facilitative, nurturing, developmental and empowering function returns it to its rightful place alongside leadership. To stimulate faster innovation and better engage front-line knowledge workers, it helps to portray them as leaders.

Kelliher, Harrington and Galavan's (2010:14) article allude to the need for a practitioner-academic partnership in disseminating leader knowledge among undergraduate management students, and find that in order to cultivate actionable skills development, Public Service and academic communities should collaborate to offer a participatory approach to leadership education. The core objective is to discover sources of actionable knowledge and to decipher its optimum dissemination among management students, encompassing technical, conceptual and human skill development, through interaction with both theory and practice, in order to prepare students for active participation, and potential leadership, in the Public Service environment. Based on a comprehensive literature review, they propose a participatory leader knowledge dissemination model, where public sector leaders can stimulate the academic environment, and leadership skills development can be promoted through practitioners' active involvement in the education process. The article concludes with a perspective on the evolution of knowledge transfer among management students and the current trend towards dynamic collaboration between academics and corporate leaders (Kelliher, Harrington & Galavan, 2010:15).

## **2.4 The review of PALAMA's 2005 strategic plan**

The review of PALAMA's 2005 Strategic Plan by Prinsloo (2005:6) has indicated a learning methodology and instructional design framework that emphasise the following issues in the strategic plan:

### **2.4.1 A proper alignment of training intervention and training needs and objectives**

There is a need to link the HRD needs with the EMDP as failure to do this will result in emerging middle managers that have serious short-falls in terms of service delivery imperatives of this country. As PALAMA utilises private training providers, such providers should be given intensive guidance from contracting departments as to the nature of the training interventions required. This will hopefully result in the delivery of training programmes which are aligned to the achievement of specific objectives (PALAMA, 2005:8).

### **2.4.2 A proper management of the relationship with clients where training is/was provided**

A proper management of the relationship with clients where training is/was provided is important. A lack of capability within the Public Service to manage relationships with providers and clients will have the unintended consequence of not addressing the needs of emerging middle managers (PALAMA, 2005:10). Some external providers are often used but have no clue as to what the Public Service is about.

### **2.4.3 Planning for impact**

Neglect of the above two issues means that an enormous amount of time and cost is expended on training programmes which have very little impact on departments' performance (PALAMA, 2005:11). The PALAMA Strategic Plan is very clear on the urgent need to improve the impact of training. The Strategic Plan mentions a number of factors that influence the impact (or lack thereof) that training has on the performance of departments and individuals such as the emerging middle managers.

### **2.4.4 Productivity improvement and not only certification**

A wide variety and mixed factors which have to do with attitudes and inadequate information or a lack thereof has led to many emerging middle managers pursuing learning programmes that are promoted as having remarkably high potential for career development. The result has been a culture of issuing a certificate, but with no associated impact on productivity improvements in the department (PALAMA, 2005:13).

### **2.4.5 Sustainability of the training programme (EMDP)**

As articulated in the PALAMA Strategic Framework, there is a concern that training cost per participant in the Public Service is higher than the cost per participant for the training of engineers and surgeons in higher education (PALAMA, 2005:14). In tolerating the unrestricted persistence of the present state of affairs and trajectory, which would give rise to training that meets the demands in the public sector unsustainably, it would further compromise the productivity of government's substantial spending on training (PALAMA, 2005:14).

The sustainability of the EMDP is dependant on an effective and efficient curriculum framework which adds value and contributes to the improvement in service delivery. The improvement of the skills level of public servants and in particular, emerging middle managers within the 'low skills' category, will make a considerable and clearly noticeable impact to the improvement of government capacity and productivity. "In addition and conspicuously, such interventions would have a remarkable impact on social inclusion as it impacts on reducing skills differentials across the Public Service population" (PALAMA, 2005:30).

The Strategic Framework of PALAMA anticipates a considerable time-bound and outcomes-based EMDP for the improvement of basic emerging management skills across the Public Service (PALAMA, 2005:35).

The emerging middle managers in many government departments have different learning needs than for example the needs and experiences of employees targeted for the programme at leadership level. The employees in this rather "low-skilled" category most probably will need more guidance, support and specifically designed learning interventions and most probably face to face interaction with a lot of opportunities to transfer their learning for an extended period of time under supervision.

### **2.4.6 Consultation with social partners**

The input of social partners, especially communities, labourers and business in terms of job creation, eradication of poverty and economic growth and development is vital to the success of HRDS and is essential for the strategy to be credible (HRD-SA, 2010-2030:43). Consequently, the input of emerging middle managers is vital to the success of aligning the EMDP with HRDS. The process of consultation was facilitated through the following mechanisms:

- Presentation and consultation on the strategy within NEDLAC and JIPSA.
- Publication of the strategy in the Government Gazette, and an invitation for public comments and input.

The HRD-SA is not an event but a process. Therefore, there would be room to ensure that all the comments that have not yet been included are discussed in the structures of the HRD-SA and taken on board where necessary. Another substantial concern raised in the consultations was that there was no implementation plan with timeframes, targets and responsibilities. The HRD-SA makes it clear that the operationalization of the one-year implementation plan can only be concluded if various entities involved are able to provide baselines and funded plans. Only then can the discussion and decision on the funded targets be incorporated into the one-year implementation plan (HRD-SA, 2010-2030:54).

The principles and values that characterise an open and democratic society and the constitutional ideals of human dignity, equality, inclusivity, justice and freedom should be upheld (The Constitution of the Republic of South Africa, 1996. Act 108 of 1996 as amended. Sections 7-39). These apply to all women and men as well as people with disabilities, including people with learning difficulties (PALAMA, 2008:14). PALAMA further upholds the *Batho Pele* belief set (We belong, We care, We serve), the ethos of the National Qualifications Framework, and adult learning principles. Thus, the principles and values that underpin training and development in the Public Service include the following:

- Integration: Learning provision demonstrates integration of learning experiences, teaching and assessment strategies, standards, policies and frameworks. Integration is achieved within and across Public Service competences and competencies for general support staff and junior, middle and senior managers.
- Legitimacy and credibility: The involvement of national and international stakeholders in the planning and review of our standards and processes ensure acceptance and recognition of our programmes.
- Access, redress, equity and success: Past racial, sex, gender, disability, language, cultural, religious and other forms of discrimination or disadvantages in education, training and employment opportunities are removed by providing fair opportunities and guidance for individuals to gain access into the learning environment and succeed.
- Articulation, portability and progression: A variety of pathways and entry and exit points facilitate movement between programme components, and the achievement of qualifications and other non-credit bearing learning. Learning programmes and training and development interventions further enable improvement in proficiency and performance.
- Relevance and quality: PALAMA's training practices demonstrate relevance to national goals and priorities for Public Service transformation, accountability, and value for money.
- Outcomes-based design: Learning programmes and training and development interventions clearly state the expected skills, knowledge, values and attitudes to be acquired as the end result of learning, and learning provision is designed in such a way that the intended outcomes are achieved. All curricula are designed in line with the critical and developmental outcomes that are, in turn, inspired by the 1996 Constitution.

- Learner-centred design and work-based application: Learning provision takes into account the different needs and abilities of learners, their backgrounds, prior learning and expectations, and the application of learning in the Public Service workplace.
- Sustainability and impact: Training and development interventions are designed to ensure that learners are empowered to direct their personal and professional development, and contribute to the achievement of organisational strategic objectives for service delivery, the reconstruction and development of the country, and environmental sustainability of the planet (PALAMA, 2008:14).

PALAMA holds the following views about curriculum and learning:

- curriculum design, development and delivery are participatory processes in which the learner is a key role player;
- the curriculum is dynamic and is significantly influenced by social conditions, research, technology, and professional needs and developments;
- the curriculum will take into account the prior learning, cultural context and learning needs of the individual;
- the curriculum is more than just content – the philosophical orientation, knowledge base, and values that underpin its design will be made explicit;
- the curriculum will reflect multiple perspectives and different ways of making meaning;
- the curriculum will make access to learning opportunities and success possible for all learners; and
- the curriculum will purposefully integrate learning outcomes, learning programmes and learning pathways (PALAMA, 2008:20).

## 2.5 Conclusion

The literature review revealed that human resource management is an essential generic function of public administration and a critical component of an effective and efficient Public Service. Human resource development is a learning experience and personal growth. The main focus of HRD is learning and its principal aim is to attain both an organisational and individual objective.

The literature review also revealed that the Human Resource Development Strategy for South Africa is a call to action by all its citizens. Its primary purpose is to mobilise multi-stakeholder participation, and to encourage individuals and public organisations to take on the challenge of improving the human resource stock, for example, the emerging middle managers of our nation. The HRD strategy seeks to implement a key set of strategic priorities that aim to address the most pressing imperatives for HRD.

The literature review further indicated that the overall quality of training has improved because of the use of SAQA unit standards, the initiatives of PALAMA, and the emergence of partnership arrangements with service providers. As part of aligning the EMDP with HRDS for South Africa, the processes of concept maps to constructing a thematic approach to organizing curricula for curriculum planning and design should be used to plan and design the curriculum using a variety of strategies. Concept maps are a curriculum development tool by which a group of curriculum developers identify missing linkages, inconsistencies, false assumptions, and unrecognized relationships in order to determine curriculum connections.



There is also a need to link the HRD needs with the EMDP as failure to do this will result in emerging middle managers that have serious short-falls in terms of service delivery imperatives of this country. The training cost per participant in the Public Service is higher than the cost per participant for the training of engineers and surgeons in higher education.

The sustainability of the EMDP is dependent on an effective and efficient curriculum framework which adds value and contributes to the improvement in service delivery. Improving the skills level of public servants and in particular, emerging middle managers within the 'low skills' category, will make a substantial and clearly discernable contribution to the improvement of government capacity and productivity. In addition and notably, such interventions would have a tremendous impact on social inclusion as it impacts on reducing skills differentials across the population.

PALAMA's Curriculum Development and Management Policy advances the principles and values that characterise an open and democratic society and the constitutional ideals of human dignity, equality, inclusivity, justice and freedom. This applies to all women and men as well as people with disabilities, including people with learning difficulties. PALAMA further upholds the *Batho Pele* belief set (We belong, We care, We serve), the ethos of the National Qualifications Framework, and the adult learning principles that supports the EMDP.

The next chapter deals with the content and document analysis of the design and development of the current EMDP to test whether it meets the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service.

## CHAPTER 3

### Data presentation, analysis and interpretation

#### 3.1 Introduction

As indicated in the previous two chapters, this study focuses on the training and development of emerging middle managers to examine how they are being equipped through EMDP to manage in the changing Public Service environment and how their learning contributes to an improvement in Public Service delivery. Adult learning has long been a core component of HRD practice and research. Although HRD has expanded well beyond adult learning alone, there are outcome-oriented measurement systems which can test proper curriculum content and context alignment. These outcome-oriented measurement systems are in essence finding new ways to connect the dots between the deliverables of training programmes and services and their impact on broader societal concerns. The process of aligning the training interventions and strategies within the Public Service is always done to address the service delivery challenges. The service delivery challenges can be addressed through a curriculum approach that is characterized by solution driven interventions and learning pathways.

The essence of this chapter deals mainly with content and document analysis of the design and development of the current EMDP. The purpose is to determine to what extent it meets the strategic thrust for management development as envisioned in the Human Resource Development Strategy for the Public Service. An analysis of various facets regarding the EMDP curriculum framework and learning pathways will be shared to have an understanding of how the EMDP provides a platform for the multitude of skills development activities necessary for the emerging middle managers to thrive in the workplace. In so doing, the EMDP will have to render emerging middle managers more purposeful and improve their impact on the skills challenges of the country. It is also intended to understand in more detail the implications of the Human Resource Development Strategy for the South African Public Service in relation to the Emerging Management Development Programme (EMDP).

The chapter also attempts to understand the broader Human Resource Development (HRD) context and imperatives, the curriculum of the EMDP and its content, an integrated Learning Framework for the Public Service and the alignment of the EMDP with the Human Resource Development Strategy of South Africa. The process would be to provide a rationale and an organising framework to systematically layout the methodology including the philosophies and epistemologies to be explored.

The study considers issues emerging from the use of competencies as a basis for the provision of the EMDP work-based learning activities. The competency approach, in essence, suggests that if public organisations design learning events to enhance the competencies of employees to perform specific job functions, then they can develop individuals (in this case emerging middle managers) who are competent and do it in a more targeted fashion. An attempt will be made to analyse the EMDP alignment with the Human Resource Development Strategy of South Africa.

#### 3.2 The Middle Management Competency Framework

Departments should provide emerging middle managers with relevant information to enable them to manage their careers efficiently and effectively. To be able to give effect to the principle contained in the White Paper on HRM in the Public Service of 1997, there is a need to provide opportunities to emerging middle managers to develop their individual skills and abilities. It is thus important to contextualize and

explain the Middle Management Competency Framework which forms the basis for emerging middle management career and advancement in the Public Service. This will provide an understanding of how the emerging middle management feeder competencies link with the Middle Management Competency Framework. This contextualisation and explanation further gives an overview of the competencies and functions of the middle management echelon within the context of all occupations and professions on salary levels 6 to 12. Emerging middle managers competencies are part of the mentioned salary levels.

The Middle Management Competency Framework deals with middle management competencies for salary levels 11 and 12 (DPSA Middle Management Competency Framework, 2006:5). The emerging middle management competencies feed into the Middle Management Competency Framework. The Middle Management Competency Dictionary comprises of two separate sub-dictionaries (see Table 1), namely:

- middle management feeder competencies; and
- middle management generic competencies

The competencies together with the feeder emerging middle management competencies are generic in nature and apply to all occupations on salary levels 6 to 12, which contain management/supervisory type tasks. Although a large number of the occupations on salary levels 11 and 12 comprise positions of “technical specialist”, they also have supervisory and managerial tasks inherent to their job content (DPSA Middle Management Competency Framework, 2006:10).

The Middle Management Competency Dictionary caters for those occupations for which the primary focus is that of management and those positions with partial management activities as part of their job content. It presents the generic managerial competencies that are common to all the occupations and professions on salary levels 11 and 12. From the perspective of emerging middle management, feeder competencies will be studied in order to draw a comparison and a better relationship between middle management and emerging middle management competency areas (DPSA Middle Management Competency Framework, 2006:13).

The feeder competencies are those competencies like creative thinking, citizen service orientation, concern for others, diversity citizenship, organizational communication effectiveness, problem analysis, decision making, self management, team membership and technical proficiency that emerging middle managers and all other employees entering the middle management ranks must possess or be able to demonstrate (DPSA Middle Management Competency Framework, 2006:5). If several of these competencies are mastered at an advanced level before entry into the middle management ranks, the performance on the generic competencies will be greatly enhanced. Thus, feeder competencies form the foundation steps are required to successfully display the generic competencies. The generic competencies are those competencies that are required by both emerging middle managers and middle managers in most of their duties and activities throughout the Public Service. The generic competencies do not include the specific occupation or professional competencies.

The table below displays the relationship between emerging middle management and middle management competencies. The table will assist in the better understanding of elements within those competencies and allude to the curriculum triangulation approach of the EMDP with the HRDS of South Africa.

**Table 1: Competencies for Emerging and Middle Management Echelon**

| Emerging middle management competencies           | Middle management competencies                         |
|---|--|
| <b>Creative thinking</b>                          | Continuous improvement                                 |
| <b>Citizen service orientation</b>                | Citizen focus and responsiveness                       |
| <b>Concern for others</b>                         | Developing others                                      |
| <b>Diversity citizenship</b>                      | Diversity management                                   |
| <b>Organizational communication effectiveness</b> | Communication and information management               |
| <b>Problem analysis and decision making</b>       | Problem solving and decision making                    |
| <b>Self management</b>                            | Influence and impact                                   |
| <b>Team membership</b>                            | Team leadership  |
| <b>Technical proficiency</b>                      | Submissions preparation                                |
|   | Applied strategic thinking                             |
|   | Planning and organizing<br>Project management          |
|   | Budgeting and financial management                     |
|   | Networking and building bonds                          |
|   | Managing interpersonal conflict and resolving problems |
|   | Applying technology                                    |

In the next section, the basic elements of the Middle Management Competency Framework (MMCF), the competency dictionary, proficiency display, roles and associated competencies, implementation activities as well as training and development will be mentioned. As indicated in the previous paragraphs, these basic elements are part of the feeder competencies and will provide the EMDP with the workplace instructional design framework that address the competencies gaps of the emerging middle managers. The basic elements of the Middle Management Competency Framework (MMCF) will be mentioned hereunder.

### **3.2.1 Basic elements of the Middle Management Competency Framework (MMCF)**

The Middle Management Competency Framework (MMCF) consists of:

- A competency dictionary, in which the competencies are described according to a specific competency model.
- A classification of competencies according to types. This classification provides for feeder and generic competencies.
- A competency profiling which is a guide to the Middle Management Competency Framework.
- Competencies for the primary roles of middle management duties associated with salary levels 11 and 12 and emerging middle managers can draw from these competencies.
- A proficiency scale for each competency classified into the following three main types:
  - Basic (Foundation)
  - Competent (Accomplished)
  - Advanced (Mastery) (DPSA Middle Management Competency Framework, 2006:5)

The next section will deal with the competency dictionary which is a glossary of terms used in generic and feeder competencies for emerging middle managers. This is necessary for the EMDP instructional design purposes in order to address the competency needs of the emerging middle managers. The purpose of the competency dictionary primarily serves as a thread that weaves through instructional design framework and the learning methodology of both the generic and feeder competencies of emerging middle managers. The elements of the competency dictionary will be mentioned hereunder.

### **3.2.2 The competency dictionary**

The emerging middle management competencies (generic and feeder competencies) are defined in the following format:

- *Competency title:* A short description used for the competency, such as, problem solving, communication and diversity management.
- *Competency definition:* Conveys the exact meaning of the competency as indicated by the definition. Several different competency systems may have the same competency title. However, the exact meaning of the competency is usually unique to each public organisation.
- *Keywords:* Identify the scope and focus of the competency in a type of short hand. These keywords can also be thought of as sub competencies or training focus areas.
- *Behavioural indicators:* What the person shows when s/he displays the competency. It is a behaviour, action or psychomotor response that an observer can see or expect to see. The major objective of having behavioural indicators is that they make the competency come “alive” in the context of how the job is performed.
- *Proficiency levels:* Describe the outputs and outcomes produced according to a proficiency scale that provides for behaviours on the job in terms of a range of designated proficiency indicators, such as, quality, speed, cost and appearance all within certain work and organisational constraints (e.g. equipment resource, job aids). The following three types of proficiencies have been established:

#### ***Basic***

- The proficiency level required to successfully perform at the level of “new entrant” or a person who can only handle the competency in its “basic format” and requires regular supervision and direction. The purpose of training and development is to move the proficiency level from that of “basic” to at least “competent” for all middle managers.

#### ***Competent***

- This proficiency level indicates that the person can perform the competency at the minimum required level, i.e. be able to display the competency at the required level, without supervision. This is the standard that any performance improvement programme and training or coaching effort seeks to achieve.

#### ***Advanced***

- This proficiency level indicates that the person has fully mastered the competency, works without supervision, is capable of instructing others on the competency and is capable of solving or applying

the competency to a wide range of new or different situations (DPSA Middle Management Competency Framework, 2006:25).

The next heading deals with the proficiency display which requires that the emerging middle managers display competencies at the proficiency level to be achieved based on demonstrated capabilities and job competence. The purpose is to demonstrate that a single achievement of the competency at the requisite level is not always sufficient, since the emerging middle managers are to meet other workplace criteria in order to be fully efficient and effective in their area of performance. These criteria also will be mentioned under the proficiency display.

### **3.2.3 Proficiency display**

In most cases when evaluating the proficiency level either the viewpoint of the job incumbent via a “Self Rating Profile” or that of the immediate superior via a “Management Rating” is relied on (DPSA Middle Management Competency Framework (MMCF), 2006:31). The MMCF, however, requires a competency to be displayed, thus, the proficiency level achieved is based on demonstrated capabilities and job competence. Furthermore, a single achievement of the competency at the requisite level is not always sufficient, since the following criteria must also be met:

- Proficiency levels in competencies must be demonstrated.
- Progression of proficiencies and competencies is based on competencies that have been successfully demonstrated, even if a person or that person’s superior feels that the person possesses the capability to achieve a proficiency level in that competency. If it has not been successfully demonstrated, then the person or the superior cannot claim to possess proficiency in that competency.
- The proficiency in a competency must have a quality of sustainability linked to it.
- Prior exposure to the competency can be used to claim proficiency at a specific level of the competency, but evidence needs to be produced to support this claim. Nevertheless, what is important is an evaluation under the competency profiling guide to the middle management competency framework of the current level of proficiency. Competency in one public organisation is not always directly transferable to another public organisation or department as the competency might have been defined differently by the two organisations (DPSA Middle Management Competency Framework, 2006:31).

The progression of proficiencies and competencies for emerging middle managers is dependent on the roles they play and their associated competencies in the execution of their duties. The roles and associated competencies will be explained in the next heading.

### **3.2.4 Roles and associated competencies**

Three primary middle management role profiles against which the feeder competencies for emerging middle managers are derived from were identified and they are:

- “Professional/Production specialist”, with supervisory management duties;
- Managers of production units; and
- Managers of regional offices or institutes.

All the roles comprise various mixes of technical and managerial work content and competencies. Similarly, the generic middle management competencies identified apply to these roles in varying degrees, due to unique requirements of certain posts (DPSA Middle Management Competency Framework, 2006:36).

As part of developing a curriculum for the EMDP, it is important to establish how the development of competence on the job and the improvement of skill levels and productivity are implemented through various activities as indicated under the next heading.

### **3.2.5 Implementation activities**

Dictionaries by themselves are not human resource systems. While dictionaries are fundamental to the development of competence on the job and the improvement of skill levels and productivity, they have to be adapted and integrated into the current human resource system. Successful implementation of competence based human resource systems hinges on the full co-operation between the various role-players. To succeed with the implementation, human resource components would also need full support from management (DPSA Middle Management Competency Framework, 2006:32).

The human resource components would need to translate the emerging middle management competency model into usable tools and formats for application in departmental human resource systems and practices. Behavioural examples (*Batho-Pele* Principles and the Public Service Code of Conduct) should be aligned to the unique requirements of specific jobs (DPSA Middle Management Competency Framework, 2006:33). The main areas of competency translation activities for training and development that should be focused on are analysed under the following heading.

### **3.2.6 Training and development**

The most immediate benefit to be gained from the MMCF Dictionary is in the area of training or EMDP delivery. With very little additional work, the current EMDP could be converted to focus on selective competencies using most of the current EMDP learning material available. In the meanwhile, under the competency profiling guide to middle management competency framework, the EMDP could be developed to match all the competencies, both feeder and generic competencies identified for the middle managers.

As indicated earlier (see section 3.2: Table 1), the following competencies could be prioritised for immediate attention:

- Organisational communication effectiveness
- Problem analysis
- Self-management
- Budgeting and financial management
- Customer focus and responsiveness
- Developing others' skills and competencies
- Planning and organising
- Problem solving and decision-making
- Project management
- Team leadership

The adaptation of the EMDP to focus on techniques and skills that are directly applicable to the behavioural indicators provided in the middle management competency dictionary, will go a long way in ensuring that there is synergy between those competencies linked to the MMCF Dictionary and the emerging middle management competencies.

The competence units, aligned to the behavioural indicators of each competency, also need to be developed to ensure that the EMDP training and any competency or proficiency tests used in training to measure what skill levels have been developed are direct expressions of the specific elements of each middle management competency. Proficiency tests/criterion tests can also be developed for each unit of competence in order to measure the proficiency level obtained on each competency by participants.

### **3.3 Competency based training and development**

It is increasingly recognized that the “enormous task of developing policies aimed at the promotion of economic growth and social development” (Van Dyk, Nel, Loedolff, and Haasbroek, 2001:9) can no longer be realized through the country’s natural resources. Rather, it is through the development of its people resources and national public education, development, training, and job creation programmes that better social equity, economic sharing, and prosperity are being sought.

The training of emerging middle managers should contribute towards establishing an efficient, effective and representative Public Service. Therefore, training should support work performance and career development. EMDP should be driven by needs and link strategically to broader human resource management practices and programmes. When the training for emerging middle managers is procured, the training services should ensure that the EMDP would indeed address the identified skills needs to address the challenges as enshrined in the Human Resources Development Strategy of South Africa.

This means that the content of the EMDP should be studied in order to check and verify the relevance of the topics covered. The relevance of the content should be in line with the competency framework as well as the Human Resources Development Strategy of South Africa. In each government department where the EMDP is procured from PALAMA, training managers must verify that there are clear and direct links between the promised outcomes of the course and the behavioural indicators of the competencies as defined in the MMCF. The MMCF can also be used through the learning framework to guide training and development of supervisors on lower levels as the feeder competencies provide information on the competencies that should be developed before candidates are entering the middle management echelon.

The learning framework brings together on one grid an understanding of the relationship between the three broad competency types (generic, functional and sectoral), the competency clusters (such as “managing information and knowledge”) and the levels of achievement that a public sector emerging middle manager can perform on each competence level (such as basic or intermediate) that are linked to the levels of the National Qualifications Framework. The learning framework provides a clear and explicit learning pathway for progression for public servants in general and emerging middle managers in particular.

The literature on HRD increasingly focuses on how best to select and develop effective and efficient performing employees (emerging middle managers). Such preoccupations are in direct response to demands for higher productivity, increased flexibility and lower costs by the Public Service (Garavan, Hodgetts & Losey, 1999:144-164). Increasingly, the Public Service seek, through the implementation of sophisticated human resource development and workplace learning strategies, to develop competencies



to enable emerging middle managers to respond quickly and flexibly to operational needs. The need for greater flexibility has resulted in a more widespread use of competency approaches as a basis for workplace learning through training like the EMDP provision (Lei & Hitt, 1996: 315).

Evidence suggests increased usage of competency models by the Public Service to drive workplace learning initiatives in South Africa and in other parts of the world. The use of competency frameworks as the focus of workplace learning, serves the dual purpose of facilitating the identification of learning needs and ensuring that the EMDP learning provision addresses HRDS needs (Reid & Barrington, 1994:68). Furthermore, the drive for mobility, flexibility and employability has also resulted in emerging middle managers expecting that their enhanced competencies be recognised through performance management development systems and certification processes.

The two most recent Price Waterhouse Cranfield Studies (1999:44) reveal a significant increase in the usage of competency frameworks in Europe. The empirical evidence that exist, suggest that the competency movement has taken hold in, among them Australia and a number of other countries (Comford & Athanasou, 1995:18). This trend can be attributed to the proactive role played by national governments in recognising the benefits that can accrue through the creation and adoption of recognisable competency standards for emerging middle managers.

In most instances the utilisation of competency models in the workplace is considered to be problematic. In particular, commentators find difficulty with the notion that the components of effective performance can be clearly isolated and identified and that suitable employees can be selected by utilising rigorous competency frameworks (Townley, 1994:24). Indeed the very idea that effective employees should exhibit a set of specific competencies is problematic for some (Raelin, 1995:24), particularly in instances where competency frameworks are linked to promotion opportunities and organisational career development paths (Thomson & Mabey, 1994:16). It is worth pointing out however, that the competency movement has, in a HRD context, served the needs of lower level employees as well as those at managerial level and in this sense does not reinforce status differences in the workplace (Reid & Barrington, 1994:23).

This study considers some of the more specific issues surrounding the use of competencies for workplace learning. It posits that many of the issues about workplace learning competencies identified relate specifically to the assumptions of the particular philosophical and research approaches reflected in the use of competencies. The study considers some of the philosophical and epistemological dimensions of competency previously analysed in the literature review (see section 2.5 of chapter 2) as concepts and their usage in a workplace learning context. It focuses on three significant pragmatic issues related to their value in a workplace learning context:

- the difficulties involved in defining notions of competence and competencies;
- the related difficulty of assessing the existence of competence; and
- the problems related to the classification of competencies.

This study finally addresses their limitations as a basis for workplace learning and the need to understand their philosophical bases and their limitations.

### **3.4 EMDP alignment with competency models and learning frameworks**

Since it is generally easier to use competency models for training needs analysis and review rather than applying the models to appraisal and succession planning, departments are advised to, as a first step, build the necessary capacity to utilise the framework during programme alignment and review. The next step to consider can be to align performance management and the development of emerging middle managers, middle managers (within salary levels 9 to 12) and other supervisors to the MMCF. This is to ensure that the emerging middle management competency profiling, provides guidance to the EMDP training that is aligned to the middle management competency framework. The emerging middle managers and other supervisors should contribute meaningfully towards developing both the feeder and the generic competencies as defined in the MMCF.

The curriculum for the EMDP has been constructed and aligned within a learning framework for the Public Service. The learning framework systematically organises matrixes of competency clusters consisting of learning focus areas (PALAMA Learning Framework Report by Inter-Academy Discussion Forum, 2008:5). The set of competency matrixes are related to specific competencies that an emerging middle manager is required to acquire and perform in the Public Service. The following objectives have been identified for the learning framework for the Public Service:

- to integrate learning and development across the Public Service;
- to provide clarity and coherence to the matrixes of learning focus areas across the different job levels in the Public Service (PALAMA Learning Framework Report by Inter-Academy Discussion Forum, 2008:5);
- to ensure quality learning through improved content, provision of relevant and standardised training within the Public Service;
- to facilitate access, mobility and progression in learning and career paths within the Public Service; and
- to enhance professional development, competence and performance within the Public Service (PALAMA Learning Framework Report, 2008:4).

### **3.5 Curriculum approach for alignment**

Since the study deals with the alignment of the EMDP with South African HRDS, this section draws upon the set of activities as 'learning outcomes' that can then be taken up within the EMDP. Using a qualitative approach, this study explores curriculum responses of the emerging middle managers within the context of South African Public Service pressures. This is to better understand the nature of contextually based challenges, strategies, practices and emerging curriculum trends. The Public Service curriculum across the globe is experiencing significant pressure to transform from its 'insular', distant and abstract format to one that is more responsive to the direct needs of society. This increased focus on curriculum responsiveness results in a shift toward knowledge approaches which prioritise curricula that focus on skills, application and problem solving (Adam, 2009:219).

This shift towards responsiveness is particularly challenging for the EMDP which has prided itself on opportunities to step back, reflect and explore knowledge from a position of reasonable distance from the emerging manager's everyday experiences within the Public Service. This study embarks on a journey to explore what the implications of the HRDS utilitarian discourses (see section 3.10 of this chapter) are for the curriculum in the EMDP. The study argues that the dominant global-speak evident in the literature (see section 2.2.7 – 2.2.9 of chapter 2) is not sufficient to account for the nature of curriculum change.

While utilitarian discourses dominate curriculum transformation efforts in the Public Service, there are various strategies such as training needs analysis, learner questionnaires surveys and analysis for performance development plan for achieving responsiveness or usefulness, which has various implications for traditional liberal curriculum practices. In fact, the study suggests that responses differ by discipline, programme and even department, and range from radical to conservative curriculum transformation (Adam, 2009:36). Thus sweeping generalisations do not sufficiently and accurately account for the complexity of responses and outcomes at the Public Service level. The EMDP curriculum process therefore results from the interplay of a number of external and internal factors that occur within very specific contextual conditions pertaining to emerging middle management.

The testing of the design and development of the current EMDP to gauge as to whether it meets the strategic vision for management development, as envisioned in the Human Resource Development Strategy for the Public Service is premised on a detailed and conceptually rich set of descriptors of emerging middle managers. These are organized into three dimensions, namely; topic coverage, cognitive demand, and the mode of presentation. Each dimension consists of a set number of discrete descriptors, namely; topic coverage (for example, ratio, volume, expressions, and relations between operations), cognitive demand that include memorizing, understanding, conceptualization, data collecting, performance procedures, problem solving, and data interpretation. Modes of presentation include exposition, pictorial models, concrete models and fixed work. A content topic is defined as the intersection of topic coverage, cognitive demand and mode of presentation (Porter & Smithson, 2001:5).

According to Squires, (2009:7), alignment is an agreement or a match between two categories. The alignment presupposes that the content of the concepts are the same for both the standards and curriculum. Standards that can be aligned to the curriculum are general; curriculum is more specific, for example, within a writing standard is a description. In conforming to standards, one can write on self-selected topics in a variety of literary forms. The curriculum contains a number of specific writing opportunities for learners to write on self-selected topics in a variety of specific literary forms. Each writing opportunity so specified is aligned to the standard, and the curriculum and the standard match, or are in alignment, even though the standards are general and the curriculum specific. Ensuring alignment means that learners will have the opportunity to learn the content of the standards.

English (1992:22) provides a first cut in examining the problem of alignment which can be addressed by three components of curriculum, namely; the written, facilitated/taught and the assessed/tested. The written curriculum is usually the curriculum document produced by PALAMA. Learning materials are another form of written curriculum. Another form of written curriculum is the standards. The standards, curriculum and the learning areas that are to be facilitated/taught and assessed/tested are three areas usually addressed in the curriculum matrix section (see section 3.8.2, Table 2).

### **3.6 Emerging middle manager skills in the Public Service versus service delivery**

As South Africa's Public Service transforms further, the size and contribution to output and emerging middle managers employment of the Public Service will increase. Liberalization will also increasingly affect the Public Service. The development and the productivity of the Public Service will become more important. According to a paper presented by Crowe (1997:17), a Public Service which is not exposed to international competitiveness tends to have a lower productivity. South Africa will increasingly need to pay greater attention to the advancement of the Public Service and the raising of its productivity through the emerging middle manager's active contribution. This may involve the development of new Public

Service priorities, the rationalisation of existing Public Service strategies, where applicable, and the improvement of productivity of individual public servants.

Management systems designed to achieve higher productivity and citizen satisfaction are also necessary. These include quality improvement practices; good human resource management practices; performance management systems providing for clear citizen oriented performance standards in work; and technology management which involves the use of modern technology to improve front-line service and to make work easier and more rewarding to emerging middle managers (Chait, 1998:23).

The attitude, knowledge and skills of emerging middle managers are a major ingredient in service delivery quality. According to Crowe (1997:23), the upgrading of service skills is an issue for many developing countries and in particular, emerging middle managers in South Africa.

Skills standards for emerging middle managers are generally underdeveloped. Without improving such standards, it would be difficult to improve performance and have career development. Training in the Public Service tends to be inadequate (Commander & Ruslan, 1992:33). There is a need to set skills standards for service vocations and to certify service skills. Training programmes should then be developed to teach these skills. To this end, according to Stolte & Munjanganja (2008:22), the Public Service will need to work with strategic partners in dealing with training and development challenges thus developing standards and certification of skills and training programmes to teach such skills for the emerging middle management cadre.

### **3.7 Pre-conditions for training and development for emerging middle managers to be effectively and efficiently implemented**

Given the rapid obsolescence of knowledge and the fast change in technology, there is a need for continuing education and training on the part of all employees whether they are managers, supervisors or rank and file workers (Shamsuddoha, 2005:14). Greater attention needs to be paid to continuing education and training for emerging middle managers within the Public Service. Continuing education and training will have to be looked at holistically and systematically so that it is improved and expanded (Crowe, 1996:33).

Government training institutions such as PALAMA, other education and training institutions and trade unions should be involved in the exercise to review the existing situation in regard to continuing education and training and to map out its future for emerging middle manager development (Crowe, 1996:36)

The basis of this study should be to create a platform to identify a number of pre-conditions that need to exist if training and development for emerging middle managers is to be effectively and efficiently implemented. These conditions will be considered in the light of proposals for emerging middle management training. Such conditions may include:

- Continued and public support at the highest levels in Public Service is required if staff development is to be effectively and efficiently implemented in the face of numerous pressures and competition for resources. Such support must also ensure that appropriate financial provision is made. Whilst such support cannot by itself guarantee success, the reverse is true: without such support staff development cannot fulfill its potential.

- Training and development policies need to be formulated within government departments, and need to be consistent with other operational systems and structures. Such institutionalisation should not be a bureaucratic process, but rather a way of ensuring that HRDS and emerging middle manager needs can be identified and then integrated effectively and efficiently.
- Training and development must be associated with a heightened concern for enhancing emerging middle manager performance, and therefore needs to be supported by processes such as staff appraisal, employee’s performance development plans, organization performance and departmental evaluations.
- Government departments that are organizing institutional training and development initiatives must be credible within the eyes of emerging middle managers. This in turn requires such staff to have a wide range of skills and experience, and their rewards and conditions of employment should be at an appropriate level.
- Training and development initiatives must themselves be of high quality whatever form they take, whether in-house activities, short courses, distance learning activities, and written learning materials. Many middle level managers will be rightly critical of programmes that fall below the high standards that they will set for themselves in their own work, be it teaching, research or administration.
- Expenditure of training and development must be seen to represent value for money in the face of multiple funding pressures (Schofield, 1996:44).

According to Swanson (2001:299), workplace learning and HRD are considered topics of legitimate study as explanations of the individual and organizational learning process are gradually replacing the traditional terms of “training”, “developing” and “workplace education”. They are considered to be more comprehensive and integrated concepts. The literature reveals a degree of confusion and disagreement as to what, for example, constitutes HRD. It varies significantly depending on whether it is defined from an academic or practitioner perspective. Furthermore, it is contingent in cultural contexts, the intended audience for development and the intended beneficiaries of the outcome of HRD.

### **3.8 Current middle management training and development provision**

This section reviews the existing provision of middle management training and development within PALAMA and outlines a shared understanding of key concepts in the education, training and skills development landscape.

Several key training and development concepts have emerged that are associated with the continuous improvement of Public Service delivery through training. These concepts (the curriculum for the EMDP in conceptual perspective, content and document analysis, EMDP curriculum alignment analysis, an analysis of HRDS content, and an analysis of EMDP’s context) are dealt with under the following headings:

#### **3.8.1 The curriculum of the Emerging Management Development Programme (EMDP) in conceptual perspective**

SAQA provides the following definition for a curriculum:

“Curriculum refers to all teaching and learning opportunities that take place in the learning institution including,

- Purpose and value of the learning (Why?)
- Learning outcomes (What?)
- Selection of content, activities, methods and resources (How?)
- Teaching and learning strategies (How?)
- Forms of assessment (How we measure achievement?)
- Evaluation of delivery and moderation (What effect?)
- Who does what, to whom, how and when, for what purpose and with what effect? (SAQA, 2002:9).

Behind these identifiable elements of the definition are deeper dimensions. Curriculum reflects the ideologies, beliefs, values, and interpretations of reality we hold at any given time and context (Pinar, Reynolds, Slattery, & Peter, 1995:11). In their attempt to define curriculum within an evolving teaching and learning landscape, Pinar, Reynolds, Slattery, & Peter (1995:12) define curriculum as follows:

“...curriculum is intensely historical, political, racial, gendered, phenomenological, autobiographical, aesthetic, theological, and international. Curriculum becomes the site on which the generations struggle to define themselves and the world”.

Viewed holistically, a curriculum includes all the planned activities, as well as the unplanned, hidden, philosophical and organisational aspects. There have since been profound shifts from the narrow view of the curriculum as a fixed blueprint to an all encompassing curriculum that address issues of social transformation, and developmental agenda, as summarised below:

**Table 2: Trajectory for curriculum philosophy**

| From  | To  |
|---|---|
| <b>Knowledge as objective or universal truth</b>                    | <b>Knowledge as a shared construction</b>                               |
| <b>Teaching as transmission of knowledge</b>                        | <b>Teaching as facilitation of learning</b>                             |
| <b>Learners as passive recipients of a stable body of knowledge</b> | <b>Learners as active participants in meaning making</b>                |
| <b>Curricula as closed education agendas</b>                        | <b>Curricula as open and negotiable</b>                                 |
| <b>Education as a qualification</b>                                 | <b>Education as a vehicle for development and social transformation</b> |

As the custodian of Public Service training, PALAMA has realised the importance of an organising framework to systematically map public administration and management courses offered by diverse providers. There were a number of initiatives within PALAMA that formed the basis of the conceptualisation and planning of the proposed integrated learning framework for the Public Service based on certain principles. The principles underpinning the learning framework for the Public Service are follows:

- Integration;
- Clarity and coherence;
- Quality;
- Redress and equity; and
- Mobility, portability and progression (PALAMA Learning Framework Report, 2008:14).

### **3.8.2 Content and document analysis of the curriculum: an Emerging Management Development Programme (EMDP) perspective**

As indicated in the first chapter (see section 1.2), the Emerging Management Development Programme (EMDP) was established in 2003 as part of the Integrated Management Development Programme (IMDP). It targets the following:

- high-potential emerging middle managers;
- junior managers and supervisors on salary levels 6-8; and
- functional specialists – who have to manage outputs, people, and budgets.

It focuses on perfecting the basics of management, and addresses, in three modular blocks (themes), the following aspects:

Block 1: Management overview

- Module 1: Self-management
- Module 2: Management overview
- Module 3: Public management

Block 2: Customer care, communication and quality assurance

- Module 4: Customer care
- Module 5: Communication
- Module 6: Quality assurance

Block 3: The complete supervisor

- Module 7: People management
- Module 8: Public financial management
- Module 9: Project management

With reference to block 1 above, module 1 (self-management) focuses on self management by addressing ethical standards and core ethical values in the public sector. The module also addresses time management, setting realistic goals for tasks and activities and prioritising accordingly. Stress management is addressed by explaining the role of stress in daily living, as well as different ways in which people react to stress. A section on emotional intelligence attempts to develop knowledge and insight into the role of emotions in behaviour. The module concludes a section on the management of own performance.

Module 2 (management overview) outlines the basic activities involved in the management process, and an investigation of how opportunities can be created for innovation. Interpersonal management is dealt with under planning, prioritising, problem solving and decision making. The principles of situational leadership are examined by diagnosing the leadership needs of people and planning accordingly.

Module 3 (public management) deals with public management by addressing the constitutional framework within which public officials function. It is important for public officials to take note and give effect to the requirements of the new constitutional dispensation. It is of particular importance to note the obligations imposed by the 1996 Constitution which must be fulfilled and any conduct or actions in conflict with the 1996 Constitution which are invalid. Attention in this module will be devoted towards the constitutional founding provisions, the implications of the Bill of Rights, the legislative framework in which public officials operate and the role of the Executive Authority. It is obvious that the framers of the

1996 Constitution have acknowledged the importance of an efficient and effective system of public administration. Therefore all officials and particularly public managers have to give particular attention not only to the legally formulated requirements of public administration, but also to ensure that their conduct honours the prescriptions of the 1996 Constitution in every respect.

Block 2 focuses on improving service delivery. Customer care is addressed in Module 4 by explaining how the *Batho Pele* principles determine how work is being done in the public sector, and organisational communication effectiveness is examined in detail in Module 5. Customer care outlines the efficacy involved in customer relations. The *Batho Pele* White Paper is the legal framework for ensuring effective and efficient service delivery. Within the legislative framework the supervisor has the responsibility to ensure that appropriate customer skills are transferred to all employees in the application of the *Batho Pele* principles. Module 4 thus aims to promote the customer orientation in the Public Service. Module 5 deals with effecting organisational communication. Active listening skills will be transferred and an emphasis is placed on appropriate tools for public speaking, interviewing and conducting meetings. The importance of communication as the cornerstone for effective service delivery is dealt with and particular emphasis is appropriated on the different kinds of communication and how each type of communication influences organisational effectiveness and efficiency. Topics covered include oral, written, and interpersonal communication.

Module 6 deals with the important principles of quality assurance. In today's Public Service, increasing demands for effective and efficient service delivery necessitates that supervisors and managers take cognisance of the important components comprising quality assurance. In this module the process and supervisory role involved in total quality management is made applicable through the transfer of specific quality assurance skills. The module focuses on quality assurance by addressing the principles of quality and benchmarking. The importance of continuous improvement and quality transformation stages are also highlighted.

As block 3 introduces the theme of managing for results, modules 7, 8 and 9 deal with the management of people, finances and projects respectively. The block aims at improving baseline supervisory skills in an effort to enhance the role and responsibility of public supervisors. The control mechanisms ensuring effective and efficient application of public resources are dealt with within the framework of government policies and legislation. It is important to build and motivate teams to meet the set goals and objectives and to manage their performance. Other skills that need to be developed include the management of diversity and conflict. As the manager of financial resources a public official will be required to apply the budget function, as well as a range of project management tools. All issues are made applicable to the learner's current management environment through the application of active learning principles.

The table 3 below outlines how the programme is structured (curriculum matrix) with special reference to the module, topics, unit standard information and learning outcomes. This process articulates to the design of the EMDP which are following:

- Alignment with unit standards;
- Learning outcomes matrix;
- The purpose and target group and relevance to the Public Service context; and
- Integration with other courses and sufficiency for preparing learners to participate.



**Table 3: EMDP Curriculum Matrix (structure)**

| Module                       | Topics  | Unit standard information   | Learning outcomes  |
|------------------------------|---|---|--|
| Block 1: Management Overview |   |   |  |
| Self Management              | Ethical conduct<br>Time management<br>Stress management<br>Assertiveness<br>Values & beliefs<br>Locus of control<br>Emotional intelligence<br>Public Service vision | Demonstrate and apply knowledge of the ethical standards in the public sector<br>(US Id: 113960, NQF Level 4, Credits: 4)   | Explain the core ethical values and standards which apply to the public sector.<br>Outline ethical values and standards contained in legislation and codes which have relevance to the conduct of employees in the public sector.<br>Describe areas of ethical conflict for public sector employees.                           |
|                              |   | Apply efficient time management to the work of a department/division/section<br><br>(US Id: 15234, NQF Level 5, Credits: 4) | Identify time management profiles.<br><br>Understanding the principles of time management.<br><br>Draw up efficient and effective work plans to carry out section work functions.<br><br>Implement time efficient and effective work plans.  |
|                              |   | Self Management<br><br>(US Id: 14048, NQF Level 4, Credits: 3)  | Take conscious decision to improve towards excellence through the use of self analysis.<br><br>Believe in one's personal capabilities through positive self-esteem.<br><br>Neutralise stressful influences and maintain effectiveness through stress tolerance.<br><br>Apply conscious decision to succeed through resiliency. |
|                              |   | Emotional Intelligence<br><br>(Aligned to content of university programmes)   | Demonstrate knowledge and insight into the role of emotions in behaviour.<br><br>Demonstrate skills and techniques for responding to situations in an emotionally intelligent manner.<br><br>Apply knowledge of emotional intelligence to own life situations.   |

| Module              | Topics  | Unit standard information  | Learning outcomes   |
|---------------------|---|--|---|
| Management Overview | The management environment<br>Definition of management<br>Creative thinking<br>Problem solving<br>Decision making | Describe and apply the management functions of an organisation<br>(US Id: 14667, NQF Level 4, Credits: 10)       | Describe the management activities involved in running a successful Public Service department.<br>Explain the basic activities involved in the management process.<br>Identify and explaining the main tasks required of managers.<br>Apply the decision making process to make a management decision.<br>Analyse the application of the general management functions in a selected organisation. |
|                     |   | Create opportunities for innovation<br><br>(Aligned to content of university programmes)                         | Keep abreast of and analyse innovations or new developments.<br><br>Create opportunities for innovation.<br><br>Lead projects to meet new, innovative ideas.  |
|                     |   | Conduct interpersonal management<br><br>(Aligned to content of university programmes)                            | Plan and prioritise actions.<br><br>Solve problems and make decisions.  |
|                     |   | Apply the principles of situational leadership to a business unit<br><br>(US Id: 13953, NQF Level 4, Credits: 5) | Explain the principles of situational leadership.<br><br>Explain the levels of development used in situational leadership.<br><br>Diagnose the leadership needs of people in a business unit.<br><br>Plan to introduce situational leadership in a government department.   |

| Module   | Topics  | Unit standard information   | Learning outcomes  |
|--|---|---|--|
| Public Management                                  | <p>Constitutional and legal framework</p> <p>The structure of the SA government</p> <p>Good governance</p>  | <p>Constitutional Framework</p> <p>(Aligned to content of university programmes)</p>                                      | <p>Apply the implications of the 1996 Constitution, as the supreme law of the country.</p> <p>Interpret the consequences of the Bill of Rights.</p> <p>Distinguish the role of the appointed official from the role of a Minister in policy making.</p> <p>Analyse factors to be considered to ensure responsive governance.</p>   |
| Customer care, communication and quality assurance |   |   |  |
| Customer Care                                      | <p>Service delivery reform</p> <p>The <i>Batho Pele</i> principles</p> <p>Types of customers</p> <p>The moments of truth</p> <p>What is customer service?</p> <p>Service with a smile</p> <p>Complaints and compliments</p> | <p>Apply the <i>Batho Pele</i> principles to own work role and context</p> <p>(US Id: 113955 NQF Level 3, Credits: 4)</p> | <p>Apply <i>Batho Pele</i> principles to own work roles.</p> <p>Determine how the application of <i>Batho Pele</i> principles affects the way in which work is done in the public sector.</p> <p>Identify and describe successful examples of application of <i>Batho Pele</i> principles in public sector contexts.</p> <p>Explain why the <i>Batho Pele</i> principles are so important to government and effective and efficient service delivery in South Africa and own organisation.</p> |

| Module                                     | Topics  | Unit standard information  | Learning outcomes  |
|--|---|--|--|
| Organisational Communication Effectiveness | <p>Functions of communication</p> <p>The communication process</p> <p>Communication fundamentals</p> <p>Communication in organisations</p> <p>Communication skills</p>  | <p>Use communication techniques effectively (US Id: 12433 NQF Level 5, Credits: 8)</p> | <p>Identify the purpose of the interaction and choose an appropriate medium of communication.</p> <p>Discuss and explain a range of written and oral communication techniques used in the workplace.</p> <p>Lead discussion and chair meetings.</p> <p>Prepare for a meeting.</p> <p>Conduct a meeting.</p> <p>Deal with conflict in a meeting.</p> <p>Follow-up on a meeting.</p> <p>Generate a variety of workplace reports using various data gathering methods.</p> <p>Plan, draft, edit and check a text.</p> <p>Deliver presentations.</p> <p>Use register, tone and body language appropriate to the oral task.</p> <p>Interact successfully with audience in oral communication.</p> |
| Quality Assurance                          | <p>What is quality assurance?</p> <p>TQM and the management of improvement</p> <p>Achieving quality</p> <p>Seven deadly diseases in QA</p> <p>The plan-do-check-act cycle</p> <p>Quality systems and procedures</p> <p>Quality transformation</p> <p>The supervisor's role in TQM</p> | <p>Quality Assurance (Aligned to content of university programmes)</p>                 | <p>Contextualise quality assurance.</p> <p>Apply the principles of quality assurance.</p> <p>Explain the relationship between quality assurance, TQM, QMS and continuous improvement.</p> <p>Explain and apply the methods of achieving quality in the public sector.</p> <p>Explain how continuous improvement can be achieved.</p> <p>Practically assist emerging managers to develop a "quality" mindset.</p>   |

### **3.8.3 Emerging Management Development Programme (EMDP) curriculum alignment analysis**

This section deals with the analysis of the EMDP curriculum by taking into account the instructional design framework also known as instructional systems design in the analysis of learning needs and systematic development of instruction. It also takes into account the way learning is structured and organised in a particular context. The process of identifying the gaps regarding the strategic alignment (of the design and development) of the Emerging Management Development Programme (EMDP) to Human Resource Strategy for the Public Service is also analysed.

The EMDP seeks to help learners in respect of the following:

- Identify and solve diverse problems relating to public administration and management in a critical and creative way.
- Work effectively with others as a member of a professional management team in the identification of any problems related to the theory of public administration and management.
- Organise and manage oneself and one's personal activities responsibly and effectively.
- Collect, analyse, organise and critically evaluate information.
- Understand and apply a range of related techniques, procedures and experimental approaches (Bekker, 2006:4).

The following are curriculum dimensions in the process of identifying the gaps regarding the strategic alignment (of the design and development) of the Emerging Management Development Programme (EMDP) to the Human Resource Strategy for the Public Service:

- Design framework
- Content selection
- Organization and presentation
- Accessibility and layout
- Media Integration
- Assessment
- Learner guide
- Facilitator guide
- Supplementary resources
- Language, gender, race and disability
- Overall evaluation

The above curriculum dimensions approach has been brought together to assist in the analysis of the alignment of the EMDP with the HRD Strategy for the Public Service. It will further be outlined in the form of indicative questions to guide the thinking as follows:

- Does the EMDP design follow from a recognized unit standard and is the unit standard relevant to management competencies as outlined in HRDS for the South African Public Service?
- Does the EMDP conform to the standard requirements of the outcomes-based format?
- Is the EMDP pitched at the emerging middle manager level and at an applicable NQF level? Is the material pitched at the appropriate SAQA level descriptor?

- Does the EMDP design and expectations of the learner conform to the credit value and notional hours of learning?
- Does the EMDP address all aspects of each unit standard in terms of specific outcomes and assessment criteria?
- Are the specific outcomes linked to the learning framework, feeder competency framework and the middle management competency framework of the Public Service?
- Does the EMDP integrate with the objectives of the HRDS and other related courses?

The above questions will be addressed in chapter 5 under conclusions and proposals (see sections 5.3 and 5.4).

The EMDP curriculum alignment analysis takes into account the questions the instructional design framework is posing. These questions relate to the instructional systems design in the analysis of learning needs and systematic development of instruction. The EMDP curriculum alignment analysis also takes into account the way learning is structured and organised in a particular context. There are different models of instructional design but the ADDIE Model will be explained hereunder.

Perhaps the most common model used for creating instructional materials, the ADDIE Model has 5 phases contained in the acronym:

- **Analysis** - analyzing learner characteristics, task to be learned.
- **Design** - choosing an instructional approach to addressing the task.
- **Develop** - creating instructional or training materials.
- **Implement** - delivering or distributing the instructional materials.
- **Evaluate** - making sure the materials met the desired goals (Molenda, Gustafson and Crawford, 2003:16).

Most of the current instructional design models are spin-offs or variations of the ADDIE model. Instructional theories also play an important role in the design of instructional materials. Theories such as behaviorism, constructivism, social learning and cognitivism help shape and define the outcome of instructional materials (Molenda, Gustafson and Crawford, 2003:20).

The choice of a particular instructional design framework is built upon beliefs and assumptions about what constitutes knowledge and how it is transferred or constructed, and how learning takes place. The beliefs and assumptions of the providing institution and facilitators as well as the beliefs and assumptions of the receiving institution and learners play a crucial role. Of importance for the development of the methodology and instructional design framework, are the priorities within the “community perspective” as well as the “learning and growth perspective” (Molenda, Gustafson and Crawford, 2003:21). The success of such a well-planned and integrated methodologies and instructional design framework will result in the PALAMA being self-sustaining.

### **3.8.4 An analysis of the Emerging Management Development Programme (EMDP)’s context**

The following are relevant aspects considered in the analysis:

The activity theory as developed by Jonassen and Rorher-Murphy (1999:63) provides nine questions in which the context of the training need can be analysed. The nine questions are as follows:

- **What impact** should the training intervention have on the individual, on the organisation and society?
- **Who are the learners/participants?** What are their needs? What are their prior knowledge, skills and values? What are their personal narratives of learning? How motivated are they to attend the training? What are the learners' personal epistemologies of learning?
- **What is the specific context** of the learning intervention?
- **What are the roles** the participant will fulfil after the training intervention? Where do these roles come from? What other unofficial rules are there?
- **What are the tools** that they will be able to use? Where do these tools come from? What other unofficial tools are there?
- **What are the rules** according to which the participant should perform? Where do these rules come from? Are there any other unofficial rules?
- **What are the problems** these participants will face in real-life back at the workplace?
- **Who are the stakeholders** which will be affected by the training intervention?
- **What are the actions** a competent and responsible trained employee will do in the work scenario after the training? Which behaviour should change? How does the new behaviour look?

The above questions will also be addressed in chapter 5 under conclusions and proposals (see sections 5.3 and 5.4).

### **3.8.5 An analysis of the Human Resources Development Strategy (HRDS) content: a strategic perspective**

The HRD strategy is explicitly intended to contribute to the attainment of the following national goals:

- to urgently and substantively reduce the related scourges of poverty and unemployment in South Africa;
- to promote justice and social cohesion through improved equity in the provision and outcomes of education and skills development programmes; and
- to substantively improve national economic growth and development through improved competitiveness of the South African economy (HRD HRD-SA, 2010-2030:47).

In pursuance of the above goals, this HRD strategy is designed to complement the range of purposefully developed development interventions to achieve the following:

- an improvement in South Africa's Human Development Index and the country's position in global Historically Disadvantaged Individual (HDI) ranking;
- an improvement in the measure and ranking of South Africa's economic competitiveness;
- a reduction in the Gini coefficient (corresponding to a reduction in the inequality of wealth in the country); and
- an improvement in the measure of social cohesion as measured through specific social surveys (HRD-SA, 2008-2013:27).

### **3.8.6 Analysis of the Emerging Management Development Programme (EMDP) curriculum to establish to what extent it is aligned to the Human Resource Development Strategy**

An analysis of the EMDP curriculum on the one hand indicates that its development should be underpinned by philosophies that embrace international experience with respect to emerging development training and curriculum frameworks for emerging middle managers. The analysis of the HRD Strategy on the other hand indicates that it needs to systematically identify and implement a set of focused actions that will create sufficient leverage for the full scope of HRD inputs and activities to promote outcomes that favour the country's development priorities. The strategy is, therefore, limited in scope and focused on maximising mission-enhancing leverage within the HRD system. The challenges and priorities listed below served as the basis for the disjuncture between the EMDP alignment with the HRD Strategy for South Africa:

- There is a need for credible and effective institutional mechanisms in the stewardship, implementation, coordination, and monitoring and evaluation of the HRD-SA.
- There is a need for credible capability to identify the demand for priority skills and to formulate effective short-term strategies to ensure supply in a manner that mitigates the negative impact of any shortages in growth. Supply should include the development of talent within timeframes.
- There is a need for credible capability to identify the demand for priority skills and to formulate effective short-term strategies to ensure supply (including the development of talent within timeframes) in a manner that mitigates the negative impact of any shortages in growth.
- There is a need to ensure optimal responsiveness of education and training activities to the country's development agenda, and the demand for skilled human resources in the labour market.
- There are pressing challenges related to the quality of learning attainment and competency acquisition within the skills development pipeline, starting from basic education.

The effectiveness of public education and training institutions, in general, has yet to reach optimal levels. The current challenges with regard to effectiveness and efficiency have made it difficult for the country to reap the rewards when compared with international levels of public and private investment in education and training.

As part of aligning the EMDP with HRDS for South Africa, the processes of embedding concept maps to constructing a thematic approach to organizing the curricula in respect of curriculum planning and design should accommodate a variety of strategies. Concept maps are a curriculum development tool by which a group of curriculum developers identify missing linkages, inconsistencies, false assumptions, and unrecognized relationships in order to determine curriculum connections.

There is also a need to link the HRD needs with the EMDP as failure to do this will result in emerging middle managers that have serious short-falls in terms of service delivery imperatives of this country. As PALAMA utilises private training providers, such providers should be given intensive guidance from contracting departments as to the nature of the training interventions required. This will result in the delivery of training programmes which are aligned to the achievement of specific objectives.



The sustainability of the EMDP is dependent on an effective and efficient curriculum framework which adds value and contributes to the improvement in service delivery. Improving the skills level of public servants and in particular, emerging middle managers within the 'low skills' category, will make a substantial and clearly discernable contribution to the improvement of government capacity and productivity. In addition and notably, such interventions would have a tremendous impact on social inclusion as it impacts on reducing skills differentials across the population.

### **3.9 Present human resource development challenges in the public sector**

The following challenges face the successful implementation of the public sector's human resource development strategy:

- the ability of line managers to articulate exactly what skills are required to deliver on the objectives of the department or province;
- significant lapses in quality and relevance of training programmes and the enforcement of standards by education and training quality assurance bodies;
- lack of an effective and efficient focus on the development of norms, values, attitudes and orientation of public officials;
- cost effectiveness of training; and
- the varying quality of curriculum, training methodologies, assessment strategies and training materials for training programmes implemented for the public sector (Jonassen and Rorher-Murphy, 1999:63).

Given the above challenges, the strategic HRD priorities of the Public Service should focus to address the following areas:

- management development needs to be linked directly to the improvement of the delivery of quality services to the citizenry;
- management development plays a critical role in addressing the challenges of a developmental state, for example trained Public Service managers could effectively tackle poverty and unemployment programmes and projects;
- management development contributes to the transformation of society.
- management development contributes to a reduction in poverty and unemployment;
- management development contributes to the promotion of justice and social cohesion; and,
- management development contributes to the improvement of national economic growth and development.

### **3.10 The implications of Human Resources Development Strategy (HRDS) utilitarian discourses for the Emerging Management Development Programme (EMDP) curriculum**

According to Akdere and Roberts (2008:13), the implications of HRDS utilitarian discourses for the EMDP curriculum are that the role of social interactions and relationships at the individual, group/team, and organizational levels is becoming increasingly significant in today's workplace. Relationships in a public organization may provide some unplanned opportunities, and social capital is considered a new tool with which to increase Public Service performance.

The predominance of managerialist perspectives and associated philosophical paradigms on HRD may be stifling new and innovative ways of examining the role and contribution of HRD within Public Service organisations. It evidences the degree to which HRD is viewed and effectively owned as an organisationally performance-driven innovation. An open and active discourse employing social constructionist, critical theory and other theoretical perspectives may contribute to a deeper and fuller understanding of HRD within a broader context. Such utilitarian discourse may also enhance both the legitimacy of HRD as an academic field of study and as a profession, as well as the quality of the EMDP received by the emerging middle managers (Akdere and Roberts, 2008:14).

Akdere and Roberts (2008:15) further alludes to the fact that the future of HRD is open. They assert that it is time to move away from a singularly constructed notion of HRD. Social constructionism, managerialism and critical theory may be considered as evolving discourses, responsive to changes in the external environment, and capable of providing alternative interpretations. While HRD will always inevitably strive to achieve a balance between individual and organisational needs, the challenge that remains lies in determining the direction in which the pendulum will swing.

### **3.11 Conclusion**

The key concepts in the education, training and skills development landscape have been dealt with in the first chapter (see section 1.8) with the intention of creating a common understanding of the dynamics that are at play in this study. The key concepts included the focus on curriculum, training, learning, competency, quality, qualification, unit standard, modules, and learning programme with particular reference to the EMDP and the Human Resource Development Strategy of South Africa.

In this study, the DPSA's Middle Management Competency Framework has been used as a basis upon which the analysis of the curriculum for the EMDP was conducted against the Human Resource Development Strategy of South Africa. This analysis will be conceptualized and explained in detail in the next chapter. The using of the Competency Frameworks and broad competency cluster titles such as managing people, managing policy and leading and personal growth were dealt with. In each broad cluster, learning focus areas were identified. For example, in the cluster managing people, the following learning areas were identified, namely: client orientation and focus, change and diversity management, people management and empowerment and building networks. For the purposes of demonstrating alignment and connectivity with the feeder competencies in relation to the EMDP's workplace instructional design framework, the chapter has also highlighted the basic elements of the Middle Management Competency Framework (MMCF), Competency Dictionary, proficiency display, roles and associated competencies, implementation activities, training and development, competency based training and development, perspective for the EMDP alignment with the competency models and learning frameworks, curriculum approach for alignment, emerging middle manager skills in the Public Service versus service delivery, pre-conditions for training and development for emerging middle managers to be effectively and efficiently implemented, current middle management training and development provision, and present human resource development challenges in the Public Service. This was done in order to address the competencies gaps of the emerging middle managers.

It is clear from the preceding analysis that the strategic thrust for management development as envisioned in the Human Resource Strategy for the Public Service is critical for EMDP curriculum development. It was also important to understand more in detail the implications of the Human Resource

Strategy for the South African Public Service in relation to the Emerging Management Development Programme (EMDP).

The broader Human Resource Development (HRD) context and imperatives, the curriculum of the EMDP and its content and an integrated Learning Framework for the Public Service are central in crafting the empirical evidence to test the alignment (see section 2.3.3, Chapter 2) of the EMDP with the Human Resource Development Strategy of South Africa. The test provided the rationale for philosophical and epistemological grounding for EMDP curriculum design and development. The use of competencies as a basis for the provision of the EMDP work-based learning activities was very important in analyzing the emerging middle manager's specific job functions. This exercise would ultimately test (see section 4.1.2, Chapter 4) the EMDP alignment with the Human Resource Development Strategy of South Africa.

The next chapter focuses on research results and findings.

## **CHAPTERS 4**

### **Research results and findings**

#### **4.1 Introduction**

This chapter draws together the research questions, the research processes as well as the results and findings emerging from this study. This research dealt with the main critical research questions (see section 4.2) and these were to establish the main directives in the Human Resource Development Strategy for the Public Service with management development in general, and to identify the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular. The study further questions whether the design and development of the current EMDP meet the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service. The chapter concludes with the results on the evaluation of the EMDP in terms of the objectives and aims of the study. The results will be provided by addressing each research question separately.

#### **4.2 Focus of the research**

The focus of this research was to establish the strategic alignment of the Emerging Management Development Programme (EMDP) to the Human Resource Development Strategy for the South African Public Service. As indicated earlier (see section 1.4), the main two critical research questions of this study were:

- What are the main directives in the Human Resource Development Strategy for the Public Service regarding management development in general, and the gaps in the design and development of the EMDP curriculum in relation to the HRDS?
- How does the design and development of the current EMDP curriculum content meet the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service?

The above research questions were further outlined by formulating a hypothesis. The hypothesis was then formulated as follows: “The misalignment of the Emerging Management Development Programme (EMDP) to the Human Resource Development Strategy for the South African Public Service is detrimental to the future career advancement of emerging managers within the government departments of South Africa” (see section 1.3). It is important to note that there are many variables that play a role in career advancement but this study focuses on the EMDP as a tool that links functional and technical competencies for emerging middle managers within the Public Service. As indicated above, the study attempts to deal with the main directives in the Human Resource Development Strategy for the Public Service regarding management development in general, and addresses the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular.

#### **4.3 Research question explained**

The following section provides the research results and findings in an attempt to answer the first critical research question more in detail.

**4.3.1 What are the main directives in the Human Resource Development Strategy (HRDS) for the Public Service regarding management development in general, and the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular?**

Table 4 below, demonstrates the main directives (orders) of the Human Resource Development Strategy for the Public Service regarding management in general (in the left column) and the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular (in the right column). The main directives (orders) of the Human Resource Development Strategy for the Public Service are the following:

- overcoming the shortages in the supply of people with the priority skills needed for the successful implementation of current strategies to achieve accelerated economic growth;
- increasing the number of appropriately skilled people to meet the demands of our current and emerging economic and social development priorities;
- improving universal access to quality basic education and schooling (up to Grade 12) that is purposefully focused on achieving a dramatic improvement in education outcomes for the poor that is focused on equipping learners with optimal capacity for good citizenship, pursuing post-school vocational education and training or employment;
- implementing skills development programmes that are purposefully aimed at equipping recipients/citizens with requisite skills to overcome related scourges of poverty and unemployment; and
- ensuring that young people have access to education and training that enhances opportunities and increases their chances of success in further vocational training and sustainable employment.

**Table 4: Analysis of the first critical research question**

| No. | Main directives of HRDS   | Gaps in the design and development of the EMDP   |
|-----|---|--|
| 1.  | Overcoming the shortages in the supply of people with the priority skills needed for the successful implementation of current strategies to achieve accelerated economic growth.  | The EMDP seeks to skill the emerging middle managers with the requisite competencies to be able to effectively and efficiently improve service delivery within various government departments. While its curriculum content attempts to overcome the skills shortages in the functional area of the emerging middle manager, it does not supply the emerging middle manager with the priority skills needed for the successful implementation of current strategies to achieve accelerated economic growth.  |
| 2.  | Increasing the number of appropriately skilled people to meet the demands of our current and emerging economic and social development priorities.   | The ability of various government departments to improve service delivery is contingent on the capacity of emerging middle managers as the main cohorts of the coalface. The EMDP alone cannot skill people to meet the demands of our current and emerging economic and social development priorities. A combination of various factors such as increasing skills levels and an increased number of emerging middle managers with skills as well as good Public Services ethos and principles will go a long way in addressing the gaps in terms of emerging economic and social development priorities. Thus, the EMDP would need to include learning outcomes on current and emerging economic and social development priorities as part of its curriculum. |
| 3.  | Improving universal access to quality basic education and schooling (up to Grade 12) that is purposefully focused on achieving a dramatic improvement in education outcomes for the poor; that is focused on equipping learners with optimal capacity for good citizenship; and pursuing post-school vocational education and training or employment. | Firstly it was evident that the EMDP had shortcomings as its target audience was not on improving universal access to quality basic education and schooling (up to Grade 12). Secondly, it also did not focus on achieving a dramatic improvement in education outcomes for the poor in terms of equipping learners with optimal capacity for good citizenship; and pursuing post-school vocational education and training or employment. Lastly, it was not effective in addressing the skills needs of the emerging middle managers and the priorities of the HRDS.  |
| 4.  | Implementing skills development programmes that are purposefully aimed at equipping recipients/citizens with requisite skills to overcome the related scourges of poverty and unemployment.   | While the EMDP assisted greatly in implementing skills aimed at equipping the emerging middle managers with the requisite skills to improve service delivery, its approach in terms of curriculum outcomes did not put intervention strategies to overcome related scourges of poverty and unemployment.   |
| 5.  | Ensuring that young people have access to education and training that enhances opportunities and increases their chances of success in further vocational training and sustainable employment.  | The EMDP is not intended for people outside of government employment. It can be adapted to ensure that young people have access to education and training that enhances opportunities and increases their chances of success in further vocational training and sustainable employment. This can be achieved through PALAMA's Induction Programmes for the unemployed graduates and internships in collaboration with other government departments.  |

Table 4: Analysis of the first critical research question

The analysis of the first critical research question in the above diagram has posited the salient gaps in the design and development of the EMDP in relation to the first main directives of HRDS for the Public Service. These gaps relate to the fact that the EMDP does not provide the emerging middle manager with the priority skills needed for the successful implementation of current strategies to achieve accelerated economic growth and service delivery.

The second main directive of HRDS for the Public Service (increasing the number of appropriately people with skills to meet the demands of our current and emerging economic and social development priorities) has demonstrated to the fact that the EMDP alone cannot develop people to meet the demands of our current and emerging economic and social development priorities. A combination of various factors such increasing skills levels and an increased number of emerging middle managers with skills regarding good Public Services ethos and principles will go a long way in addressing this gap. Thus, the EMDP would need to include learning outcomes on current and emerging economic and social development priorities as part of its curriculum.

In as far as the third main directive of HRDS for the Public Service (improving universal access to quality basic education and schooling) is concerned, it was firstly, evident that the EMDP had shortcomings as its purpose was not to improve universal access to quality basic education and schooling (up to Grade 12). Secondly, it also did not focus on achieving a dramatic improvement in education outcomes for the poor in terms of equipping learners with optimal capacity for good citizenship; and pursuing post-school vocational education and training or employment. Lastly, it was not effective in addressing the skills needs of the emerging middle managers and the priorities of the HRDS. An attempt can be made to infuse certain elements of this directive into the EMDP curriculum.

The fourth main directive of HRDS for the Public Service (implementing skills development programmes that are purposefully aimed at equipping recipients/citizens with requisite skills to overcome the related scourges of poverty and unemployment) has pointed to the fact that while the EMDP assisted greatly in implementing skills aimed at equipping the emerging middle managers with the requisite skills to improve service delivery, its approach in terms of curriculum outcomes did not put intervention strategies to overcome the related scourges of poverty and unemployment and this gap must be addressed. The EMDP curriculum outcomes should strive to embed intervention strategies to deal with learning activities that could help overcome the related scourges of poverty and skills for the unemployed.

The last main directive of HRDS for the Public Service (ensuring that young people have access to education and training that enhances opportunities and increases their chances of success in further vocational training and sustainable employment) has revealed that the EMDP is not intended for people outside of government employment. However, it can be adapted to ensure that young people have access to education and training that enhance opportunities and increases their chances of success in further vocational training and sustainable employment. This can be achieved through PALAMA's Induction Programmes for the unemployed graduates and internships in collaboration with other government departments.

The above main directives of HRDS for the Public Service also reveal that the Human Resource Development Strategy for South Africa is a call to action by all its citizens. Its primary purpose is to mobilise multi-stakeholder participation, and to encourage individuals and public organisations to take on the challenge of improving the human resource stock, for example, the emerging middle managers of our nation. The complexity of the workplace which is forever growing and accelerated through the dynamic

impact of globalization on national economies, production and trade, has put the question of HRD at the center of contemporary public policy and development strategies. In the face of the challenges of the past and the pressure to become increasingly competitive internationally, South Africa has recognized that the education, training and development of its labour force, in this case, the emerging middle managers and citizenry will be instrumental to its long-term economic growth and social well-being. The HRD strategy cannot, and indeed does not, seek to include all of these activities in the public and private domain. Instead it seeks to implement a key set of strategic priorities that aim to address the most pressing imperatives for HRD.

While planning for capacity in the Public Service has grown significantly since 1994, it has not yet reached levels across the HRD system that are commensurate with the levels required for the effective implementation of HRD interventions for emerging middle managers and indeed for the whole country at large (HRD-SA, 2010-2030:53). In addition, the SETA sector skills plans, the Higher Education (HE) and Further Education and Training (FET) enrolment planning and the immigration quota list are not informed by a common, credible and consistent modelling of skills supply and demand projections for emerging middle managers. These problems negatively affect on integration and responsiveness of education and training provision to the demands of the emerging middle managers because of the following (see section 1.4 in chapter 1):

- Most provinces and some local government entities have developed HRD strategies. While most of these efforts have sought to locate their respective strategies within the broader HRDSA, there have not been sufficient guidelines for ensuring that their actions support capacity building initiatives for emerging middle managers.
- The formulation of clear and credible indicators and targets is vital to the success of any strategy. Thus, the scope and formulation of indicators and targets are clearly not satisfactory in terms of implementation and the measurement of progress regarding emerging middle management support. In addition, all activities identified within the strategy need to be supported by a credible implementation or project plan. While there has been progress in the development and integrity of the various data systems related to HRD, certain important challenges persist. The need to improve emerging middle management data systems to more optimal levels is a key priority in support of the EMDP alignment with the HRD-SA. As many of the functions and activities are contingent on the existence of credible and utility-focused data systems.
- The emergence of new development strategies such as ASGISA, the NIPF and the Antipoverty Strategy in particular has generated very significant implications for HRD-SA. These strategies collectively address the most pressing strategic priorities within South Africa's development agenda. The implications of these strategies need to be carefully analysed if the HRD-SA is to be optimally responsive to the country's development agenda. The consequences of these implications lies in the fact that emerging middle managers are within the cohort of those that are likely to gain from strategies that collectively address the most pressing strategic priorities within South Africa's development agenda.
- While there is a need to look at how various institutions, including JIPSA, can be integrated into the institutional arrangements of the HRD-SA in a manner that gives rise to institutional coherence and maximises the benefits that these institutions bring to the HRD mandate, it is also important that institutional arrangements are such that



the emerging middle managers stand to benefit in terms of the EMDP curriculum that has been aligned to HRD-SA.

- The HRD Strategy (like most national HRD strategies throughout the world) struggled to interpret and anticipate the demand-side of the labour market and in this case the emerging middle manager and how it shapes policies and activities that impact on their supply. This situation needs to be addressed through stronger involvement of all stakeholders that are part of PALAMA and DPSA in order to facilitate the improvement of service delivery at all spheres of government.
- The primary driver of emerging middle manager labour supply is the output generated by various education and training activities in the country including the EMDP. However, numerous other factors such as those that determine the way the labour market operates also play a significant role in shaping supply (HRD-SA, 2010-2030:64).

It is important that the EMDP intervention areas focus on integration and responsiveness of the generic Public Service needs as well as the main directive of HRDS for the Public Service in order to meet the emerging managers' training needs. It is also important that the EMDP intervention areas are also derived from the scope of HRD policies and strategies within the Public Service. Some notable examples in this regard relate to the following:

- labour market and career planning information for emerging middle managers;
- the match between skills and qualifications emerging middle managers on the one hand, and the demands of the workplace on the other;
- perceptions about the demand side that may lead to a failure or even refusal to recognise and utilise existing supply of emerging middle manager skills that could meet demand;
- morbidity in the emerging middle manager working population resulting from illness and disease; and
- questions regarding emerging middle manager productivity (HRD-SA, 2010-2030:71).

The study has looked at the alignment of the EMDP with the Human Resource Strategy of South Africa in order to improve service delivery within government departments. The capacity of this country to deliver services is contingent among others on the emerging middle managers' ability and capacity to develop and thus increase the regional economic benefits, and ultimately improving the quality of human life. With the emerging technological and vocational society need, South Africa has increased attention to the role of HRD in an economy based on national competitiveness and growth. HRD is now considered as the most important strategy and method to increase national development and to build and sustain a competitive advantage in Africa.

There is an enormous array of activities being implemented by the public and private sectors that are focused on HRD. This strategy cannot, and indeed does not, seek to include all of these activities in its articulated priorities, objectives and activities. It seeks instead, on the one hand, to implement a key set of strategic priorities that are aimed at addressing the most pressing imperatives for HRD and, in so doing, to leverage and stimulate other HRD-related activities in the country. The EMDP, on the other hand, does not come any closer to these iterations.

In view of the current and projected economic and social development activities and objectives, it is necessary that one adopts a short-term as well as medium-term perspective. There are certain areas of

priority for economic growth, which require all parties concerned to overcome skills shortages that serve to constrain growth and investment in the short-term. But effective, efficient and credible HRD cannot depend entirely on short-term measures. The strategy must simultaneously focus on this strategy on the medium- and even long-term perspective. The strategy is therefore explicitly designed to respond to the twin imperatives of urgency and sustainability whilst the EMDP programme focuses on internal organizational imperatives for the emerging middle manager in order to deliver services to the citizens.

As indicated in the first chapter (see section 1.5), the vision of PALAMA states clearly: “The creation of a self-sustaining organisational transformation centre of excellence for Public Service delivery”. This vision proposes methodology, instructional design framework and instructional design strategy which allow PALAMA to be an “organisational transformation centre of excellence”. Thus the EMDP curriculum development should be underpinned by philosophies that embrace international experience with respect to emerging development training and curriculum frameworks for emerging middle managers.

The purpose of a HRD Strategy is to systematically identify and implement a set of focused actions that will create sufficient leverage for the full scope of HRD inputs and activities to promote outcomes that favour the country’s development priorities. The strategy is therefore, limited in scope and focused on maximising mission-enhancing leverage within the HRD system. It is important to note that in an ideal situation and from the basis of some findings (see section 3.8.6), the challenges and priorities listed below served as the basis for determining the disjuncture between the EMDP alignment with the HRD Strategy for South Africa:

- There is a need for credible and effective institutional mechanisms in the stewardship, implementation, coordination, and monitoring and evaluation of the HRD-SA.
- There is a need for credible capability to identify the demand for priority skills and to formulate effective short-term strategies to ensure supply in a manner that mitigates the negative impact of any shortages in growth. Supply should include the development of talent within timeframes.
- There is a need for credible capability to identify the demand for priority skills and to formulate effective short-term strategies to ensure supply (including the development of talent within timeframes) in a manner that mitigates the negative impact of any shortages in growth.
- There is a need to ensure optimal responsiveness of education and training activities to the country’s development agenda, and the demand for skilled human resources in the labour market.
- There are pressing challenges related to the quality of learning attainment and competency acquisition within the skills development pipeline, starting from basic education.
- The effectiveness of public education and training institutions, in general, has yet to reach optimal levels. The current challenges with regard to effectiveness have made it difficult for the country to reap the rewards when compared with international levels of public and private investment in education and training (HRD-SA, 2010-2030:93).

As part of aligning the EMDP with HRDS for South Africa, the processes of concept maps to construct a thematic approach to organise curricula for curriculum planning and design should be used to plan and design the EMDP curriculum using a variety of strategies. Concept maps are a curriculum development

tool by which a group of curriculum developers identify missing linkages, inconsistencies, false assumptions, and unrecognized relationships in order to determine curriculum connections.

A proper management of relationship with clients where training is/was provided is important as a lack of capability within the Public Service to manage relationships with providers and clients will have the unintended consequence of not addressing the needs of emerging middle managers. As indicated previously, some external providers are often used but have no clue as to what the Public Service is about.

The PALAMA Strategic Plan is very clear on the urgent need to improve the impact of training in the Public Service. This impact is also necessary for the EMDP training. The mentioned Strategic Plan further mentions a number of factors that influence the impact (or lack thereof) that training have on the performance of departments and individuals like the emerging middle managers (PALAMA's Strategic Plan, 2007 – 2009:27).

A wide range of blended factors that relate to attitudes and insufficient information or a lack thereof has resulted in many emerging middle managers following learning programmes, including the EMDP, that are marketed by PALAMA as having an exceedingly high potential for career development. The consequences have been a culture of issuing a certificate, but with no related impact on productivity improvements in departments (see section 2.5).

There is a concern that the training cost per participant in the Public Service is higher than the cost per participant for the training of engineers and surgeons in higher education. In tolerating the unrestricted persistence of the present state of affairs and trajectory, which would give rise to training that meets the demands in the public sector unsustainably, it would further compromise the productivity of government's substantial spending on training (see section 2.5).

The alignment of the EMDP with the HRDS is dependent on an effective and efficient curriculum framework which adds value and contributes to the improvement in service delivery. Improving the skills level of public servants and in particular, emerging middle managers within the 'low skills' category, will make a substantial and clearly discernable contribution to the improvement of government capacity and productivity. In addition and notably, such interventions would have a tremendous impact on social inclusion as it impacts on reducing skills differentials across the population.

PALAMA's Curriculum Development and Management Policy advance the principles and values that characterise an open and democratic society and the constitutional ideals of human dignity, equality, inclusivity, justice and freedom. This applies to all women and men as well as people with disabilities, including people with learning difficulties. PALAMA further upholds the *Batho Pele* belief set (We belong, We care, We serve), the ethos of the National Qualifications Framework, and the adult learning principles that supports the EMDP (see section 2.5). The second main critical research question will be analysed in the next section.

#### **4.3.2 How does the design and development of the current Emerging Management Development Programme (EMDP) meet the strategic vision for management development as envisioned in the Human Resource Development Strategy (HRDS) for the Public Service?**

Table 5 below, demonstrates the main elements regarding the design and development of the current EMDP (left column) and the strategic vision for management development as envisioned in the Human

Resource Development Strategy for the Public Service (right column). The design and development of the current EMDP addresses issues such as self management by addressing ethical standards and core ethical values in the public sector, basic activities involved in the management process, and an investigation of how opportunities can be created for innovation. The EMDP also addresses issues such as public management, constitutional framework within which public officials function, effecting organisational communication, promoting the customer orientation in the Public Service and important principles of quality assurance. These modules of the EMDP will be triangulated with the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service. The vision for HRD as described in Table 5 is the state of affairs to which the HRD Strategic Framework aspires. It sits at the top of the conceptual framework to represent what could be attained. The vision for HRD is also the basis of interventions and the proverbial “journey’s end” if the pillars of the strategy are well constructed and applied. The vision completes the strategy and helps to give it meaning (Strategic Framework Vision 2015:3).

From Table 5 below, it is evident that through the human resource development in the Public Service, efforts undertaken by various government departments to ensure that emerging middle managers are well prepared (through the EMDP) to undertake their responsibilities and grow into viable careers. These efforts could also add value to the productivity and service of various government departments, the motivation and performance of emerging middle managers together with their peers and the attainment of the overall vision of the developmental state. The process of consolidating the various efforts in line with of the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service can be done through the process of identifying the gaps regarding the alignment of the design and development of the Emerging Management Development Programme (EMDP) as indicated in the diagram below.

**Table 5: Analysis of the second critical research question**

| <b>The design and development of the current EMDP</b>   | <b>The strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service</b>  |
|---|---|
| <p>The design and development of the current EMDP focuses on perfecting the basics of management, and addresses, in three modular blocks (themes), the following aspects:</p> <p>Block 1: Management overview</p> <p>Module 1: Self-management</p> <p>Module 2: Management overview</p> <p>Module 3: Public management</p> <p>Block 2: Customer care, communication and quality assurance</p> <p>Module 4: Customer care</p> <p>Module 5: Communication</p> <p>Module 6: Quality assurance</p> <p>Block 3: The complete supervisor</p> <p>Module 7: People management</p> <p>Module 8: Public financial management</p> <p>Module 9: Project management</p> <p>The instructional design framework of the EMDP (also known as instructional systems design) should take into account the way learning is structured and organised in a particular context. This particular context should articulate the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service. The process of identifying the gaps regarding the strategic alignment (of the design and development) of the Emerging Management Development Programme (EMDP) to the Human Resource Strategy for the Public Service should take into account the three critical components of the strategy as indicated in the opposite column.</p> | <p>There are three critical components of the strategy:</p> <ol style="list-style-type: none"> <li>I. The vision for HRD and the manner in which this vision is communicated, institutionalized and managed;</li> <li>II. The 4 critical initiatives and the key pillars for achieving this vision, or the primary areas in which action will be taken in implementation; The four critical Initiatives or pillars of action pillars are as follows: <ol style="list-style-type: none"> <li>1. Capacity development initiatives</li> <li>2. Organizational support initiatives</li> <li>3. Governance &amp; institutional development initiatives</li> <li>4. Economic growth and development initiatives (Strategic Framework Vision 2015:3)</li> </ol> </li> <li>III. Core principles</li> </ol> <p>The 10 core principles for implementing the strategy which will serve as a set of guidelines for all in organizing and managing HRD interventions (see section 4.3.2 below).</p> <p>The above components must be converted into learning outcomes for the EMDP curriculum as part of addressing the gaps as well as addressing the strategic agenda of action. The priorities of the conceptual framework must also be translated into enabling actionable learning outcomes. These components must be the source from which the EMDP curriculum implementation considerations are generated.</p> <p>Each component of the strategy must articulate in the form of objectives and sub-objectives a basis for planning and implementing the EMDP curriculum.</p> |

Table 5: Analysis of the second critical research question

The most important critical initiative in terms of the 4 pillars of action in the above diagram is “Capacity Development Initiatives” which is relevant for the purposes of this study. Other key pillars for high performance in the Public Service through HRD are equally important. It worth noting that the 4 pillars are informed by 10 core principles (focus on all performance levels of employment; responding to the needs of designated groups (women and persons with disability); cohesiveness and integration; flexibility and adaptability; recognizing contextual differences; maintaining performance focus; responding sectoral differences; building learning communities and organisations; promoting the agenda of development and continuity through all spheres of government). This informs the implementation of the Human Resource and Development (HRD) Strategy for the Public Service. In return, all these 4 pillars and 10 core principles are founded on the legislative framework such as the HRDS-SA 2010 – 2030, Policy frameworks for HRD, National Skills Development Strategy and Skills Development Act, 97 of 1998. Therefore, the instructional design framework of the EMDP should take into account these issues. The Strategic Framework for HRD in the Public Service also represents a critical set of strategic initiatives which will further strengthen Human Resource Development Strategy in the Public Service (Strategic Framework Vision 2015:12). The capacity development initiatives of the strategy focus on “developing human capital for high performance and service delivery” which is the epitome of emerging middle managers in this study. This capacity development initiatives as one of the strategic pillar is highlighted in the following section.

Capacity development is at the centre of HRD as a profession, and, as a result, it is one of the primary areas of focus here. Interventions related to capacity development sought to identify strategic interventions which could add the highest value to the public infrastructure for developing the capacity of emerging middle managers. Adding the highest value here means the interventions must resolve the persistent issues which compromise the process of capacity development for emerging middle managers. But in addition, interventions should also be designed to set the foundation for a new era of capacity development where learning environments are created and where emerging middle managers can assume the responsibility for developing themselves (Strategic Framework Vision 2015:12).

It is clear from the preceding analysis that the strategic thrust for management development as envisioned in the Human Resource Strategy for the Public Service is critical for EMDP curriculum development. It was also important to understand more in detail the implications of the Human Resource Strategy for the South African Public Service in relation to the Emerging Management Development Programme (EMDP).

The broader Human Resource and Development (HRD) context and imperatives, the curriculum of the EMDP and its content and an integrated Learning Framework for the Public Service are central in crafting the empirical evidence to test the alignment of the EMDP with the Human Resource Development Strategy of South Africa. The test provided the rationale for philosophical and epistemological grounding for EMDP curriculum design and development. The use of competencies as a basis for the provision of the EMDP work-based learning activities was very important in analyzing emerging middle manager’s specific job functions. This exercise would ultimately test the EMDP alignment with the Human Resource Development Strategy of South Africa.

The notion of africanisation is introduced as a means of PALAMA curriculum transformation process. Horsthemke (2004: 572-587) alludes to the fact that ‘africanisation’ has, during the last few decades, been a buzzword that has enjoyed special currency in South Africa. Africanisation is generally seen to signal a (renewed) focus on Africa, on reclamation of what has been taken from Africa, and, as such, it forms part of post-colonialist, anti-racist discourse. With regard to knowledge, it comprises a focus on

indigenous African knowledge and concerns simultaneously 'legitimation' and 'protection from exploitation' of this knowledge. With regard to education, the focus is on africanisation of institutions, curricula, syllabi and criteria for excellence (in research, and performance).

As the 21st century dawned, some African intellectuals were already contemplating an education system based on african philosophy and african values. These intellectuals were motioning for an education system that would uphold the indigenous knowledge systems (Makgoba 1996:19; Seepe 2004:22; Higgs and Van Wyk 2007:33). This group also contends that through education, african societies will be enhanced if education reflects the local indigenous knowledge systems. Other critics though, believe that africanising education institutions, will not only lower standards, but that it will also be incongruent to globalisation as indigenous knowledge systems will not be compatible with modernisation. The article comprises of a literature study focusing on the challenges arising as a result of several stakeholders, whose proposals include the africanisation of knowledge in formal education institutions in Africa. The article also examines whether formal (africanised) education has the potential to democratise and transform society. As South Africa is gradually changing socially and politically, many see education as a vehicle for improving the political, social and economic landscape (Msila 2009:310-315).

Msila (1997:314) states that africanisation of education is often used in relation to educational reform and the inference here is the distorted view that Africans possess little or no indigenous knowledge of value that can be utilised in the process of educational transformation. This same inference also presupposes, as is argued by protagonists of an African Renaissance in educational discourse, that the norm for educational achievement and success for African children and students is that of Western European capitalist elitist culture, where the English language is sacralized, and internationalization of bourgeois European values is seen as the idea of progress

According to Makgoba (1999:17), the African Renaissance is a unique opportunity for Africans to define themselves and their agenda according to their realities and taking into account the realities of the world around them. Furthermore, it is about Africans being agents of their own history and masters of their destiny.

Woolman (2001:34) also argues that the relationship between education and national development in Africa continues to be a question of critical concern in many countries. Education should function as an agency of cultural transmission as well as change; it should also reflect the dynamic process of nation building that is continually being modified by new conditions. It has already been mentioned in this section that the capacity development initiatives of the strategy focus on "developing human capital for high performance and service delivery" which is the epitome of emerging middle managers in respect of national building.

One needs to understand the structural and social conditions that underpin the construction of the EMDP curriculum within the context of africanisation. The nature of knowledge as epistemic practice, the epistemological and methodological constraints imposed on the EMDP curriculum, knowledge form and the ontological practice which identifies curriculum practices constructs for emerging middle managers are key in terms of curriculum design and development. In the africanisation of the EMDP, the researcher's view is that the developers of the programme should do the following:

- promote values which are resourceful for the EMDP innovation and community engagement which encourage knowledge for the flourishing of all humanity in their diversity in Africa and the world;

- entrench and affirm the dignity and integrity of the often neglected and marginalized indigenous knowledge system which are derived from Africa and have sustained its people and ecological diversity for centuries;
- recognise and affirm diverse world views and the variety of thought systems, patterns, structures and their contribution to global knowledge or knowledge systems counteracting the iniquitous legacy of apartheid; and
- acquire new knowledge emerging from the experience of Africans and their ecology, and to create knowledge aimed at the flourishing of all human societies, and not just for a few to expand (UNISAWISE, 2011:12).

It was already indicated (see section 1.7.1) as part of explaining the research methodology that this qualitative study uses mainly the constructivist-interpretive perspective where knowledge is socially constructed in order to understand the world of meaning and interpreting it. Constructivism is the doctrine that complex mental structures are neither innate nor passively derived from experience, but are actively constructed in the mind (Mouton, 1996:47). As indicated earlier (see section 1.7.1 chapter 1), the social research aims to generate knowledge about the social world and in this case, the middle management environment and the South African Public Service. In the final instance, all research is aimed at an improved understanding by describing, explaining and evaluating phenomena such as the Emerging Management Development Programme and the Human Resource Development Strategy for the Public Service in the particular social world of the Public Service. The methods of policy analysis, content analysis and document analysis and evaluation are also applied.

#### **4.4 Evaluation of the Emerging Management Development Programme (EMDP) learning materials**

This section deals with the results and findings that emerged as a result of the evaluation of the EMDP which the researcher has conducted as part of the PALAMA team that reviews the learning materials at three year intervals. Albeit that my findings could be subjective, they are on average on the same rating scale as that of the PALAMA review team. The rating scale was developed in PALAMA as part of the Quality Management System (QMS) and was used as an evaluation instrument for the learning materials review process. As an evaluation instrument, the rating scale was used to reflect on strengths, limitations and deficiencies of the EMDP in so far as the course design, content selection, organization and presentation, accessibility and layout, media Integration, assessment, learner guide, assessment guide, facilitator guide, supplementary material, language, gender, race and disability are concerned. The intention was to determine the quality of the EMDP learning materials as a whole. This information will hopefully further strengthen the quality of this study. The mentioned units of evaluation will now be analysed.

##### **4.4.1 Course design**

The course design of the EMDP learning material was adequate. The strength of the EMDP lies in the fact that the programme as a whole is well designed. The programme and modules follow a combination of university approved materials and SAQA unit standards. The overall programme and module design conform to the prescribed credit values and notional hours.

The major limitations and deficiencies are that certain unit standards have either changed or could not be verified on the SAQA database of unit standards. The unit standard 113960 has changed to 242857. There is also a learning outcome associated with this unit standard which is not reflected in the manual. The



unit standard 12953 could not be verified. The relevant unit standards need to be checked with SAQA and revised in line with the course design. This would apply to the entire EMDP.

#### **4.4.2 Content selection**

The content selection has looked into the accuracy of the content, contemporariness of the content to reflect current thinking and recent references, and the completeness of the learning material to see whether it does cover everything that would be expected in such a course, sufficiency of the learning material whether it captures the government's delivery ethos, clear guidelines with regard to learning and assessment activities and course manageability in terms of the stated notional hours of learning.

The content selection of the EMDP learning material was adequate in terms of course/service offering. The strengths of the course in this regard is that its content is accurate and of a high caliber. The content also provides a good introduction to the overall Emerging Management Development Programme.

The major limitation and deficiency is that it does not adequately cover the subject of Public Management in the course manual (deficiency). Many of the course readings for module 2, while relevant, should be reviewed with the aim of including more recent scholarly articles. The content of module 3 (Public Management) needs to be expanded to include various other introductory aspects on the subject of Public Management. Public Management as a concept needs to hold a thread that connects all elements that support the current thinking and innovation around effective and efficient public service delivery.

Course readings for module 2 and 3 should reflect a more diverse range of authors. Many of the authors listed in the reading list emanate from one tertiary institution. The inclusion of a wider range of authors from diverse institutional backgrounds should be considered. These should emanate from the Public Service, a wide range of tertiary institutions and any other relevant sectors.

#### **4.4.3 Organization and presentation**

This section looks at whether the learning material is coherently structured into well organised study units. There must be a clear rationale of what constitutes a well organised study unit. Integration of study units, the sequencing of the learning material is important. Building on learners' prior learning and experience where possible taking into account relevance to the learner's context, needs, interests and readiness. Presentation using a variety of methods to accommodate diverse learning styles and preferences is also important. The usage of interactive methods where possible with appropriate use of activities and supportive feedback should be part of organising the learning material. Clear explanation of the concepts using sufficient and relevant examples to make learners stimulated is key. The balance between theory and practice and the pacing of learning activities should be encouraged. The correct workload that is sufficiently varied with appropriate activities for after lunch and evenings is necessary.

The organization and presentation of the EMDP learning material was excellent. The strengths of the course are that the materials or contents are well organized and presented. The sequencing of the materials is well suited to the overall programme. The materials are indeed relevant to the needs, interests of the learner within the context of his/her own personal development as well as to strengthen the institutional capacity of the Public Service.

The learning material is well balanced in terms of providing the necessary theoretical foundations and practical application of the theoretical frameworks. The use of individual and group tasks and case studies provide a useful variety for learning techniques to be effectively applied. There are no major limitations and deficiencies except to indicate that more individual tasks should be considered for module 3 (Public Management).

#### **4.4.4 Accessibility and layout**

This section uses the following indicative questions to guide the thinking:

- Are the key ideas and specialist terms clearly and simply explained?
- Is the material written in a clear and accessible way?
- Does the material use the active voice and short sentences?
- Does the contents page make it easy for the learners to get an overview of the course at a glance?
- Does the numbering/headings system make it easy for learners to find their way through the text?
- Do the introductions make links with learners' prior knowledge and with other parts of the course?
- Are summaries and reflective exercises included at appropriate intervals to facilitate learning?
- Are concept maps and diagrams effectively used to illustrate or synthesise ideas?
- Does the use of pictures, graphics, and icons make it easy for learners to find their way through the text?
- Is the layout friendly and easy to use? Is there enough space to write in the margins?

The accessibility and layout of the EMDP learning material was excellent in terms of course/service offering. The strengths of the course in addressing the above issues is that the layout and accessibility of the materials fits in with PALAMA's "look and feel". The layout is user-friendly for both learners and facilitators. The various icons were used effectively to identify and highlight important aspects within the modules.

The major limitation and deficiency is that each new module should be prefaced with a narrative introduction to the module indicating the key aspects to be covered. PALAMA should consider printing course packs in a booklet format (not spiral bound). The introduction of a "book format" course pack will enhance the image and look-and-feel of the overall course.

#### **4.4.5 Media integration**

This section looks at whether the course include an appropriate mix of other media to support the printed text and whether the visual aids provided are sufficient, the clarity and readability of slides, and whether there are too many or too few slides. The section also looks at whether there are appropriate clips and DVD material to support the learning, the choice of media that take into consideration learners with special learning needs and clear instructions and explanations where media are to be used by learners.

The media integration of the EMDP learning material was adequate in terms of course/service offering. The strength of the course in addressing media integration is that while there were no new slides, there

was reliance on the previous slides to make an assessment of their applicability and suitability. The slides compliment and guide both the facilitator and learner during presentations in relation to the course materials. The slides are sufficiently flexible to allow the facilitator to add additional information and images to make the course relevant and interesting.

The major limitations and deficiencies are that there are no DVD materials available for these modules. Suitable DVDs should be identified and made available to facilitators that will enhance the presentation of the modules as part of improving the learning materials.

#### **4.4.6 Assessment**

This section covers issues of an assessment plan that incorporates formative and summative assessment activities and assessment methods used in the EMDP. As for the pre-course work that preceded the contact session, it was aligned with the assessment activities in accordance with the assessment plan and sufficiently varied to accommodate different learning styles. The learner knows in advance how she/he is going to be assessed. The assessment criteria were made clear to the learners in advance. Provision for feedback on the assessment tasks was provided to help learners improve. The summative assessment requirements (that are used to judge learner competence) were fair in terms of NQF level and credit value. The assessment tasks were clearly related to the learning outcomes and were realistic in terms of the notional hours of learning.

The assessment practices of the EMDP were adequate in terms of course/service offering. The strengths of the course in addressing the above issues are that the broad assessment criteria and methods have been outlined at the outset of the manual and are sufficiently varied. The assessments cover the pre-course work (course readings), contact sessions as well as the post course work (portfolio of evidence). The summative assessment requirements are judged to be fair and consistent with the relevant NQF level and realistic in terms of the notional learning hours.

The major limitations and deficiencies are that the modules relate to the pre-course assessment. The reading test based on the course readings is only administered at the end of the course. This is viewed as a serious limitation and deficiency in the methods of assessment since the test takes place approximately 3 months after the course has commenced.

A reading test should be administered at the end of each block of delivery. This will compel learners to read the course readings and also provide some indication as to whether the notional learning hours prescribed for the modules and the course as a whole are being met. The modules should specify which components (tasks) should be used for assessment purposes. This will aid in the consistency and uniformity of assessments.

#### **4.4.7 Learner guide**

This section covers the learning methods and strategies that are learner centered, and checks on whether they are logically sequenced and sufficiently varied. It also checks as to whether the learner guide supports the learner to enable him/her to work towards achieving the learning outcomes. There must be an adequate indication of how long a learner should spend on the different parts of the course. The learner should be guided on her/his responsibilities including the institutions obligations (learning contract).

The learner guide of the EMDP learning material was adequate in terms of course/service offering. The strengths of the course in addressing the above issues are that the learning methods and strategies are appropriate for the modules under review. The course manual does provide sufficient support for learners to achieve the learning outcomes stipulated.

The major limitations and deficiencies are that the course manual does not provide any indication to a learner as to the time required for them to spend on particular parts of the module. The manual also does not provide any indication of the responsibilities and obligations of both the learner and training institution.

In order to improve the course, the modules require an introductory narrative before jumping straight into, for example, the Constitutional and Legal Framework. The manual should state the various components of the course and how the notional learning hours are to be achieved. Furthermore, it is equally important to clearly set out the roles and responsibilities of both the learner and training institution providing the training. A formal learning contract should become a standard feature in all of the PALAMA courses.

#### **4.4.8 Facilitator guide**

This section covers how the facilitators guide should give adequate help to someone who has not facilitated this course before, how it provides the facilitator enough information to address the learning outcomes, how it provides appropriate reference material and how it encourages and enables the facilitator to contribute to the improvement of the course design and delivery.

The facilitator guide of the EMDP learning material was excellent in terms of course/service offering. The strengths of the course in addressing the above issues are that the learning guide is exceptionally well designed and structured for any facilitator to facilitate these modules. This includes a facilitator who may be training for the first time on such modules. The guide is structured in a manner that links the module themes, activities and outcomes which enables a facilitator to present the course in a coherent way.

The major limitation and deficiency is that there is no other form of reference materials in the guide. However, the reference materials in the guide are directly linked to the course manual topics. No improvements are suggested for this section.

#### **4.4.9 Supplementary material**

This section deals with the following indicative questions to guide the learner thinking:

- Is there appropriate supplementary material?
- Is the pre-reading relevant to the course?
- Is there supplementary material for the facilitator?
- Is the supplementary material sufficiently varied to give all learners maximum access to learning opportunities?

The supplementary material of the EMDP learning material was adequate in terms of course/service offering. The strengths of the courses in addressing the above issues are that the course reader is deemed to be good supplementary reading but is not sufficiently varied in terms of themes and authors (most of the authors of articles come from one particular tertiary institution).

The modules will be of tremendous value to learners if they could be exposed to a wide variety of scholarly articles on the various module themes. This should, for example, include articles from the Public Service Review (the in-house journal of the DPSA).

#### **4.4.10 Gender, language, race and disability**

This section covers issues that address gender bias such as sensitivity to social labelling, use of pronouns, nouns to describe gender, and issues related to use of male and female voices in the text, the use of pictures, cartoons and illustrations that are gender and culture sensitive, the appropriate indication of power relations between men and women and between different race groups; learning material adaptable for use by learners with disabilities; friendly language rather than one which is aloof or condescending, and language appropriateness for the NQF level of the course.

The gender, language, race and disability content of the EMDP learning material was excellent in terms of course/service offering. The strengths of the courses in addressing the above issues are that language, gender, race and disability concerns have all been taken into consideration in the modules. There were no major limitations and any deficiencies found in this section of the course.

There is one contradiction noted in the language of the course manual as a whole. The manual uses the term “public officials” whereas learners are advised in the Block 2 course reader that they are “public servants” and not “public officials”. This is a contradiction of terminology and should be corrected.

#### **4.5 The eLearning approach to the Emerging Management Development Programme (EMDP) curriculum**

The eLearning design and development principles were not addressed in the literature review as the academy is in the preliminary stages of adopting eLearning as a complementary delivery strategy for the EMDP. Until recently, PALAMA has predominantly been a contact institution with an emphasis on face-to-face classroom-based EMDP training and development. However, until such time that the prerequisite eLearning infrastructures and culture have been embedded in the Public Service and eLearning directives are provided by means of relevant policies and other regulatory documents, PALAMA programmes including the EMDP will be presented in a parallel fashion in order to provide equal capacity building opportunities for emerging middle managers. To this end, it is ethically imperative not to leave emerging middle managers behind who do not have access to eLearning enablers, such as ICT skills and knowledge, technological infrastructure and sponsorship (Draft eLearning implementation framework for PALAMA 2011:4).

eLearning is used as an umbrella term to refer to capacity building interventions and materials that optimally utilise ICTs to support and enhance learning. eLearning solutions weave a blend of appropriate technologies that range from the predominantly administrative use of ICTs to fully technology-mediated learning for the EMDP.

eLearning courses are, however, seldom clear-cut. The EMDP curriculum implementation is underpinned by a mix of the following elements that can be weaved into an effective technology-mediated solution:

The development of EMDP learning materials and activities to engage learners (emerging middle managers) with skills-based and/or technical content;

The development of EMDP learning materials and activities that support collaborative knowledge construction around value laden content; and

The development of relevant resource materials for the EMDP, which are properly indexed, to support performance in the work place (Draft eLearning implementation framework for PALAMA 2011:5).

According to the Draft eLearning implementation framework for PALAMA (2011:9), the eLearning approach should be grounded in an eight-dimensional framework (change management and adoption; institutional operations; infrastructure; alignment with capacity building needs; pedagogical approaches; programme implementation; monitoring and evaluation and governance) which provides guiding principles for planning and creating successful eLearning interventions for emerging middle managers.

The development of an eLearning framework should aim to progress eLearning to the desired state described in the eLearning vision which is to embed eLearning in the Public Service. Progress will only be evident through measurement and reports developed and disseminated on a regular basis. The framework should be made visible to key stakeholders and so that the framework and accompanying operational documents can form the basis of the emerging middle managers' discussion, collaborative learning and the promotion of quality eLearning solutions for the public sector (Draft eLearning implementation framework for PALAMA, 2011:10).

#### **4.6 Conclusion**

It is clear from this chapter that the EMDP involves a complex curriculum development process based on the need to consult extensively. This approach is necessary in order to ensure that training for emerging middle managers is oriented towards needs and driven by a real and projected Public Service programme of action. There is a need for significant dialogue between emerging middle managers and the designers of EMDP curriculum.

The analysis of the first critical research question has posited the salient gaps in the design and development of the EMDP in relation to the main directives of HRDS for the Public Service. Firstly, these gaps relate to the fact that the EMDP does not provide the emerging middle manager with the priority skills needed for the successful implementation of current strategies to achieve accelerated economic growth. Secondly, the EMDP alone cannot develop people with skills sufficiently to meet the demands of our current and emerging economic and social development priorities. A combination of various factors such as increasing skills levels and an increased number of emerging middle managers with skills regarding good Public Services ethos and principles will go a long way in addressing this gap. Thus, the EMDP would need to include learning outcomes on current and emerging economic and social development priorities as part of its curriculum. Thirdly, the EMDP had shortcomings as its purpose was not to improve universal access to quality basic education and schooling (up to Grade 12). This does not fall within its mandate. The EMDP did not focus on achieving a dramatic improvement in education outcomes for the poor in terms of equipping learners with optimal capacity for good citizenship and pursuing post-school vocational education and training or employment. The EMDP was not effective in addressing the skills needs of the emerging middle managers and the priorities of the HRDS. An attempt can be made to infuse certain elements of this directive into the EMDP curriculum. Fourthly, the EMDP assisted greatly in implementing skills aimed at equipping the emerging middle managers with the requisite skills to improve service delivery, its approach in terms of curriculum outcomes but did not put intervention strategies to overcome the related scourges of poverty and unemployment and this gap must be addressed. The EMDP curriculum outcomes should strive to embed intervention strategies to

deal with learning activities that could help overcome the related scourges of poverty and skills for the unemployed. Lastly, the EMDP is not intended for people outside of government employment. However, it can be adapted to ensure that young people have access to education and training that enhance opportunities and increase their chances of success in further vocational training and sustainable employment. This can be achieved through PALAMA's Induction Programmes for the unemployed graduates and internships in collaboration with other government departments.

The three critical components of the HRD strategy (see section 4.4) must be converted into learning outcomes for the EMDP curriculum as part of addressing the gaps as identified in the strategic vision for management development. The priorities of the conceptual framework must also be translated into enabling actionable learning outcomes. These components must be the source from which the EMDP curriculum implementation considerations are generated. Each component of the strategy must articulate in the form of objectives and sub-objectives as a basis for planning and implementing the EMDP curriculum.

The researcher's view is that the indicators and targets enumerated in HRDS-SA (see chapter 3, section 3.9) are critical to South Africa's path toward reduced levels of poverty, unemployment and inequality. More so that offering the EMDP as part of its strategy to harness leaders of the future to reach their full potential in the workplace within various government departments was the case in point. The indicators and targets are also critical in improving social justice and to achieving sustainable reconstruction and development. The targets are not just numbers, they represent opportunities for changing the life conditions of people for the better. They also play a fundamental part in improving community, social cohesion and creating the necessary development pathways for emerging middle managers though this may not be realized through the EMDP intervention.

One important aim of the HRDS-SA is to provide a framework for the multitude of skills development activities in the country. The framework would enable the support for the EMDP regarding management support and involvement to enable the successful transfer of learning to the actual workplace of various government departments. In so doing, the framework will render the EMDP alignment with the Human Resource Development Strategy of South Africa more purposeful in improving the impact on the skills challenges of the country. The skills development agenda that emphasizes developing the key human resources at emerging middle management level will in the next two decades become critical for the development of the country.

HRD-SA represents a key lever for accelerating economic growth and development in South Africa. The responsibilities of government arising from this strategy are significant. However, this strategy is not solely related to the responsibilities of government. It is a call to all stakeholders and agents that have a role to play in HRD. It is a call to action for emerging middle managers including workers at large, employers, the non-governmental sector, educators, EMDP learners, individuals and the community. It is a call to create a better life for all South Africans.

The past decade has seen a dramatic change in South Africa. Previously sequestered from the realities of globalization and internationalization, South Africa is now being bombarded by internal and external demands for change, supporting the need to reskill and multi-skill its current predominantly semi-skilled and unskilled labour force. This recognition of the criticality of the country's human resources to its future success means that the development of the human resources can no longer be left just in the hands of

industry. Rather, the challenge of sufficient human resource development has to become one of the national concern and as an issue of national policy making and implementation within the Public Service.

The conclusion is that as much as the EMDP is comprehensive, it is however not yet aligned with the Human Resource Development Strategy of the South African Public Service because of the reasons alluded to above. The next chapter, which is the last, focuses on conclusions with key proposals.



## CHAPTERS 5

### Conclusions and proposals

#### 5.1 Introduction

This chapter provides an account of empirical results, conclusions and proposals. It details the important milestones of the previous chapters in so far as the alignment of the EMDP with the Human Resource Development Strategy of the South African Public Service is concerned. This chapter will ultimately provide an account of whether the main directives in the Human Resource Development Strategy for the Public Service regarding management development in general, and the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular, were addressed. The two main critical research questions of this study will be fully explored. This chapter also deals with the hypothesis in order for it to be proved whether it is true or false. It is important to provide a summary of the study in order to highlight its main elements. Therefore, in this chapter, a summary of the study is presented, followed by conclusions and proposals.

#### 5.2 Summary of the study

In this study, the use of a qualitative research approach and the analysis of various documents contributed to the collection of rich descriptive data. The collection methods (content and document analysis and evaluation) employed in conducting this study yielded significant data that addressed all the research questions (see sections 4.3.1 and 4.3.2). It was evident that a qualitative research approach to gather data used mainly the constructivist-interpretive perspective. The aim was to provide the grasping or understanding of the construction and interpretation of the social phenomena (see section 1.7.1). Apart from the aforementioned approach, this study was aimed at an improved understanding of different epistemological elements by describing, explaining and evaluating phenomena such as the Emerging Management Development Programme and the Human Resource Development Strategy for the Public Service in the particular social world of the Public Service. There are various interpretations of the “nature of the social world” that affect the manner in which it is studied. The methods of context analysis, content analysis and document analysis and evaluation were also applied.

Since this study was aimed at establishing the strategic alignment of the Emerging Management Development Programme (EMDP) to the Human Resource Development Strategy for the South African Public Service, both international and South African literatures were explored.

In chapter 1, the aims and objectives of the study were outlined, the key concepts in the education, training and skills development landscape were explored with the intention of creating a common understanding of the dynamics that are at play. The problems underpinning the aims of the study were described (see section 1.3). It emerged that there are 106 497 emerging managers in the public sector but the majority of these managers are not always absorbed into strategic positions (DPSA-Bua News: 2009). One of the objectives of the EMDP is that it must ensure a pipeline for future leaders and this can only happen if the EMDP is aligned properly with the Human Resource Development Strategy (HRDS). A lack of organizational culture (ethos, philosophies, values and principles) within government departments which potentially allows for a career trajectory that supports the application of the newly acquired knowledge

and skills at middle management level makes it almost impossible for the sustenance of life-long learning through middle management advancement interventions.

The rationale for undertaking this study was outlined (see section 1.2.2). The main critical research questions of this study (see section 1.4), was to establish the main directives in the Human Resource Development Strategy for the Public Service with management development in general, and to identify the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular. The study further questions whether the design and development of the current EMDP meet the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service.

Chapter 2 has dealt with the literature review which focused mainly on the curriculum of the EMDP and its alignment to the Human Resources Development Strategy of the South African Public Service. It expounded on general observations and findings from the review process of the Human Resources Development Strategy (HRDS), policy frameworks, organizational structures, quality of training as well as planning and development (see sections 2.2.1 – 2.2.9). The writings by other authors on the HRDS and the curriculum of emerging management programmes and in particular, management and leadership were analysed and shared. An attempt was also made to define the Human Resource Development (HRD) concept in general and why the HRD Strategy for South Africa is required (see section 2.3).

The literature review explored the organisational structures for HRD. It indicated that these differ widely within departments and that most HRD units are still placed low in the organisational hierarchy, and are not given priority in the strategic conversations of many departments. HRD units are still generally understaffed; HRD operations and financing are still generally fragmented; and, the framework of responsibilities in HRD is still diverse, sometimes unclear and generally incoherent. There are, for instance, still gaps between HRD, HRM and Performance Management Development Systems (PMDS) and the range of responsibilities undertaken by HRD units differs widely across departments nationally (Department of Public Service and Administration, 2006:19). These shortcomings have a bearing on the development of emerging middle managers in the Public Service (see section 2.2.4).

Additionally, the literature explored the human resource development effort in the Public Service (see section 2.2.3). It indicated that it is not static as its perfection is dependent on continuous engagement with the effort to achieve purposefulness, thoroughness and effectiveness. In other words, the human resource development effort in the Public Service is in an ongoing state of evolution (UNDP, 2006:16).

The literature review further indicated that the changing government and community priorities have made the emerging middle manager's job increasingly complicated. New approaches to the role of emerging middle managers are essential and the alignment of the EMDP to the Human Resource Strategy becomes even more crucial (Improvement and Development Agency for Local Government (I&DEA), 2006:51). As part of aligning the EMDP with the HRDS for South Africa, the processes of concept maps to constructing a thematic approach to organizing curricula for curriculum planning and design should be used to plan and design the curriculum using a variety of strategies. Vilela, Austrilino, and Costa (2004:17) propagate the use of concept maps as a curriculum development tool. They further make use of a group of curriculum developers to identify missing linkages, inconsistencies, false assumptions, and unrecognized relationships (see section 2.3.3).

There is a need to link the HRD needs with the EMDP as failure to do this will result in emerging middle managers that have serious short-falls in terms of service delivery imperatives of this country. As PALAMA

utilises private training providers, such providers should be given intensive guidance from contracting departments as to the nature of the training interventions required. This will hopefully result in the delivery of training programmes which are aligned to the achievement of specific objectives (PALAMA, 2005:8).

The sustainability of the EMDP is dependent on an effective and efficient curriculum framework which adds value and contributes to the improvement in service delivery. The improvement of the skills level of public servants and in particular, emerging middle managers within the 'low skills' category, will make a considerable and clearly noticeable impact to the improvement of government capacity and productivity. "In addition and conspicuously, such interventions would have a remarkable impact on social inclusion as it impacts on reducing skills differentials across the Public Service population" (PALAMA, 2005:30).

The emerging middle managers in many government departments have different learning needs than for example the needs and experiences of employees targeted for the programme at leadership level. The employees in this rather "low-skilled" category most probably will need more guidance, support and specifically designed learning interventions and most probably face to face interaction with a lot of opportunities to acquire their learning for an extended period of time under supervision (see section 2.4.5).

The literature review revealed that human resource management is an essential generic function of public administration and a critical component of an effective and efficient Public Service. Human resource development is a learning experience that is mainly organized by the employer, usually within a specified period of time to bring about the possibility of performance improvement and/or personal growth. The main focus of HRD is learning and its principal aim is to attain both an organisational and individual objective (see section 2.5).

The literature review also discovered that the Human Resource Development Strategy for South Africa is a call to action by all its citizens. Its primary purpose is to mobilise multi-stakeholder participation, and to encourage individuals and public organisations to take on the challenge of improving the human resource stock, for example, the emerging middle managers of our nation. The complexity of the workplace which is forever growing and accelerated through the dynamic impact of globalization on national economies, production and trade, has put the question of HRD at the centre of contemporary public policy and development strategies. In the face of the challenges of the past and the pressure to become increasingly competitive internationally, South Africa has recognized that the education, training and development of its labour force, in this case, the emerging middle managers and citizenry will be instrumental to its long-term economic growth and social well-being. The HRD strategy cannot, and indeed does not, seek to include all of these activities in the public and private domain. Instead it seeks to implement a key set of strategic priorities that aim to address the most pressing imperatives for HRD (see section 2.5).

The literature review further indicated that the overall quality of training has improved because of the use of SAQA unit standards, the initiatives of PALAMA, and the emergence of partnership arrangements with service providers. More learnerships, internships and bursaries are available, and there is an increased use of mentoring and coaching as a vehicle for workplace and practical learning. But training standards vary. There are still issues in terms of the workplace relevance of the EMDP training content and the unavailability of a diverse base of qualified trainers. Increasingly, competency frameworks are being used as a basis for the planning of training and as a source of input for assessing the competencies of employees. The data presentation, analysis and interpretation were described (see section 3.8.2).

Chapter 3 dealt mainly with content and document analysis of the design and development of the current EMDP. The purpose was to ensure that the EMDP meets the strategic thrust for management development as envisioned in the Human Resource Strategy for the Public Service. The use of data sources was vital as data collected from various documents was triangulated with the data collected from the EMDP and HRDS-SA. As a researcher becomes an instrument in qualitative research, one personally analysed and organized the data using the inductive analysis approach (see section 3.1).

Chapter 3 also attempted to understand the broader Human Resource and Development (HRD) context and imperatives, the curriculum of the EMDP and its content, an integrated Learning Framework for the Public Service and the alignment of the EMDP with the Human Resource Development Strategy of South Africa. The process was to provide a rationale for and an organising framework to systematically explain the methodology including the philosophies and epistemologies to be explored. The study considered issues emerging from the use of competencies as a basis for the provision of the EMDP work-based learning activities (see section 3.8.3 – 3.8.6).

Chapter 4 dealt with the research questions, the research processes as well as the results and findings emerging from this study. The main critical research questions of this study were to establish the main directives in the Human Resource Development Strategy for the Public Service with management development in general, and identify the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular. The study further questions whether the design and development of the current EMDP meet the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service. The chapter shared the results on the evaluation the researcher has conducted on the EMDP learning materials in terms of the objectives and aims of the study including the eLearning approach to the EMDP curriculum. The results were provided by addressing each research question separately (see section 4.3).

Chapter 4 also introduced the curriculum concept as a social practice. In the context of africanisation, one needs to understand the structural and social conditions that underpin the construction of the EMDP curriculum. The nature of knowledge as epistemic practice, the epistemological and methodological constraints imposed on EMDP curriculum, knowledge form and the ontological practice which identifies curriculum practices constructs for emerging middle managers is central in addressing the notion of africanisation (see section 4.3.2). With regard to knowledge, it comprises a focus on indigenous african knowledge and concerns simultaneously 'legitimation' and 'protection from exploitation' of this knowledge. With regard to education, the focus is on africanisation of institutions, curricula, syllabi and criteria for excellence. Education should function as an agency of cultural transmission as well as change. It should also reflect the dynamic process of nation building that is continually being modified by new conditions.

This last chapter provides the conclusions and proposals of the study and these are described in the following section.

### **5.3 Conclusions**

The conclusions will be limited to answer the main critical research questions of the study (see section 1.4). The following sub-sections will cover the major areas of the study including but limited to the EMDP curriculum and its alignment with the Human Resource Development Strategy for the South African Public Service as well as addressing the hypothesis. The study will at the end conclude with an attempt

address the hypothesis (see section 1.3) as well as the main critical research questions and provide proposals.

### **5.3.1 The Emerging Management Development Programme (EMDP) curriculum**

The main critical research questions of this study (see section 1.2.2), were to establish the primary directives in the Human Resource Development Strategy for the Public Service regarding management development in general, and to identify the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular. The main purposes of these critical research questions were to test, among others, the design principles in which the EMDP is grounded in relation to various aspects of curriculum design and development. The study further questions whether the design and development of the current EMDP meet the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service. In consideration of the aforementioned questions, the EMDP curriculum should use a combination of case studies, reflection and managed discussion, as an exposure of an entirely new way of teaching and working. It should introduce professionalism into the teaching of the EMDP curriculum that is reinforced through regular workshops. It should also lead to the development of South African cases for teaching the EMDP using the experiences of practitioners written up by public servants (see section 2.3.3).

In addition to the analysis of the EMDP curriculum and teaching approaches that would support training and development for emerging middle managers, the latter must be oriented to development and service delivery ethos and principles that promote efficiency and effectiveness. The EMDP curriculum should also be transparent, accountable and equipped with the appropriate technology for the transfer of knowledge, skills and values of emerging middle managers. The quality of the EMDP training should also adequately address a perfectly conceptualised human resources development strategy at any given time (see section 2.3.3).

### **5.3.2 Addressing the hypothesis**

One of the critical challenges that government has been addressing to date, has been to ensure that there is proper alignment between skills produced by the education and training system, and the needs for developing society and economy (Adapted from Cabinet's mid-year Lekgotla, 22 September 2009). The statement of the research problem which is: "the misalignment of the Emerging Management Development Programme (EMDP) to the Human Resource Development Strategy for the South African Public Service is detrimental to the future career advancement of emerging middle managers within the government departments of South Africa" will also be dealt with below.

The Emerging Management Development Programme has become very important in today's competitive Public Service environment. Those departments that do not align their management development with tactical planning are less competitive than the departments that are. Therefore, it is important to consider management development as an important part of organizational competitiveness.

The statement of the research problem (hypothesis) is further addressed by highlighting the following:

- Emerging middle managers account to the majority of public servants and have the responsibility of ensuring the success of the government departments in terms of service delivery interventions. This responsibility cannot be fully carried out if the

EMDP is not fully aligned with the Human Resource Development Strategy for the South African Public Service.

- The capacity building for emerging middle managers in terms of management effectiveness needs to include specific organizational activities to promote skills training and values development in public sector organizations. EMDP training requires attention to specific institution and organizational development training skills. In-service training at all levels of government needs to focus on the context of the emerging middle managers on the job. Unless such organizational development training is given high priority by the leadership of the organization, EMDP training efforts will fail.
- The alignment of the EMDP with Human Resource Strategy for the Public Service should be seen within the context of middle managers being able to act as a bridge between the strategic and the operational as well as feeding ideas up the line; being both efficient and effective, doing things right while constantly improving and innovating; managing complexity through planning, budgeting, organizing, resourcing, controlling and problem solving and managing change through setting a direction, alignment, motivating and inspiring people.
- HR management and development cannot exist in a vacuum. It needs to operate within a particular legal context. The scoping of HRD legislations and policies in the global context with particular reference to the millennium development goals, HRD needs in the African context, HRD strategies in the South African context, and the HRD needs in the South African public sector context; has provided a framework of a range of HRD priority skills requirements. These HRD priority skills requirements have been organized in line with the PALAMA's three strategic trusts, namely; Executive Development Training: targeting upper SMS and lower SMS; Junior and middle management training targeting emerging managers and Induction programme: targeting all public servants.
- The proven misalignment of the Emerging Management Development Programme (EMDP) to the Human Resource Development Strategy for the South African Public Service stifles the lifting of performance measures to the HRD strategy and structures as well as to reward for performance, development of career paths and leadership styles. The framework for strategic human resources management has generic human resources systems that are consistent with different stages of growth that all organizations pass through from birth to maturity. The critical managerial task is to align the formal structure and the human resources systems so that they drive the strategic objectives of the organization.
- The integrated Learning Framework which the EMDP has also been aligned to brings together on one grid an understanding of the relationship between the three broad competency types (generic, functional and sectoral), the competency clusters (such as "managing information and knowledge") and the levels of achievement that a public sector manager can perform on each competence (such as basic or intermediate) that are linked to the levels of the National Qualifications Framework. The proposed integrated Learning Framework provides a clear and explicit learning pathway for progression for public servants in general and for emerging middle managers in particular.

It is thus clear that there is a misalignment of the EMDP to the HRDS for the South African Public Service. Against the above background, and in order to ensure that the EMDP is in line with specific occupational needs and meaningful to the workplace, it is necessary for learning course developers (providers of learning interventions) to ensure that their learning courses are aligned to the relevant occupational profile. Where occupational profiles are not available they need to be developed prior to the alignment of learning courses. Likewise, in order to ensure that the EMDP is in line with the HRDS objectives, specific HRDS occupational needs that are meaningful to the workplace must be profiled and aligned accordingly. The aligned EMDP curriculum will therefore enable the emerging middle manager to achieve the learning outcomes as intended in the HRDS objectives.

The next headings (see sections 5.4 – 5.5) will deal specifically with proposals to address the main critical research questions. The conclusions will cover areas on human resource management, management development and leadership development; the Human Resource Development Strategy for the South African Public Service; quality of EMDP training; aligning the EMDP with HRDS for South Africa; content and document analysis of the design and development of the current EMDP to test whether it meets the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service; content and document analysis of the design and development of the current EMDP; rating scale of the EMDP; on alignment approaches and general conclusions on the EMDP and Human Resource Development Strategy for the Public Service.

In the following section, firstly some proposals are made in an attempt address the main critical research questions of this study. Secondly these proposals are made to address the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular. Thirdly, the proposals are made to answer the question whether the design and development of the current EMDP meet the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service.

#### **5.4 Proposals**

From the conclusions above, the following proposals are made based on the findings of the study:

- Convert the objectives of HRDS-SA into the learning outcomes of the EMDP in order to provide a framework for a comprehensive base of competencies that inform the curriculum of the EMDP. This will ensure the learners are able to benefit from a multitude of skills development activities in the programme and, in so doing, to render them more purposeful and to improve their impact on the skills challenges of the country.

Embed the EMDP with the strategic dimension of the HRD strategy in order to:

- bring about articulation between sub-systems to allow for optimal achievement of systemic outcomes;
- initiate activities which cannot be done in any of the sub-systems but which is mission-critical for the HRD system in the country;
- facilitate holistic analyses of HRD and the functioning of the labour market;
- deal with shortcomings in labour market information; and
- ensure economies of scale with regard to complex analytical work (such as labour market supply and demand forecasting).

- Integrate the EMDP with the Learning Framework for the Public Service in order to bring together one grid based on an understanding of the relationship between the three broad competency types (generic, functional and sectoral), the competency clusters (such as “managing information and knowledge”) and the levels of achievement that a public sector manager can perform on each competence (such as basic or intermediate) that are linked to the levels of the National Qualifications Framework.

Given the aforementioned proposals, the following section will provide hints on proposals for further research.

## **5.5 Proposals for further research**

A number of proposals for further research can be made based on the findings of the research and these are extrapolated hereunder:

- There is an urgent need for a comparative study of international experience with respect to emerging development training and curriculum frameworks, for example, linking the EMDP outcomes to organizational development and change. Such a brief but intensive study should involve comparisons with countries such as Singapore, Malaysia, Australia and India. Such a study will be of value to PALAMA from a perspective of “lessons learned” and could be a constant reference point for the EMDP and ambitious curriculum reforms.
- There should be an audit inquiry of all national training in general and specific skill areas within the Public Service with specific attention to models of emerging management training that work.
- There is the need to identify, through research and development, those exemplars of best practice that was found in PALAMA with respect to curriculum development and training for the EMDP. These case studies could become the core material for training but also should serve as recorded exemplars, accessible electronically, for those who design and develop curricula for training. The HSRC should become a key focal point of such case study development.
- There is also a need to link the HRD needs with the EMDP as failure to do this will result in emerging middle managers that have serious short-falls in terms of service delivery imperatives of this country. As PALAMA utilises private training providers, such providers should be given intensive guidance from contracting departments as to the nature of the training interventions required. This will result in the delivery of training programmes which are aligned to the achievement of specific objectives.
- Research on how the EMDP curriculum development should be underpinned by philosophies that embrace international experience with respect to emerging development training and curriculum frameworks for emerging middle managers.

It is important to recognise the changing nature of work in what is becoming a global knowledge economy, within which South African government departments are operating. The extent to which employers and emerging middle managers benefit from the knowledge economy will be determined by our capacity to conduct innovative research and apply new knowledge in the workplace. This requires the development of research capacity, particularly research related to building new knowledge linked to sector and national government plans.



## 5.6 Conclusion

The use of a qualitative research approach and the current EMDP and HRDS materials contributed to the collection of rich descriptive data. The collection methods employed in conducting this study (content analysis of official documents, national and international literature review) yielded the most significant data that addressed both the research questions of this study. It was evident that the EMDP had shortcomings and was not effective and efficient in addressing firstly the skills needs of the emerging middle managers and secondly the priorities of the HRDS. The EMDP curriculum approaches and requirements for alignment were addressed at various points of analysis.

The alignment of the EMDP with the Human Resource Development Strategy for the South African Public Service is premised on the model for implementing sustainable and consistent skills for emerging middle managers replicable across national and provincial departments irrespective of size, location or function/s.

The alignment of the EMDP with the Human Resource Development Strategy for the South African Public Service is premised on the ability of the EMDP curriculum developers to identify occupational competency gaps in the:

- ability of an emerging middle manager to conduct a task;
- skills set of the emerging middle manager;
- knowledge base of the emerging middle manager;
- qualification profile of the emerging middle manager; and
- workplace experience of the emerging middle manager.

There is a need to ensure the continuous upgrade of skills in the workforce, to help ensure a measurable increase in the intermediate skills pool of emerging middle managers attributable to increased capacity at education and training institutions and increased workplace experiential learning opportunities. One of the key ways of ensuring this alignment is through proper skills planning and this must not be done for the sake of legal compliance as required by SETAs.

The curricula of the EMDP is premised on the Department of Public Service and Administration (DPSA)'s Competency Framework and learning frameworks derived from it. The DPSA's Competency Framework is a starting point in conceptualising and planning a Learning Framework for the EMDP.

It is essential that the mission-critical activities contained in the HRD-SA are effectively implemented, as a failure to do so will subvert the success of the entire Strategy. In as far as the EMDP is concerned, it is underpinned by the following principles of the Learning Framework for the Public Service. The Learning Framework which the EMDP has also been aligned to brings together on one grid an understanding of the relationship between the three broad competency types (generic, functional and sectoral), the competency clusters (such as "managing information and knowledge") and the levels of achievement that a public sector manager can perform. The EMDP is also located across the different competency clusters on the proposed learning framework and also provides a process map that identifies the critical phase in development and implementation of the learning framework for the Public Service going forward.

The indicators and targets enumerated in HRDS-SA are critical to South Africa's path toward reduced levels of poverty, unemployment and inequality. Offering the EMDP as part of the strategy to harness leaders of the future to reach their full potential in the workplace within various government departments is very important. The indicators and targets are also critical in improving social justice and

in achieving sustainable reconstruction and development. The targets are not just numbers, they represent opportunities for changing the life's conditions of people for the better. They also play a fundamental part in improving community, social cohesion and creating the necessary development pathways for emerging middle managers.

HRDS-SA's aim is to provide a framework for the multitude of skills development activities in the country. The framework would enable the support for the EMDP regarding management involvement to enable the successful transfer of learning to the actual workplace of various government departments by emerging middle managers. In so doing, the framework will render the EMDP alignment with the Human Resource Development Strategy of South Africa more purposeful in improving the impact on the skills challenges of the country. The skills development agenda that emphasizes developing the key human resources at emerging middle management level in the next two decades is critical for the development of the country.

Finally, the conceptual framework employed in this study was relevant, with evidence indicating that as much as the EMDP is comprehensive, it is however not aligned with the Human Resource Development Strategy of the South African Public Service because of the reasons alluded to above. The main directives in the Human Resource Development Strategy for the Public Service regarding management development in general, and the gaps in the design and development of the Emerging Management Development Programme (EMDP) in particular were analysed. The design and development of the current EMDP has been found to not fully meet the strategic vision for management development as envisioned in the Human Resource Development Strategy for the Public Service. Thus, the main two critical research questions of this study were fully addressed. The statement of the research problem (hypothesis) which is: "the misalignment of the Emerging Management Development Programme (EMDP) to the Human Resource Development Strategy for the South African Public Service is detrimental to the future career advancement of emerging managers within the government departments of South Africa" has also been answered.

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