REPORT ON CAREER MANAGEMENT IN THE PUBLIC SERVICE

PUBLIC SERVICE COMMISSION
2000

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CHAIRPERSON
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EXECUTIVE SUMMARY

1.   **INTRODUCTION**

    1.1   According to section 13.1 of the White Paper on the Transformation of the Public Service, the development of effective and lifelong career development paths for all public servants should be undertaken as part of a strategic framework for effective human resource development (HRD). The White Paper on Human Resource Management in the Public Service furthermore provides that career management procedures, linked to a performance management system, should be developed based on specific principles.

    1.2   The purpose of this investigation was to establish -

        X   which departments and provincial administrations have activated career management practices;

        X   the reasons why departments and provincial administrations have not activated such practices;

        X   the nature of the practices that have already been put in place by departments and provincial administrations on own initiative; and

        X   examples of good practices.

    1.3   Information was gathered by means of a questionnaire as well as interviews with managers responsible for career management.

    1.4   A limited literature study was undertaken in order to identify the most common elements of career management as well as the practices which support career management.

2.   **DEFINING CAREER MANAGEMENT**

2.1   Career management can be defined as the process that plans and shapes the progression of individuals within an organisation in accordance with the organisational needs and objectives, employees= performance potential and their preferences.

2.2   Career management programmes also encompass a large number of human resource management (HRM) practices with the following as objectives:

X   Assisting employees to improve their performance.

X   Clarifying available career options.

X   Aligning the aspiration of employees with organisational objectives.

2.3   Although individuals are responsible to manage their own careers, they can be provided with support by their employer.

2.4   The following are the most common elements in career management:

X   Career planning.

X   Career pathing.

X   Career development.

3.   **CAREER MANAGEMENT IN THE PUBLIC SERVICE**

3.1   **Current status**

Of the 26 national departments and eight provincial administrations investigated, career management programmes have only been implemented in the following three national departments:

X   South African National Defence Force (SANDF).

X   South African Police Service (SAPS).

X   Department of Public Works.

3.2 Career management in practice

3.2.1 The SANDF

At the SANDF, personnel audits and surveys are conducted by a career management directorate. The findings of these audits and surveys are captured in an organogram format, indicating where vacancies exist and where posts will become vacant within the near future. The organogram services as a map indicating areas where the organisation is in need, or will be in need, of personnel with specific competencies, thereby assisting the SANDF with proper human resource planning.

It is the intention to allocate a Acareer manager≅ to each Aregion≅ within the SANDF. Such a career manager will typically be responsible to follow up personnel survey findings with the relevant head of a unit, and to provide assistance in this regard.

Apart from career managers, Acareer planners≅ will also be utilised to plan the careers of individuals by means of *in-loco* interviews. These career planners are to be stationed at Head Office.

3.2.2 The SAPS

Career management is currently in its infant stage at the SAPS. The July 1998 intake at the Police College was the first group of recruits who were introduced to the career orientated programme.

According to the policy framework on career management developed by the SAPS, the following role players will be involved with career management:

X   The Director or Manager: Career Management.

X   Commanders, Supervisors or Personnel practitioners.

X   Career advisors.

X   Individual employees.

3.2.3 The Department of Public Works

The career management programme entails the completion of career development plans for each individual within the Department in accordance with a prescribed instrument. The career development plans provide for the assessment of core competencies (outcomes) required to function effectively both in the existing as well as higher positions.

Aims regarding the level of operation expected of the individual are set and rated in respect of each outcome. The actual performance of the individual is thereafter rated in both the current position and the next higher position.

The rating of performance is compared with the aims that were set and education and training solutions and programmes are identified. Target dates for the completion of the education and training solutions and programmes are also indicated on the prescribed instrument.

3.3   Practices that support career management programmes

The following practices support the career management programmes already implemented in the Public Service:

X   The utilisation of a *pro-forma* instrument to facilitate career management.

X   A departmental training and development policy or strategy.

X   Performance assessment/management.

X   Affirmative action objectives.

X   Job descriptions.

4.   MANAGING CAREERS IN THE ABSENCE OF FORMAL PROGRAMMES

4.1   Reasons for the non-existence of a career management programme

4.1.1   High work pressure, backlogs in work, a high number of vacancies, lack of expertise and knowledge, the fact that career management is not deemed a priority and, in an isolated instance, resistance from line management are all reasons provided by departments and provincial administrations for the non implementation of career management programmes.

4.1.2   The following issues were, however, emphasized by certain departments as major contributing factors which prohibited the development of career management programmes:

X   Outdated organisation structures.

X   Decentralisation.

X   National policy does not stipulate a time-frame.

X   Career management is not addressed as a separate programme or policy but is provided for by the multitude of HRD policies that are in place.

X   Departments are newly created or restructured.

X   Human resource policies supporting career management must first be developed.

X   Implementation of the new Public Service Regulations was awaited.

4.2   **The manner in which career management is currently dealt with**

In the absence of a formal career management programme departments and provincial administrations indicated that careers are managed as follows:

X   By employees themselves.

X   By managers in an informal manner.

X   Within the framework of guidelines and measures set out in the Personnel Administration Standards.

X   As part of systems designed to enhance competency and evaluate potential.

X   Career counselling provided by the HRD component.

X   Career management being part of a mentor or protegé programme.

X   By completing and signing career path agreements prior to employees attending courses.

X   Lower graded employees are identified for placement in other posts, provided that the minimum qualification requirement is met.

5.   FRAMEWORKS FOR CAREER PATHING DETERMINED AT NATIONAL LEVEL

5.1   Prior to 1 July 1999 the career paths and employment frameworks of all public servants were contained in Personnel Administration Standards (PAS=s). PAS=s defined the career mobility of employees appointed in specific occupational classes. A major flaw of the PAS system was that it confined the career paths of occupations such as cleaners, labourers and food services aids to two levels with no further mobility arrangements.

5.2   However, with effect from 1 July 1999 a new Code of Remuneration (CORE) was implemented in the Public Service which replaced the PAS. The CORE differs in very important areas from the PAS.

5.3   The net result of the changes effected through the implementation of the CORE is that especially lower level workers are no longer compartmentalised. In contrast to the PAS system, a standardised competency based career system like the CORE ensures a common understanding of the requirements for job effectiveness, identifies developmental opportunities and provides a route map for employees to plan their careers using personal development plans.

6.   CAREER MANAGEMENT AS APPLIED BY OTHER INSTITUTIONS

6.1   During the investigation TELKOM, KRYGKOR, SPOORNET and the City Council of Pretoria were consulted to determine how they deal with career management.

6.2   It was ascertained that the focus of the programmes and practices applied by these institutions is on performance management, career development and career pathing. It needs to be mentioned that these three identified areas do not necessarily have equal prominence in each of the institutions consulted.

6.3   The different approaches applied by these institutions support the research findings of this investigation in that models for career management are tailored to the circumstances which prevail in the work environment for which they are designed.

7.   **PROPOSALS IN RESPECT OF THE IMPLEMENTATION OF A CAREER MANAGEMENT PROGRAMME**

7.1   Awareness of career management should be created. Career management programmes should furthermore be developed and implemented. The development and implementation of such career management programmes should be supported by a thorough consultative process. The consultative process must include managers and supervisors at all levels in the organisation as well as employee organisations admitted to departmental bargaining chambers.

7.2   Based on the research findings the following procedures could be adopted by departments and provincial administrations during the career planning and pathing process as part of the implementation of a career management programme:

X   Discuss the employee=s current performance.

X   Determine and assess the career goals of the employee.

X   Indicate the employer=s expectations and needs.

X   Agree on possible career paths for the employee within the organisation.

X   Identify career development needs.

7.3   In order to assist employees and their supervisors to undergo the above career planning and pathing process, consideration should be given to prescribing a *pro-forma* instrument. An example of such an instrument is attached as an annexure to this report.

7.4   During the development of a career management programme, specific attention should also be given to the following human resource practices which support career management:

X   Performance management.

X   Establishing a co-ordinated departmental career development programme.

X   Organisational needs audit.

X   Affirmative action.

X   Job description.

7.5   The Office of the Public Service Commission will pilot the model discussed in Chapter 7, paragraph 7.4, in order to determine its feasibility within the Public Service. Departments and provincial administrations may engage in similar pilot exercises. Emanating from the pilot exercise, a good practice model will be discussed with the Department of Public Service and Administration for possible distribution as a good management guide. This will be circulated to all departments and provincial administrations.

8.   **CONCLUSION**

8.1   Career management, a practice previously neglected, has been given specific prominence in legislation and national policies relating to HRM in the Public Service.

8.2   It was disturbing to note that only three institutions in the entire Public Service have implemented career management programmes. Special effort should be made by the rest of the departments and provincial administrations to develop, pilot and implement career management programmes specifically aimed at addressing its unique needs and requirements.

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1. INTRODUCTION

1.1   **INTRODUCTION**

The Constitution of the Republic of South Africa, 1996, as well as other government policies regarding the transformation of human resources management (HRM) practices all focus on the need for the development of career management practices in the Public Service. According to section 13.1 of the White Paper on the Transformation of the Public Service, the development of effective and lifelong career development paths for all public servants should be undertaken as part of a strategic framework for effective human resource development (HRD). Furthermore, section 5.10 of the White Paper on Human Resource Management in the Public Service provides that career management procedures, linked to a performance management system, should be developed based on specific principles.

1.2   **SCOPE OF THE INVESTIGATION**

Purpose of investigation   In view of the prominence career management enjoys in the Constitution of the Republic of South Africa, 1996, and other government policies, the Public Service Commission has, in line with its powers and functions prescribed by section 196(4) of the Constitution, decided to launch a public service wide investigation into the status of career management. The purpose of this investigation was to establish -

X   which departments and provincial administrations have activated career management practices;

X   the reasons why departments and provincial administrations have not activated such practices;

X   the nature of the practices that have already been put in place by departments and provincial administrations on own initiative, with specific emphasis on the extent to which it supports the organisations= affirmative action objectives, its effectiveness and the various other practices that support career management programmes; and

X   examples of good practices.

Methodology   A questionnaire was distributed to all national departments and provincial administrations. Responses were received from 26 national departments and

eight provincial administrations. Despite various follow-up requests, no responses were received from the following:

X   Statistics South Africa.

X   Environmental Affairs and Tourism.

X   Home Affairs.

X   Housing.

X   Provincial Administration: Mpumalanga.

Interviews were held with managers responsible for career management at two departments that have implemented career management programmes, viz -

X   South African National Defence Force (SANDF); and

X   South African Police Service (SAPS).

These interviews were conducted with a view to obtaining a more in-depth understanding of the relevant career management policies, strategies and processes that have been implemented.

Literature study   A limited literature study was undertaken in order to identify the most common elements of career management as well as the practices which support career management. Text books and articles written by reputable persons in the field of career management were studied. Reference to these sources is made at the end of the report. Information obtained from the literature study is provided in Chapter 2 of this report. Institutions outside the Public Service were also consulted with a view to obtain examples of good practice which could be useful in the Public Service

Contents   This report attempts to define the term Acareer management≅, provide a status report on career management in the Public Service and indicate how careers are managed in the absence of formal programmes. An indication of how career management is applied by institutions outside the Public Service is also provided. In order to assist departments and provincial administrations, proposals are made in the last Chapter in respect of the implementation of a possible career management programme.

2.   DEFINING CAREER MANAGEMENT

2.1   **INTRODUCTION**

The practice of career management is relatively new in the Public Service. Therefore, in order to establish broad guidelines within the Public Service, a thorough understanding of the term career management is essential.

2.2   **DEFINING CAREER MANAGEMENT**

Career management can be defined as the process that plans and shapes the progression of individuals within an organisation in accordance with the organisational needs and objectives, employees= performance potential and their preferences (i.e: the integration of the individual=s objectives with those of the organisation). This definition was arrived at after a thorough analysis of the purpose of career management, the role players involved with career management and the elements of career management (paragraphs 2.3, 2.4 and 2.5 of this Chapter).

According to Baron and Greenberg (1990, p.320) a typical career management programme, as part of the larger human resources system, involves efforts to -

X   Ahelp employees to assess their own career strengths and weaknesses;

X   set priorities and specific career goals;

X   provide information on various career paths and alternatives within the organisation; and

X   offer employees yearly reviews of their progress towards these goals by managers who have received training in conducting such assessments≅.

2.3   **THE PURPOSE OF CAREER MANAGEMENT**

All HRM practices are designed with a specific defined goal in mind. Merit assessment instruments, for example, are designed to monitor performance and to identify development needs. Career management programmes, however, encompass a large number of HRM practices with the following objectives:

X   **Assisting employees to improve their performance**

Career management programmes strive to involve employees in setting their own goals and recognising their strengths and weaknesses. It assists employees with the identification and facilitation of training needs and opportunities. This is mainly achieved by building a process of feedback and discussion into the performance management systems of institutions.

X   **Clarifying available career options**

Through career management programmes employees are informed of career options available within the institution. It assists employees with the identification of skills and other qualities required for current and future jobs. Most career management programmes seek to focus employees= career plans upon the institution, thereby enhancing their commitment to the institution. In doing this, career paths are developed that indicate mobility in different directions in the institution for employees.

X   **Aligning the aspiration of employees with organisational objectives**

Career management programmes seek to improve the matching of jobs with the right employees. An assessment of the skills and competencies of employees could assist in accommodating them in positions which suit them better. Through the application of practices such as transfers and rotation, an institution=s operational effectiveness can be improved. Career management programmes can also result in a reduction in the need to recruit externally as employees with the required capabilities are revealed through their career planning activities.

2.4   **ROLE PLAYERS RESPONSIBLE FOR CAREER MANAGEMENT**

Section 10.5.2 of the White Paper on Human Resource Management in the Public Service provides that career management procedures, linked to a performance management system, should be developed, based on the following principles:

    X   Employees are responsible for their own career management.

    X   The employee=s immediate manager is responsible for familiarising her/himself about the employee=s career aspirations, as well as how this can best be met.

    X   The manager should keep up to date with job, training and development opportunities which are likely to assist in meeting both the employee=s career aspirations, and the organisation=s operational objectives. The manager should also support the employee=s efforts to avail her/himself to these opportunities.

    X   Managers have a duty in respect of employees whose careers have been hampered through no fault of their own, e.g employees who are disabled.

2.5   ELEMENTS OF CAREER MANAGEMENT

Approaches to career management are diverse   A literature study was undertaken to determine what the most common elements of career management programmes are. It was observed that there are various and quite diverse approaches to career management. Elements common to most programmes, complementing and informing each other during the process of career management, are the following:

2.5.1   Career planning

Identification of goals   Career planning is a process undertaken by employees and their supervisors. The employee is responsible for self-assessment, identifying career interests and development needs. As part of the process of self-assessment the employee analyses his or her skills and experience as well as his or her strengths and weaknesses (Milkovich and Glueck, 1985, p.424).

2.5.2   Career pathing

Career paths, identify route to attain goals   Based on the career expectations identified in the process of career planning, possible career paths are mapped out for employees. Career paths set out a sequence of posts to which employees can be promoted, transferred and rotated. Each employee could have a multitude of career pathing options.

Career pathing is informed by the career goals set by individuals during the career planning phase, the career progression structure which forms part and parcel of the employee=s conditions of service as well as the career development opportunities available to employees in an organisation.

2.5.3   **Career development**

Continuous process

Career development from the perspective of an employer refers to Aa planned effort to link the individual=s career needs with the employer=s workforce requirements≅ (Gutteridge *et al*, 1993, p.1). It could furthermore be seen as a process for helping individuals plan their careers in concert with an organisation=s business requirements and strategic direction.

Definition

Milkovich and Glueck (1985, p.425) feel that one of the organisation=s roles is to provide training and development opportunities to meet the requirements for movement along the career path. They therefore define career development as Athe formal, structured activity offered by an organisation for its members for the purpose of increasing their awareness, knowledge or capabilities affecting the direction and progression of their careers≅.

2.6   **CONCLUSION**

From the theoretical analysis provided in this Chapter it is clear that career management is a process which involves both employee and employer. Based on this background the extent to which the Public Service as an employer discharges its responsibility in respect of career management was assessed.

3. CAREER MANAGEMENT IN THE PUBLIC SERVICE

3.   CAREER MANAGEMENT IN THE PUBLIC SERVICE

3.1   INTRODUCTION

Career development neglected in past

Prior to 1994, HRM practices in the Public Service did not place any emphasis on the development and implementation of career management programmes or practices. The career paths of officials were largely dictated by the Personnel Administration Standards (PAS=s) which contained the salary structures of occupations. Consequently the career development of especially lower level workers (cleaners, labourers, etc.) was neglected. In most cases career progression for such individuals did not extend beyond the second salary level of the salary grading system.

Requirement of the Constitution

With the advent of a new political dispensation for South Africa, the transformation of the HRM practices of the Public Service received priority attention. The need for effective career management in the Public Service is specifically advocated by section 195(1)(h) of the Constitution. According to the Constitution, one of the basic values and principles that should govern public administration is the cultivation of good HRM and career development practices to maximise human potential.

DPSA to provide the infrastructure for career pathing

In addition to what is provided in the white papers, as indicated in paragraph 1.1 of Chapter 1, the Department of Public Service and Administration (DPSA) also intends to assist departments by providing the infrastructure for career pathing through the establishment of the Code of Remuneration (CORE), which has substituted the PAS system.

Flowing from the provisions of the Constitution and the various White Papers the current status regarding career management in the Public Service was assessed. For this purpose questionnaires were circulated to all departments and provincial administrations. This Chapter provides information on which departments have implemented career management programmes, how it was developed and implemented and what the career management programmes consist of.

3.2   CURRENT STATUS

Only three departments

At the time of the investigation (1999), career management programmes had only been implemented at three national departments out of the 26 national departments and eight provincial administrations that were investigated:

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     X   SANDF.

     X   SAPS.

     X   Department of Public Works.

The dates on which the career management programmes of these departments were activated are as follows:

X	SANDF (Uniform members)
	- During 1996.
X	SANDF (Civilian personnel)
	- During 1998.
X	SAPS
	- During 1997.
X	Department of Public Works - During 1997.

In addition to these departments, the Gauteng Provincial Government has commenced with the development of a career management programme.

3.3   THE IMPLEMENTATION OF CAREER MANAGEMENT PROGRAMMES

Affirmative action surveys   A number of processes preceded the implementation of career management programmes in the departments identified in paragraph 3.2. In all three departments an affirmative action survey was conducted. The results of the survey were taken into account during the development of the respective career management programmes.

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Consultation with all role players   Whilst the human resources components of the SANDF and SAPS were responsible for the development of the career management programmes, this responsibility was vested in the Training Component of the Department of Public Works. Extensive consultation took place during the development of the career management programmes in all three departments. The following role-players within the departments as well as external institutions were consulted:

    X   Line managers, including Senior Management.

    X   Line functionaries.

    X   Employee organisations (where departmental bargaining chambers existed).

    X   Educational institutions.

    X   Other departments, e.g: DPSA, Department of Labour, etc..

    X   The private sector (in the case of the SANDF).

    X   International training and development organisations (in the case of the SANDF).

Programmes first piloted   In addition to the consultation processes, the career management programmes and its instruments of the SANDF and SAPS were first piloted in specific components. Following the pilot exercise the SANDF implemented two different career management programmes for uniform members as well as civilian personnel. The SAPS implemented a career management programme only for certain levels of personnel. The Department of Public Works indicated that its career management programme forms part of its training needs analysis and that it is being implemented in phases together with its new training policy.

Information pertaining to career management programmes are made available to personnel by means of the following:

    X   Training courses.

    X   Circulars and memoranda.

    X   Workshops.

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X   HRD forum meetings.

3.4   **CAREER MANAGEMENT IN PRACTICE**

The career management programmes implemented by the SANDF and SAPS and the Department of Public Works provide insights into how different role players in a department or provincial administration can be involved with career management.

3.4.1   **The SANDF**

Career management programme

At the SANDF personnel audits and surveys are conducted by a career management directorate. The findings of these audits and surveys are captured in an organogram format, indicating the -

X   post level (grading);

X   post title;

X   name of the incumbent;

X   the incumbent=s rank; and

X   the channels of communication.

The above exercise enables the SANDF to determine exactly where personnel gaps exist per unit. Different colours are used to indicate which employees will be leaving the service in the near future, which employees applied for voluntary severance packages, or are carried out of adjustment. The organogram services as a map indicating areas

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where the organisation is in need, or will be in need, of personnel with specific competencies, thereby assisting the SANDF with proper human resource planning.

Career managers

Although the career management directorate is not yet fully operational, and is currently in the process of filling posts, it is the intention to allocate a Acareer manager≅ to each Aregion≅ within the SANDF. Heads of units will be responsible for conducting personnel surveys. A career manager will typically be responsible to follow up the findings of such personnel surveys with the relevant head of a unit, and to provide assistance in this regard.

Career planners

Apart from career managers, Acareer planners≅ will also be recruited and trained to plan the careers of individuals by means of interviews. These career planners are to be stationed at Head Office. It is anticipated that a career planner will be able to conduct $\forall$ 200 interviews per month.

A prescribed form to be used during these interviews was developed internally. A matrix is drawn of the individual=s career, indicating the rank, number of years= service, courses completed, etc.. This is regarded as a source of reference to obtain a picture of the past, the present and the future as far as an individual=s career is concerned, including his or her expectations.

These career managers and career planners will furthermore receive the necessary training to assist individuals with their careers.

When this Directorate is fully operational it is foreseen that the $\forall$ 20 000 civilians within the SANDF will be assisted in the planning and development of their careers by $\forall$ 75 career planners and career managers.

Responsibility of supervisors

Not only will supervisors be required to assist heads of units with the conducting of personnel surveys, but they will also be responsible for, amongst other things, nominating subordinates to attend required training courses.

It should be noted that the directorate interviewed, deals with the management of the careers of civilian personnel only (members of the

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SANDF who have been appointed in terms of the Public Service Act, 1994). Uniform members= careers are also managed by means of a separate career management policy but they have been excluded for purposes of this investigation as they are not appointed in terms of the Public Service Act, 1994.

Effectiveness of programme

According to the SANDF it is expected that the advantages of performing career management in this manner (strategy) could include the following:

X   Establishment related problems and shortcomings are identified and addressed accordingly.

X   Career awareness programmes are launched.

X   Employees are made aware of their careers as well as their respective career ceilings.

X   Employees are provided with the required training and skills in good time.

X   Ghost workers are eliminated, thereby creating more career path and mobility opportunities.

X   Realism amongst employees as far as their career aspirations are concerned is ensured.

X   Inequitable work distribution is identified.

The programme implemented by the SANDF is, however, at an infant stage to comment on its success in practice. In addition to the above-mentioned possible advantages, the following should be noted:

X   The programme seems to cover the areas of career pathing, planning and development sufficiently.

X   The size of the career management component is of concern. An assessment should be made of the viability of such a large

component once the system is fully operational.

X   Care should be taken that the Aover involvement≅ of the career management directorate does not dilute the important role that managers have to play in the career planning and development of their subordinates.

3.4.2   The SAPS

Career management programme

Career management is currently in an infant stage at the SAPS. The July 1998 intake at the Police College was the first group of recruits who were introduced to the career orientated programme. This group completed their training in December 1998 and positive feedback has been obtained from them.

According to the policy framework on career management developed by the SAPS, the role players involved with career management are as follows:

X   **The Director or Manager: Career Management**

The Director or Manager: Career Management is responsible for the development, facilitation and monitoring of a national policy and procedures regarding career management. Included in this broad terms of reference are the development of instruments for career management, presentation of career management programmes, development of career paths and the monitoring of the standard of career management in the SAPS.

X   **Commanders, Supervisors or Personnel practitioners**

Conduct career discussions

These officials must integrate career management with HRM practices when it comes to recruitment, selection, training and development, transfers, placements, affirmative action and performance appraisal. They are responsible for the conducting of career discussions with all newly appointed employees or personnel who have been transferred. Supervisors are responsible to provide feedback

regarding performance assessment, to identify development areas and to compile development plans that must support individuals in developing and improving their skills. They are furthermore responsible to conduct regular discussions with their employees about their careers. During these discussions the plans and strategies concerning their careers are monitored, evaluated and adjusted in terms of predetermined career objectives.

Supervisors must be familiar with employees= career aspiration In cases where supervisors cannot advise employees, the employee is referred to a career advisor. Supervisors are, however, required to familiarise themselves at regular intervals with the employee=s career aspirations. They are also to keep up to date with job, training and development opportunities which are likely to assist in meeting both the employee=s career aspirations and the organisational objectives.

X   **Career advisors**

Career advisors offer career programmes for groups as well as individual career guidance to employees. They also assist commanders, supervisors and personnel practitioners during the implementation of career management programmes at grass root level.

X   **Individual employees**

Individual employees are primarily responsible for their own development and promotion in line with their career aspirations. In order to do this, they must have access to information and development opportunities. They must also engage in realistic self-assessment.

Effectiveness of programme

As was the case at the SANDF, it is too early to comment on the success in practice of the SAPS=s career management programme. The following should, however, be noted:

X   It would appear as if the policy framework on career management clearly indicates and defines the roles and

X   responsibilities of the various role players involved in career management at the SAPS.

X   The policy framework attempts to cover the areas of career planning, pathing and development sufficiently.

X   As was stated above, one of the responsibilities of the Director (Manager): Career Management, is to monitor the standard of career management in the SAPS. It is important that feedback in this regard be given on a regular basis to commanders, supervisors and personnel practitioners.

X   It should be ensured that all supervisors are adequately trained so as to assist employees with career planning, pathing and development.

X   According to the policy framework individual employees must engage in realistic self- assessment. Guidelines in this regard will have to be provided by supervisors, especially to newly appointed employees.

3.4.3   **Department of Public Works**

Career management programme

Individual career development plans

As indicated in paragraph 3.2, a career management programme has also been implemented at the Department of Public Works. This career management programme entails the completion of career development plans for each individual within the Department in accordance with a prescribed instrument.

Core competencies

The career development plans provide for the assessment of core competencies required to function effectively both in the existing as well as higher positions. These core competencies (or outcomes) as well as the assessment criteria that are set, are basically elements of a performance assessment instrument:

X   Working with people.

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    X   Management of work.

    X   Personal effectiveness.

    X   Knowledge and experience.

Setting aims and rating performance

After aims regarding the level of operation expected of the individual are set and rated in respect of each outcome, the actual performance of the individual is rated in both the current position and the next higher position. This rating is done by means of self assessment and an assessment authority. The assessment authority could include supervisors, peers, subordinates, customers and clients, suppliers and an assessment centre (simulations).

Education and training solutions

The rating of performance is compared with the aims that were set and education and training solutions and programmes are identified. Examples of education and training solutions include the attendance of courses, coaching, mentoring, job rotation, job enlargement, job enrichment, participation in multi-skilled project teams and the attendance of seminars, congresses and conferences. Target dates for the completion of the education and training solutions and programmes are also to be indicated on the prescribed instrument.

Responsibility of supervisors

As indicated above, supervisors are responsible for completing a career development plan for each subordinate, assessing the performance of subordinates, and seeing to it that subordinates are nominated to attend the required education and training programmes.

Effectiveness of programme

It is realised that the career management programme only focusses on career development, and not on career planning and pathing. This is a matter of concern as it became evident from paragraph 2.4 of this Chapter that effective career development cannot occur if it is not preceded by proper career planning and pathing processes.

Superficially viewed, it would appear that the entire career development process is based on the outcome of performance assessments. This is a possible shortcoming as, amongst others, only needs in terms of the current position (according to the assessments)

are addressed. Future needs of the Department are not necessarily taken into account during this process.

However, the allocation of target dates for the completion of education and training programmes is a commendable practice. It indicates the commitment of both the employer and the supervisor to the process of career development.

3.5   PRACTICES THAT SUPPORT CAREER MANAGEMENT PROGRAMMES

The following practices support the career management programmes already implemented in the Public Service:

X   The utilisation of a *pro-forma* instrument to facilitate career management.

X   A departmental training and development policy and strategy.

X   Performance assessment/management.

X   Affirmative action objectives.

X   Job descriptions.

3.5.1   Utilisation of an instrument to facilitate career management

In order to facilitate the process of career management all three departments make use of *pro-forma* instruments to assist managers and their subordinates. These instruments in general provide for the following:

X   **The personal aims or goals of the employee are identified**

The employee is provided with an opportunity to indicate his or her career goals in the short, medium and long term.

X   **The needs of the employer are indicated**

The employer=s expectations of the employee are indicated and discussed.

X	**Training and other development needs are identified**

Emanating from the employee=s personal goals, the expectations of the employer and the results of the employee=s performance assessment, training needs are identified. The training needs are captured on the instrument. The capturing of agreed training needs amounts to an undertaking by the supervisor to facilitate such training, either through personal mentoring or formal training courses.

X	**Target dates are set for the achievement of goals**

Target dates are set for the addressing of identified training needs as well as other career development goals.

Other issues provided for in these instruments, although not common to all, are the following:

X	The results of performance assessments.

X	Job requirements of current as well as higher positions.
X	Available personnel development resources and opportunities.

Although these *pro-forma* instruments are used to assist managers and their subordinates to engage in career management, not all departments expect their managers to complete such instruments on each subordinate.

Departments also use different career management instruments for different occupations due to differences in work environments and functions.

3.5.2	**Departmental training and development policies and strategies**

Training needs are identified

The Department of Public Works as well as the SANDF indicated that training needs, identified through career management programmes, are incorporated in departmental training programmes. Resulting from

career management programmes, training programmes and courses are arranged to equip personnel for their current posts as well as higher posts and to ultimately address the needs of the department. The SAPS, on the other hand, indicated that it is left entirely to management to arrange for the necessary training from needs identified through career management programmes.

3.5.3   Performance assessment/management

Performance and career management synchronised

Performance management is not in all cases directly linked to the career management programmes of departments. In those cases where it is, the dates for performance assessment and for the revision of career management plans are synchronised.

Career management programmes are informed by the following information that can be obtained through performance assessments:

X   **The identification of an employee=s strengths and weaknesses**

A performance assessment indicates an employee=s strengths as well as the areas in which an employee needs to improve in order to function optimally in his or her current position. This information assists with the determining of career development objectives as part of career management. Training needs to equip an employee for his or her current position are also identified.

X   **Information on whether career goals are realistic**

The performance of an employee in his or her current position indicates the level of development required to aspire for higher positions. Career goals identified through career management can on the basis of this information be revisited. The assessment of an employee in his or her current position provides a clear indication of his or her readiness or potential to be promoted.

X   **It provides feedback on whether pre-set career development and performance goals have been achieved**

3.   CAREER MANAGEMENT IN THE PUBLIC SERVICE

Through career planning, performance goals and career development goals are set. Performance assessments indicate whether the performance goals have been achieved and whether career development initiatives have been successful. As part of career management, the reasons for success or failure to reach these goals are discussed and revised targets are set.

3.5.4   **Affirmative action objectives**

According to Stevens (1990, p.28) Aequal employment opportunity, personal privacy and anti-discrimination guidelines are creating new demands for objectivity from management≅. Although equal employment opportunity and anti-discrimination legislation at first focussed on the recruitment process, it now encompasses the internal career progression process of all employees.

Career management support affirmative action objectives

The White Paper on Affirmative Action in the Public Service provides that career management, as a HRM practice, should be evaluated to determine whether it is capable of supporting an organisation=s affirmative action objectives. As indicated in paragraph 3.3 an affirmative action survey was conducted in all departments before the development and implementation of the career management programme. Consequently the career management programmes in place provide for the following practices with a view to promoting affirmative action:

X   **Intensified formal and in-service training**

Personal mentoring

Training programmes are developed with due regard to affirmative action needs. Departments also make use of personal mentoring and in one of the departments a formal mentoring programme has been developed.

X   **Mobility within the organisation**

Fast tracking

All three departments that have implemented career management programmes employ fast tracking as a career management strategy to attain affirmative action objectives. In

order to ensure a match of person with post, as well as to facilitate career development, employees are rotated regularly. Where necessary a redistribution of duties and tasks is done. Employees are also allocated additional duties and tasks as part of career development.

However, an obvious dilemma which any fast tracking programme has to contend with is the availability of appropriate higher posts.

In view of the limited number of departments in which career management programmes have been implemented, it is not possible to predict whether career management as a HRM practice in the Public Service will be aligned with the objectives of affirmative action. The development of these programmes will be the responsibility of departments and provincial administrations and will not be prescribed nationally. Advice, offered in this report, could assist departments and provincial administrations by reaffirming the need to take their affirmative action objectives and programmes into consideration when developing career management programmes.

3.5.5   Job descriptions

Well defined job descriptions, clearly identifying possible career paths, as well as the knowledge, skills and personal attributes required to perform the task and function, assist employees in developing career plans. The relevant departments indicated that information in respect of the following areas applicable to career management are included in their job description formats:

X   **Learning fields and indicators**

The incumbent of a post is provided with information about the knowledge, skills and qualifications required to perform effectively in the post.

X   **Promotion   opportunities**

Information is included on higher posts in the department to

which the incumbent can aspire to be promoted. The requirements for promotion are also indicated.

In addition to information regarding career development and pathing, a job description includes details of the job content of a specific post, thereby enabling a match of employees with posts.

3.6   **CONCLUSION**

The career management programmes that have been implemented in the Public Service are in an early stage of implementation and measuring its effectiveness is not feasible at this point in time. The departments who have taken the initiative to develop and implement these programmes should, however, be commended. The Public Service Commission will contact these departments to obtain appropriate information on the progress made in this regard in order to advise the Public Service in general.

4.   MANAGING CAREERS IN THE ABSENCE OF FORMAL PROGRAMMES

4.   MANAGING CAREERS IN THE ABSENCE OF FORMAL PROGRAMMES

4.1 **INTRODUCTION**

As indicated in Chapter 3 only three departments in the entire Public Service are in the process of implementing career management programmes. This Chapter provides the reasons why career management programmes have not been put in place in the majority of national departments and provincial administrations and the manner in which career management is currently dealt with. Envisaged actions regarding the development and implementation of career management programmes are also assessed.

4.2 **REASONS FOR THE NON-EXISTENCE OF A CAREER MANAGEMENT PROGRAMME**

High work pressure, backlogs in work, a high number of vacancies, lack of expertise and knowledge, the fact that career management is not deemed a priority and, in an isolated instance, resistance from line management are all reasons provided by departments and provincial administrations for the non implementation of career management programmes.

In addition to the above, the following issues were furthermore emphasized by certain departments as major contributing factors which prohibited the development of career management programmes:

X   **Outdated organisation structures**

Reason
Outdated organisational structures do not meet the functional needs of departments. A comprehensive restructuring will have to be undertaken before career opportunities can be mapped out.

Comment
Restructuring should not be an excuse for not engaging in career planning and development. If it is clear that the organisational structure does not meet the functional needs it should also be clear what the developmental needs of the department are.

X   **Decentralisation**

Reason

The process of decentralisation in departments, e.g: the creation of regional offices, etc., impacts on the ability to finalise HRD policies. Policies and strategies are therefore in different stages of development.

Comment

The development of HRD policies should not be affected by the process of decentralisation. The appointment/absorption of new staff could, however, delay the consultation process in respect of new HRD policies.

X   **National policy does not stipulate a time-frame**

Reason

No target date was set for the implementation of a career management programme in the various White Papers. The development of such a programme has therefore not received priority.

Comment

Although this issue is not addressed by the new Public Service Regulations (PSR), the matter is clearly addressed in the various White Papers. It would appear as if certain departments and provincial administrations are still over-reliant on direction from the DPSA.

X   **Career management is not addressed as a separate programme or policy but is provided for by the multitude of HRD policies that are in place**

Reason

No need exists for the development of a career management programme *per se* as the principles of career management are also addressed in policies on HRD which have already been developed.

Comment

An assessment of this reason is not possible without full knowledge of the details of the policies on HRD that are in place.

It is, however, questionable whether the policies would provide sufficiently for the practices of career planning and pathing.

X   **Departments are newly created or restructured**

Reason
The progress with HRM and HRD policies is limited in view of the fact that institutional transformation has only been completed recently and departments have been newly created or incorporated in the Public Service.

Comment
The difficulties experienced with the establishment of new institutions are acknowledged. Departments and provincial administrations should, however, consider establishing partnerships with each other. Certain departments and provincial administrations have already progressed significantly with the development of HRD policies. These policies can be obtained and tailored to suit departments= and provincial administrations= unique circumstances.

X   **HR policies supporting career management must first be developed**

Reason
Other human resource policies, e.g: affirmative action, training and development, etc., are currently in draft and should be finalised shortly. Career management, as a strategy, is an integrated approach to human resource practices and it would therefore not be sensible to develop a career management strategy if the building blocks are not in place.

Comment
Career management is supported by and reliant on other human resource policies such as affirmative action and training. This, however, does not preclude departments and provincial administrations in developing a framework for career management before such policies are implemented.

X   **Implementation of the new PSR was awaited**

Reason
The implementation of the new PSR was awaited as this would provide an appropriate framework to create a comprehensive career

management strategy.

Comment

The elements and principles of career management remain the same, whether the framework for career management was provided by the old PAS system or in the new CORE. The CORE put in place by the new PSR allows for more career path opportunities than the old PAS=s.

4.3   THE MANNER IN WHICH CAREER MANAGEMENT IS CURRENTLY DEALT WITH

In the absence of a formal career management programme, departments and provincial administrations indicated that careers are managed as follows (comments are provided on possible risks involved with such approaches):

X   **By employees themselves**

Employees are solely responsible for the identification of career paths and career development opportunities. The obvious risk with such an approach is that there is no balance between the needs of the employee and the employer. It could, for example, happen that an employee obtain a tertiary qualification with a view to being promoted to a specific higher post whilst the employer does not have a need for an employee with such a qualification. The employee furthermore receives no structured assistance in achieving career goals.

X   **By managers in an informal manner**

This is done by making subordinates aware of career development and promotion opportunities. Although this approach allows flexibility in that the subordinate is not bound by a structured career planning process, the benefits attached to such a structured approach are not available to the subordinate. The organisation in such instances will not be able to provide informed career development support.

X   **Within the framework of guidelines and measures set out in the PAS=s**

This approach is very restrictive as it limits career pathing to the occupation covered by a PAS. PAS=s also do not address training and other career development opportunities unless legislated (registration requirements, etc.). This could lead to loss on multi-skilling opportunities as well as the inability to follow alternative career paths. It should also be borne in mind that the CORE, which replaced the PAS with effect from 1 July 1999, provides for more flexibility in terms of mapping out career paths.

X   **As part of systems designed to enhance competency and to evaluate potential**

Such an approach focuses on development needs of employees and may not necessarily address career pathing opportunities. It is furthermore not clear whether these systems are informed by the results of career planning. The success of this approach would therefore be dependant on the extent to which the enhancement of competency is focussed on immediate circumstances or whether it also caters for future needs and expectations.

X   **Career counselling is provided by the HRD component**

Career counselling is a necessary and integral part of a career management programme. It is assumed, however, that career counsellors are not in all instances familiar with the career development (training, performance) needs of an employee in his or her current position. Interaction between the employee and supervisor is therefore an absolute requirement.

X   **Career management is part of a mentor or protegé programme**

Such an approach limits itself to new appointees or newly promoted employees and may have as its primary focus the orientation of individuals to the institutional culture.

X   **By completing and signing career path agreements prior to employees attending courses**

Nominations are requested from employees to attend training courses

with a view to strengthening certain line function fields in departments. Employees are required to sign career path agreements prior to attending such courses, thereby binding themselves contractually to remain in the service of the relevant department after completion of the course. The duration of such a contractual obligation will depend on the duration and cost of the

training course. By following this approach career paths are clearly demarcated and skills could be developed optimally. In order for this approach to be successful, it will have to be preceded by a comprehensive career planning process. On its own it serves merely as a mechanism to ensure that the skills developed through courses are not lost immediately to the labour market.

X   **Lower graded employees are identified for placement in higher posts, provided that the minimum requirements of the post are met**

The upliftment of lower level workers through placement in higher posts are commendable, but is also just a very small part of a career management strategy. The identification of development needs and appropriate career paths may not receive the required attention. The problem can be eliminated by means of regular training need surveys as well as the implementation of capacity building programmes. During these interventions lower level workers should be familiar with the concept of career management, including its advantages.

Newcomers at the majority of departments and provincial administrations are informed of possible career paths and development opportunities through induction and orientation courses presented by their direct supervisors or by the human resource components.

4.4   **FUTURE ACTIONS REGARDING THE DEVELOPMENT AND IMPLEMENTATION   OF   CAREER   MANAGEMENT PROGRAMMES**

The majority of departments and provincial administrations are currently in the process of developing career management programmes. Those who have not, indicated that they intend developing such a programme in due course.

Based on the information received, the implementation of career management programmes in the majority of departments and provincial administrations could be expected during the latter half of 1999, as well as during 2000. The implementation of career management programmes was also linked by a specific department to the implementation of the new PSR on 1 July 1999.

Although it was indicated that the responsibility of developing suitable career management programmes will largely rest with the human resource and training components, other role players will also be involved, viz:

X   developmental offices within line departments and components;

X   line and senior managers;

X   project teams;

X   regional training committees; and

X   HRD committees.

4.5   **CONCLUSION**

The concept of career management is relatively alien to the Public Service. Departments and provincial administrations on face value seem to approach career management incoherently through various HRM practices.

The envisaged development of career management programmes as discussed in paragraph 4.4 is commendable, provided that departments and provincial administrations give effect to their intentions. The Public Service Commission will at an appropriate point in time again monitor progress in this regard.

5.   FRAMEWORKS FOR CAREER PATHING DETERMINED AT NATIONAL LEVEL

5. FRAMEWORKS FOR CAREER PATHING DETERMINED AT NATIONAL LEVEL

    5.1   **INTRODUCTION**

As briefly alluded to in the introduction to Chapter 3, the measures which prescribe the salary structures and other employment conditions of employees in the Public Service have a direct impact on how departments approach career management and specifically career pathing. This Chapter provides a critique on the extent to which career pathing was/is facilitated by the system of PAS=s that was in place prior to 1 July 1999 as well as the CORE that was implemented with effect from 1 July 1999.

    5.2   **THE SYSTEM OF PERSONNEL ADMINISTRATION STANDARDS**

Prior to 1 July 1999 the career paths and employment frameworks of all public servants were contained in PAS=s. PAS=s defined the career mobility of employees appointed in specific occupational classes.

Mobility restricted Although the PAS system provided for horizontal mobility to comparable occupations, the mobility arrangements were normally very restrictive. Once appointed in a specific occupational class the career expectations of most employees were limited to the parameters contained in the PAS.

PAS=s provided salary structures for occupational classes and defined the posts/ranks attached to the different salary levels. The promotion requirements from one post/rank to another was also prescribed. As a result of the aforementioned, departments did not have to think creatively about the career pathing of its employees. The prescripts contained in the PAS=s were merely applied.

Lower level workers neglected A major flaw of the PAS system was that it confined the career paths of occupations such as cleaners, labourers and food services aids to two levels with no further mobility arrangements. Consequently the career aspirations and development opportunities of lower level workers were restricted to prescripts determined at national level.

PAS=s also provided, through rank/leg promotions, for accelerated career progression. This system, however, was clearly designed for salary progression purposes and did not provide career enrichment to employees on promotion to higher ranks/legs. The system as applied by departments provided for

5.   FRAMEWORKS FOR CAREER PATHING DETERMINED AT NATIONAL LEVEL

Aautomatic≅ progression to higher salary levels after completion of a prescribed period (linked to performance) in a post/rank. Although outstanding performance may have shortened the qualifying periods, poor performance, however, did not prevent promotion.

Because rank promotions are automatic, career progress no longer required improvements in competencies or responsibilities. In addition, rank promotions are very inequitably distributed between professions, which cause conflict between sectors as well as fiscal problems.

The system of rank/leg promotions is incompatible with a salary grading system which is based on job evaluation (as implemented with effect from 1 July 1999 in the Public Service). All salary progressions in such a system are normally confined within the boundaries of salary grades. In order to overcome this problem the new PSR provide for salary range progression based on identifiable increases in job weight and content. If the system of salary range progression is applied as intended in the PSR, the problems identified in respect of rank/leg promotions might be eliminated.

PAS did not succeed   The PAS clearly did not succeed as an instrument to facilitate career pathing for the majority of Public Service employees. The question is whether the new CORE will provide the necessary flexibility within which employees can map out possible career paths.

5.3   **THE NEW CODE OF REMUNERATION**

With effect from 1 July 1999 a new CORE was implemented in the Public Service which replaced the PAS. The CORE differs in very important areas from the PAS:

X   The CORE does not prescribe to departments what the promotional structure of occupational groups should look like. It merely provides guidance in this respect to departments. Departments may use the guidelines to determine job requirements (competency profile) for posts on their establishments.

X   Career paths are not defined through prescripts. Moreover, career path possibilities are provided. Provision exists for career pathing

opportunities for specific employees in major occupational groupings.

The CORE also provides guidance on employee needs to be able to progress in terms of competencies and learning indicators.

Enhances horizontal and vertical mobility   The net result of the changes effected through the implementation of the CORE is that especially lower level workers are no longer compartmentalised. In contrast to the PAS system, a standardised competency based career system like the CORE ensures a common understanding of the requirements for job effectiveness, identifies developmental opportunities and provides a route map for employees to plan their careers using personal development plans. The CORE furthermore eliminated the disjunction between unskilled and skilled jobs. Consequently, unskilled occupations can be linked with skilled ones in the same functional field, thereby enhancing possible horizontal transfer and vertical promotion opportunities.

Horizontal and vertical mobility between CORE=s is further enhanced by the fact that some occupational classes have been provided for in more than one CORE. Career path possibilities are also provided between different CORE=s, between different occupational groups in the same CORE and within major occupational groups in the same CORE. In sum, employees can progress or move to another major occupational group contained in each CORE.

These guidelines on required competencies can be used with success by departments during the processes of career planning and the development of sensible career paths. Departments must, however, ensure that employees understand that the framework provided through CORE=s on career paths does not establish an entitlement for promotion. The aim of career paths is not to guarantee promotions but to ensure that opportunities and requirements for advancement should be defined and broadly understood.

5.4 **CONCLUSION**

Key to the further development of the CORE and the extent to which it will provide guidance in respect of career pathing are the experiences and needs of departments. It was emphasised during the initial stages of development of the CORE that inputs from departments will determine the provision of comprehensive guidelines to inform career pathing in departments.

6. CAREER MANAGEMENT AS APPLIED BY OTHER INSTITUTIONS

6.1   **INTRODUCTION**

During the investigation TELKOM, KRYGKOR, SPOORNET and the City Council of Pretoria were consulted to determine how they deal with career management . It was found that TELKOM does not have a system in place that relates to career management. The other institutions, unfortunately, also do not have structured career management programmes in place. However, all of them apply certain career management practices. This Chapter provides insight into the practices applied by these institutions.

6.2   **KRYGKOR**

At KRYGKOR (manufacturer of armaments) the process followed is called APerformance and competency based management.≅ It makes use of performance and competency management models which, *inter alia*, provide for the organisation=s objectives and needs, as well as that of the employee. At the beginning of each year employees Acontract≅ out their outputs for that specific year in terms of such a performance and competency management model, having regard to the organisation=s objectives and needs.

The Aperformance and competency based management process≅ furthermore entails multi-source-evaluations, a practice not utilised in the Public Service. During this process the outputs and competencies of the individual are evaluated not only by the individual and the supervisor, but also by colleagues and clients. Emanating from such a multi-source-evaluation, the supervisor has a performance development discussion with the individual.

Comment
KRYGKOR does not have a complete career management programme in place. This programme mainly focusses on performance management.

In this regard it should be noted that the Public Service has started with a similar programme whereby members of senior management have to enter into performance contracts. The value, however, of KRYGKOR=s approach is that employees= competencies are evaluated outside of the normal supervisor/subordinate relationship through the fact that clients and colleagues are also involved.

6.3   **SPOORNET**

Individual development plans

Although SPOORNET does not have official career management processes in place, individual development plans are compiled in respect of each employee. Profiles have been determined for every post within the organisation as well as the competencies required to perform the various functions. The job profiles are compared with the competency profiles in order to compile the individual development plans.

Comment

This approach is largely focussed on development needs within current positions. Due to the lack of proper career planning and pathing, SPOORNET=s focus would therefore seem to be on the short term, instead of the long term.

6.4   **CITY COUNCIL OF PRETORIA**

Career development plan

The concept of career management is promoted at the City Council of Pretoria mainly by means of workshops, meetings with heads of divisions and individual career discussions. Employees are, together with their supervisors, responsible for the identification of developmental needs in relation to their career objectives. These needs are determined by evaluating subordinates against certain pre-determined key performance areas and are then captured in a career development plan.

Career development discussions

Career development discussions are also held on a regular basis between employees and their supervisors during which issues such as career objectives, performance assessments, developmental areas and developmental interventions are discussed. Emanating from these discussions, the career development plans are continuously updated and amended. Furthermore, such plans provide information on the relevant developmental areas, the actions required, the person responsible and the time scales.

Comment

As was the case at SPOORNET it would seem as if the City Council=s programme also mainly deals with developmental issues. The fact that both the employee and the supervisor are involved during the identification of

developmental needs is, however, commendable. The same apply to the flexibility of career development plans and the attaching of time scales to developmental actions.

6.5   **CONCLUSION**

No uniform model for career management

The focus of the programmes and practices applied by these institutions is on performance management, career development and career pathing. It is, however, clear from the information provided that these three identified areas do not have equal prominence in each of the institutions.

The different approaches applied by these institutions support the research findings of this investigation that models for career management are tailored to the circumstances which prevail in the work environment for which they are designed. Institutions will therefore have to develop and implement their own purpose designed models according to the unique needs and circumstances applicable.

7. PROPOSALS IN RESPECT OF THE IMPLEMENTATION OF A CAREER MANAGEMENT PROGRAMME

7.   PROPOSALS IN RESPECT OF THE IMPLEMENTATION OF A CAREER
      MANAGEMENT PROGRAMME

7.1   **INTRODUCTION**

Advice is provided in this Chapter on the development and implementation of a career management programme based on the research results, the models of career management observed in the Public Service and institutions that were consulted.

7.2   **CREATING AWARENESS OF CAREER MANAGEMENT**

Consultation   The development and implementation of career management programmes should be supported by a thorough consultative process. The consultative process must include managers and supervisors at all levels in the organisation as well as employee organisations admitted to departmental bargaining chambers.

Employees must also be made aware of the fact that the ultimate responsibility for career management rests with them although the employer is providing such a framework.

7.3   **DEVELOPING A CAREER MANAGEMENT PROGRAMME**

Supported by The success of a career management programme is influenced by the
HRM   extent to which HRM practices in general support the programme. In the
practices   development of such programmes the results of career planning and pathing exercises need to be in tandem with HRM policies and practices which will support and enhance career development.

7.3.1 **The career planning and pathing process**

As indicated in Chapter 3, career planning is an integrated process in which the employer can provide assistance according to its own needs and priorities to the employee. The following process, to be managed by the employer, can be undertaken by employees with their supervisors:

Career pathing and planning is a continuous process but employees and their supervisors should meet formally on a biannual basis to

7.   PROPOSALS IN RESPECT OF THE IMPLEMENTATION OF A CAREER MANAGEMENT PROGRAMME

discuss performance and engage in career planning. The career planning process should consist of the following components:

(a)   **Discuss the employee=s current performance**

Feedback must be given to the employee on the supervisor=s assessment of his or her performance in his or her current position. If a formal assessment of the employee=s performance has been concluded by an assessment committee, the results of such an assessment must also be conveyed.

Identify development needs

During this discussion strengths and weaknesses of the employee pertaining to his or her performance in the current position must be brought to his or her attention. Based on the weaknesses, developmental needs for growth in the current position must be identified. The employee=s strengths must be noted by the employer and harnessed in a direction to the benefit of both the employee and employer.

(b)   **Determine and assess the career goals of the employee**

The employee must be provided with an opportunity to indicate his or her career goals and expectations in the short, medium and long term. Having gone through the exercise of discussing performance in the current position, the career expectations identified by the employee should be more realistic.

Identify attainable career goals

The career goals and expectations of employees must be assessed and requirements to attain these goals must be spelled out. An analysis of the employee=s current qualifications, experience, skills and potential must be undertaken and compared with the requirements attached to positions identified through the employee=s career expectations. This serves as a reality check for the individual to assess whether the career goals set in the short, medium and long term are attainable.

On the basis of this comparison the employee must be allowed

to amend his or her career goals in the short, medium and long term.

(c) **Indicate the employers expectations and needs**

The supervisor must also indicate the needs of the organisation around the areas of specific skills and competencies. Therefore, supervisors must be kept informed and fully understand the structure of the organisation, i.e: its divisions, functions, levels and job characteristics. The supervisor must also be aware of the line and staff function fields in the organisation that needs strengthening.

Organisational needs audit must be conducted

In order to provide the supervisor with the necessary information, a comprehensive organisational needs audit will have to be conducted. A process will also have to be established to update the organisational needs on a continual basis. (The organisational needs audit as a practice that supports career management is discussed in paragraph 7.5.3).

The requirements to attain the expectations of the employer must be clearly spelled out to the employee. The supervisor must ensure that the goals identified during this phase are attainable given the employees current level of skills and competency and the developmental requirements for progression to such positions.

(d) **Agree on possible career paths for the employee within the organisation**

Based on the career goals of the employee and the priorities and expectations of the employer, possible career paths must be developed for the employee. The career paths must represent as far as possible a marriage between the goals of the employee and the priorities of the employer.

Career paths must be informed by the developmental needs (the next component of career planning) and should therefore

be revisited once the developmental needs have been identified.

During this phase the requirements for progression to each level in the career path must be spelled out clearly (experience, skills, qualifications, etc.). This is necessary
to inform the career development options to be decided upon.

Two or three career paths can be identified, provided that they are not diverse from each other. Diverse career paths will complicate decisions on career development.

In order to assist with the development of career paths, the guidelines provided in the CORE should be consulted. These guidelines provide useful information on competencies and learning requirements for progression.

(e)   **Identify career development needs**

Personal development plan

Based on the career paths designed for the employee and the requirements for progression to the different levels identified in the career path, development needs must be identified. These needs must be captured in a personal development plan for each employee.

The development needs, depending on the designed career path, could focus on specific training required, experience which must be gained and skills that must be developed. Where the supervisor can arrange the required training, this must be indicated on the development plan.

Each employee's development plan must be forwarded to the training unit or person responsible for the co-ordination of training. The arrangement of courses and the identification of possible training interventions, by the training unit or person responsible for co-ordinating training, must be done with due consideration to the training needs identified in the personal development plans.

7.   PROPOSALS IN RESPECT OF THE IMPLEMENTATION OF A CAREER
      MANAGEMENT PROGRAMME

Rotation   Supervisors must, as part of the developmental needs analysis,
                                     consider the effect that the rotation of staff might have on
                                     addressing requirements regarding experience in specific work
                                     fields. In cases where rotation can be used effectively to
                                     address development needs, this must be reflected in the
                                     career pathing options for employees.

                                     Each intervention decided upon to address the developmental
                                     needs of an employee must be indicated in the personal
                                     development plan. This responsibility must be assigned to a
                                     person or component within time-frames.

7.4   **USE OF *A PRO-FORMA* INSTRUMENT TO ASSIST WITH THE
      PROCESS OF CAREER MANAGEMENT**

      In order to assist employees and their supervisors to go through the process as
      highlighted in paragraph 7.3 of this Chapter, consideration could be given to
      prescribing a *pro-forma* instrument. An example of such an instrument is
      attached as an annexure to this report.

      The example provided includes information on how career paths can be
      mapped out. As part of the example a *pro-forma* personal development plan
      is also provided.

Adaptable   The proposed instrument can obviously be amended to comply with the
instrument   unique circumstances that apply to departments and provincial administrations.
                                     Different instruments can also be used for different occupations. Highly
                                     specialized occupations (such as engineers, etc.) might for example have limited
                                     scope for progression within the Public Service outside their defined field of
                                     specialisation.

7.5   **PRACTICES SUPPORTING THE PROCESS OF CAREER
      MANAGEMENT**

      A career management programme can only be successful if it is supported by
      other practices in an organisation. Specific attention should be given to the
      following when developing a career management programme:

7. PROPOSALS IN RESPECT OF THE IMPLEMENTATION OF A CAREER MANAGEMENT PROGRAMME

7.5.1 Performance management

As indicated in paragraph 7.3 of this Chapter it will be beneficial to synchronise activities relating to career planning with feedback on performance. An employee=s performance in his or her current position has a deciding impact on management=s perceptions regarding his or her potential for further progression.

Career planning and development is further not limited to initiatives regarding progression to higher levels. It should also focus on the requirements for an employee to improve his or her performance in his or her current position. The key to an employee=s aspirations for higher positions is sustained high quality performance.

Feedback to employees

As part of the performance management process, specific emphasis should be placed on providing feedback to the employee on what areas he or she should target for improvement. Due consideration should be given to these areas when the personal development plan for the individual is developed.

Section 5.10.2 of the White Paper on Human Resource Management in the Public Service states that managers= own performance assessments should include an assessment of the extent to which they have carried out their career management responsibilities.

7.5.2 Establishing a co-ordinated departmental career development programme

It is not practical to address the development needs of employees as identified in their personal development plans on an individual basis. Some form of co-ordination with the identification and scheduling of training interventions will be required.

Training should be coordinated

The role of co-ordinating training interventions can be allocated to the training component of a department. If departments do not have a training component (smaller departments), a training co-ordinator can be used. The role of the training component/co-ordinator will be to identify common training needs from the various personal development plans and to facilitate appropriate training opportunities. The training

component or co-ordinator can also be used to assist supervisors and employees where unique training requirements are identified.

In order to support the career management programmes of departments the training component or co-ordinator can be assigned the duty of developing a career development programme. Such a programme should take the line functional needs of departments into consideration and could comprise the development of a set of standard courses which employees at different levels and occupations in the department can attend on an annual basis. The contents of the courses must continuously be updated in line with the needs of the employer in terms of specific skills, knowledge or other competencies.

The advantage of an established career development programme is that full details of courses (nature of course, date and venue) can be made available to all supervisors to assist them with the process of career planning.

7.5.3   Organisational needs audit

Identify strengthening needs

Departments should on an annual basis assess their needs in respect of specific skills. Components requiring a strengthening of the workforce should be identified.

To assist with the identification of employees with the potential and skills who can be groomed to accommodate the needs of the employer, a skills audit should be conducted. The needs of the employer should continuously, through the management structures, be conveyed to supervisors throughout the organisation.

In cases where specific employees have been identified with a view to address weaknesses in certain components, the relevant supervisors should be consulted timeously in order to accommodate the needs in the employees career planning.

The employer s needs in respect of specific skills should also be provided to the training unit or co-ordinator in order to inform the composition of the organisation=s career development programme.

7.5.4 Affirmative action

A department=s career management programme must support the affirmative action objectives of the institution. Posts that have been targeted to be filled with a view to promoting representativeness should be identified and all supervisors should be informed accordingly. The career planning of employees of the under-represented population groups must take the requirements attached to such posts into consideration.

Provide for affirmative action objectives

Other practices in support of the affirmative action objectives of the organisation should also be incorporated in the career management programme. If certain individuals have been identified for fast tracking, the career planning of these individuals can clearly spell out target dates for the achievement of preset goals.

Rotation as an instrument to assist with capacity building (by creating a broader base of experience) can also be included as part of the career pathing of officials in the under-represented groups.

The personal development plans of employees of the under-represented groups should specifically place emphasis on the training needs of such officials. The career development programme of the department should include a sub-programme specifically designed to meet the training needs of such personnel.

7.5.5 Job description

Departments are obliged by the new PSR to develop job descriptions for each post or group of posts by 1 April 2000.

Accessible job descriptions

Well defined job descriptions provide insight into the competencies, knowledge, skills and experience to perform the functions and tasks attached to a specific post successfully. Job descriptions should be accessible to all supervisors in the organisation in order to assist them with the identification of requirements for progression (or rotation) to specific posts. Having access to all job descriptions will also enable supervisors to accurately inform their

subordinates of the nature of work attached to the positions to which they aspire.

7.6   PILOTING THE MODEL OF CAREER MANAGEMENT

Pilot exercise   It is the intention to pilot the model proposed in this Chapter in the Office of the Public Service Commission in order to determine its feasibility within the Public Service. It is furthermore proposed that departments and provincial administrations also pilot the model in selected components and divisions.

Good practice Departments and provincial administrations that envisage piloting this
model   model must please inform this Office of their intentions. This is necessary to establish from as broad a spectrum as possible the advantages as well as disadvantages with the implementation of such a model. Valuable information obtained from such an exercise will of necessity be discussed with the DPSA for possible distribution as a good management guide. This will be circulated to all departments and provincial administrations.

7.7   REVIEWING OF PROGRESS MADE WITH THE IMPLEMENTATION OF CAREER MANAGEMENT PROGRAMMES

It is the Public Service Commission=s intention to again assess the progress made by national and provincial departments regarding the implementation of career management programmes by May 2001.

During such review process specific emphasis will be placed on assessing progress with -

X   career planning;

X   career pathing;

X   career development; and

X   job descriptions.

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8. CONCLUSION

8.   **CONCLUSION**

Career management, a practice   previously neglected, has been given specific prominence in legislation and national policies relating to HRM in the Public Service. Employee self-management has, furthermore, emerged as one of the management themes of the 1990's. Organisations, including public services, are expecting employees to assume greater responsibility for their own future as well as for their organisation=s success.

It is of concern that only three institutions in the entire Public Service have implemented career management programmes. Special effort should be made by the rest of the departments and provincial administrations to develop, pilot and implement career management programmes. The example of a career management programme provided in this report should be of assistance.

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ANNEXURE :   EXAMPLE OF A CAREER MANAGEMENT INSTRUMENT

SECTION A
PERSONAL DETAILS

1.	Name of employee:	
2.	Directorate or Sub-directorate:	
3.	Post:	
4.	Salary level:	

SECTION B
ASSESSMENT OF CURRENT PERFORMANCE

1.	Last assessment by a merit committee (staff advisory committee)	
(a)	Date:	
(b)	Result of the assessment:	(Gainfully employed, in turn promotable, out of turn promotable, preferentially promotable.)
(c)	Strengths identified:	(The stronger aspects of the employee's performance as identified by the committee must be pointed out.)
(d)	Areas where development was required:	(Areas where the employees performance was lacking, according to the committee, must be recorded.)

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2	**Quarterly assessment by supervisor**	
(a)	**Assessment:**	(Gainfully employed, in turn promotable, out of turn promotable, preferentially promotable.)
(b)	**Strengths:**	(The supervisor and the employee must identify the employee's strengths. Emphasis must be placed on determining whether the employee has shown growth since the last assessment.)
(c)	**Needs in respect of development in current position:**	(The supervisor and employee must agree on areas that should be targeted for improvement. The list of areas must be as comprehensive as possible so as to inform the personal development plan to be completed at the end of the career planning session.)

SECTION C
ASSESSMENT OF THE CAREER GOALS OF THE EMPLOYEE

1.	Assessment of current skills, qualifications and experience	
(a)	**Skills:**	(A full analysis of the employee's skills must be done. The different skills must be listed and an indication must be given of the level of the relevant skill.)
(b)	**Qualifications and training:**	(A full list of formal qualifications obtained and formal and informal training undergone must be provided.)
(c)	**Experience:**	(An analysis of the employee's experience must be done.)

2	**Identification of the employee's career goals**	
	Time-frame	**Career goals**	**Requirements that must be met to attain the career goals**
(a)	**Short term (next 1 to 2 years):**	(The career goals identified in short, medium and long term can include rotation to posts in the organisation, expectations to be promoted, training needs, etc.)	(The requirements that must be met by the employee to enable him/her to achieve his/ her career goals must be indicated (skills, qualifications, experience, etc.).)
(b)	**Medium term (next 3 to 5 years):**		

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(c)	**Long term (6 years and above):**		

3.	Comments by the supervisor on the employee's career goals

(The supervisor must comment on the feasibility of the employee's career goals

with specific reference to requirements attached to the positions to which the

employee aspires. During the discussion the supervisor and employee must reflect

on the demands which will be placed on the employee to meet these requirements

as well as the employee's current skills, qualifications and experience.)

SECTION D
IDENTIFICATION OF THE EMPLOYER'S NEEDS

The employer's needs must be indicated in the short, medium and long term.

1.	Needs of the employer in the short term (1 to 2 years)			
	Components	**Occupations**	**Nature of work**	**Job requirements**
Priority 1				
Priority 2				

2.	**Needs of the employer in the medium term (3 to 5 years)**			
	Components	**Occupations**	**Nature of work**	**Job requirements**
Priority 1				
Priority 2				

3.	**Needs of the employer in the long term (6 years and above)**			
	Components	**Occupations**	**Nature of work**	**Job requirements**
Priority 1				
Priority 2				

The number of priorities from the employer's perspective would obviously differ from department to department. It is, however, important to indicate to the employee which components in the organisation are or will be in most need of specific skills, experience and other competencies. Obviously the components in need could include the employee's current component.

SECTION E **POSSIBLE CAREER PATHS**

Based on the career goals of the employee (Section C) and the priorities of the employer (Section D), possible career paths must be developed for the employee.

1. **OPTION 1** (This must be the preferred option)			
Time-frame		**Position (post or rank)**	**Requirements for progression or rotation**
Short term	**Target date:**	Position 1 (The number of positions that an employee can aspire for in the short, medium and long term will be influenced by a number of factors (e.g. requirements for promotion, the vacancy rate in the components to which the employee could be promoted/transferred, etc.))	(Indicate the requirements for promotion , transfer and rotation (skills, experience, qualifications, training, etc.). In cases where rank or salary range progression is involved the requirements contained in the relevant national and departmental policies must be reflected.)
	Target date:	Position 2	
Medium term	**Target date:**	Position 1	
	Target date:	Position 2	
Long term	**Target date:**	Position 1	
	Target date:	Position 2	

2. OPTION 2			
Time-frame		**Position (post or rank)**	**Requirements for progression or rotation**
Short term	**Target date:**	Position 1	
	Target date:	Position 2	
Medium term	**Target date:**	Position 1	
	Target date:	Position 2	
Long term	**Target date:**	Position 1	
	Target date:	Position 2	

3. OPTION 3			
Time-frame		**Position (post or rank)**	**Requirements for progression or rotation**
Short term	**Target date:**	Position 1	
	Target date:	Position 2	
Medium term	**Target date:**	Position 1	
	Target date:	Position 2	
Long term	**Target date:**	Position 1	
	Target date:	Position 2	

EXAMPLE OF POSSIBLE CAREER PATHS

1. OPTION 1			
Time-frame		**Position (post or rank)**	**Requirements for progression or rotation**
Short term	**Target date:** **January 2000**	Position 1: Senior Messenger	Promotable assessment
	Target date: **January 2001**	Position 2: Registry Clerk (Grade II)	Vacant post of Registry Clerk PLUS Junior Certificate
Medium term	**Target date:** **January 2003**	Position 1: Senior Registry Clerk (Grade I)	Promotable assessment of preferentially promotable OR Senior Certificate
	Target date: **January 2005**	Position 2: Senior Registry Clerk (Grade II)	Promotable assessment of preferentially promotable
Long term	**Target date:** **January 2007**	Position 1: Senior Registry Clerk (Grade III)	Promotable assessment of preferentially promotable
	Target date: **January 2009**	Position 2 Chief Registry Clerk	Vacant post of Chief Registry Clerk PLUS

			Senior Certificate

2. OPTION 2			
Time-frame		**Position (post or rank)**	**Requirements for progression or rotation**
Short term	**Target date:** **January 2000**	Position 1: Senior Messenger	A promotable assessment
	Target date: **January 2001**	Position 2: Principal Messenger	Two year=s service in rank PLUS Vacant post of Principal Messenger
Medium term	**Target date:** **January 2003**	Position 1: Chief Messenger	A promotable assessment of preferentially promotable
	Target date: **January 2005**	Position 2: Senior Registry Clerk (Grade II)	Vacant post of Registry Clerk PLUS Experience in general administrative duties, including filing PLUS Junior Certificate
Long term	**Target date:** **January 2007**	Position 1: Senior Registry Clerk (Grade III)	Promotable assessment of preferentially promotable

	Target date: **January 2009**	Position 2: Chief Registry Clerk	Vacant post of Chief Registry Clerk PLUS Senior Certificate

SECTION F
PERSONAL DEVELOPMENT PLAN

The personal development plan of an employee identifies the training required, experience to be gained and skills to be developed for such an employee. The plan also assigns the responsibility to provide or facilitate the necessary development and training interventions to a specific person or component (which can include the employee's own supervisor) and sets a target date by which the relevant developmental need must have been addressed. The development of the plan must take into consideration the needs identified in sections A, B, C, D and E of the career planning undertaken by the supervisor and the employee.

Competency required or developmental need	Method to be used to obtain the required competency or to address the developmental need	Target date

Last date on which the personal development plan was forwarded to the training unit or person responsible for facilitating training in the department:	

Last date on which the career plan was reviewed:	

Cognisance taken of the career plan and personal development plan

Signature of the employee   **Signature of the supervisor**
Date: **Date:**

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