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Introduction to HR Connect

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1 Background

Since 1994, an overwhelming amount of government policy and legislation has been developed to guide human resource management and development practices in the Public Service.¹ This legislative framework compels national and provincial departments to, among other things, develop and integrate strategic plans, operational plans and human resource strategies; determine organisational structures; compile and review job descriptions and conduct performance evaluations.

The government and in particular the Department of Public Service and Administration (DPSA) and the Public Services Commission (PSC) have put in place credible frameworks to inform the implementation of the strategic aspect of the human resource management value chain.²

However many departments fail to implement these frameworks into practice. The Public Service continues to face substantial challenges around strategic planning, developing organisational structures, human resource management and development, and career pathing. In its presentation to the Portfolio Committee on Public Service and Administration on 14 May 2008, the Public Services Commission listed several capacity challenges regarding human resource management (PSC, 2008). Some of these challenges include the following:

- The vacancy rate in the public service is one of the biggest challenges that are central to the problem of service delivery. However, it is difficult to reliably determine the vacancy rate, as a result of inaccurate data management by departments.
- Job descriptions are poorly compiled.
- Properly defined and valid performance standards are non-existent.
- Implementation of the performance management and development system (PMDS) is inadequate, yet performance rewards are granted to officials for whom performance appraisals were not conducted.
- There is a consistent lack of accountability by managers for managing poor performance, and human resource practitioners fail to adequately provide the necessary guidance and support. The most common causes attributed are organisational culture, a mismatch of officials and posts, a general lack of skills, and shortcomings inherent in the performance managements system itself.
- Skills development plans are not based on skills needs analysis. The identification of training needs and the actual training invested in are often misaligned and incorrectly prioritised.
- Departments implement their skills development plans without any assessment on the extent to which these activities have impacted on the departments' ability to improve on service delivery.
- Organisation structure development focuses on the creation of posts with little attention paid to the purpose and functions of the department. There is insufficient consideration of the workload and interrelatedness of work in designing structures.
- In most departments the Organisational Design function is not positioned and equipped to play a strategic role.

¹ See Appendix 1: Examples of Human Resource Management and Development Policies, Legislation and Guidelines

² Ibid. p.49

In recognition of the gaps listed above, government has included the priority to improve the capacity and efficacy of the State under *Strategic Priority 10* of the *Medium Term Strategic Framework 2009 – 2014* (The Presidency, 2009). The objective for the medium term is to further strengthen the capacity of the Public Service to meet its obligation of serving citizens. The target for the medium term will be to improve the management and development of human resources in the Public Service, including the following aspects:

- strengthening human-resource management and development components in departments;
- improving the system of recruiting people into the Public Service (so as to attract better skilled people, employ and retain people with scarce skills and fill vacant posts);
- improving the representation of women and people with disabilities in the Public Service (especially in the Senior Management Service);
- fixing Persal and enforcing compliance with the basics of administration; and
- specifying the standard of service (including appropriate behaviour of officials, waiting periods, quality of service, etc.) and the mechanisms of redress should those standards not be met.

The Medium Term Strategic Framework 2009 – 2014 builds on the achievements of government since 1994 (The Presidency, 2009). Underlying its approach is the fundamental revitalisation and renewal of government and how it goes about its tasks. Project HR Connect is an example of this constant search by government for new and more effective ways to improve the management and development of human resources in the Public Service.

The objective of government is to substantially improve the delivery and quality of public services.

One of the objectives of the Governance and Administration Cluster's programme of action for 2004 was to *Strengthen DPSA's capacity to strengthen implementation of decentralised HR policies*. (Fraser-Moleketi, 2004). The decentralisation of a HR Management Model for the Public Services seems to have had an adverse effect on Departments' ability to manage themselves (Pillay, 2008). A standardised and uniformly used human resource management philosophy and supporting information system is sorely lacking in the Public Service. Human resource management and development processes, systems and databases use a variety of reference data, stemming from differing views on the minimum information required to effectively manage and develop human capital.

In nearly every instance skills audits are outsourced, making Departments reliant on service provider dependency models for implementation, which are invariably unsustainable without the service provider (DPSA, 2008). These skills audits are characterised by:

- Diverse and inconsistent criteria and parameters
- Static and rarely have real-time relevance
- Configured in terms of pre-designed commercial off the shelf (COTS) database design and functionality
- Focused on the perceived value and sophistication of the systems with little or no attention to the identification, collection and management of information integrity over time

- Based on insular and silo assumptions of posts, job profiles, qualifications, experience and competencies with almost no thought to the Macro perspective of the State or inter provincial, inter departmental and inter spherical movement of human capital

As a whole differentiated audit methodologies and systems present a number of problems, such as:

- Silo functioning, functional duplication and technological proliferation that impacts negatively on the cost-effective spending of public funds.
- Diverse implementation of uniform norms and standards across specification criteria, methodologies, systems and operations.
- Poor inherent methodological and systems interoperability and data non-aggregatability seriously compromises operational integrity and the generation of management information.
- Diverse capabilities ranging from inadequate to functional of multiple systems each on its independent evolutionary path.

An important challenge faced by Project HR Connect is to increase coordination in a decentralised HR Management Model for the Public Services and to overcome the following problems:

- **Multiple HR Models:** No common approach to HR service delivery across / within the locations. Level of decentralization increases cost, complexity, and risk
- **Data Management:** Data definitions are not consistent, and data entry/management is diffused leading to errors and a lack of integrity
- **Compliance/Reporting:** Process and data issues limit compliance and reporting for key policies and procedures. It is difficult from both a business and technology perspective to obtain accurate reports across the system.
- **Service Quality:** Service quality is inconsistent, redundant, costly and complex.
- **Scalability:** Some locations are better prepared for adopting standard services than others
- **Event Driven** rather than establishment of embedded and sustainable processes

In January 2007 the Cabinet Lekgotla took a decision that all public service departments should apply a uniform skills audit process (DPSA 2007). This decision emphasised the importance of having a single uniform and coordinated approach to a skills audit system which will be utilised within the entire public service.

Project HR Connect is based on the lessons learned during the pilots that commenced in 2005, the pressing need to accelerate a standardised approach to human capital management and development and related data management processes throughout government (DPSA, 2008). Project HR Connect is currently being rolled out across all national and provincial departments over a period of two to three years. Implementing the HR Connect process is supporting these Departments to achieve the objective of government to substantially improve the delivery and quality of public services.

Project HR Connect is providing answers to key human resources management and development questions such as: how can Departments articulate, measure and influence the specific employee skills, knowledge, and experience that will result in improvements in the delivery and quality of public services? HR Connect is a model for implementing a sustainable and consistent human capital development processes (not a skills audit intervention), supported by regular updated personal

development plans. The process is replicable across national and provincial departments irrespective of size, location or function/s.

At the time of writing this report (November 2009) Cohort 2 of Project HR Connect was launched in 47 national and provincial departments.

The aim with this *Introduction to HR Connect* is to:

- provide a historical overview;
- describe the theoretical fundamentals (premise) of the human capital management and development process;
- define a baseline business model for human capital management and development;
- describe the roll-out of the project and the supporting management information system; and indicate a methodology to roll the project out to the rest of government departments, based on the theoretical principles, business model and lessons learned with the first roll out of the project.

2 Historical Overview

The Skills Database Project has its origins in two different yet convergent streams (DPSA, 2008:3). Firstly, the January 2005 Cabinet Lekgotla requested the Forum for Directors-General (FOSAD) to prepare a document reporting on the capacity of the organs of state to deliver on the policies already developed. The DPSA was tasked to determine the capacity and skills base in each department, excluding local government. This proved a cumbersome process due to the fact that such information is not readily available for the Public Services. Some of the information required to effectively manage human resources in the public service is either not well categorised in PERSAL or not available at all. Where data exists it is fragmented across a number of small user-written human resource related databases/systems that have been developed within organisations to meet the business units' day-to-day operational requirements (Naicker, 2006).

At the same time (i.e. 2005) the Public Services Sector Education and Training Authority (PSETA) required an Integrated Management Information System (MIS) that would assist it in accurate decision-making, and thereby allow it to effectively facilitate skills development in the public sector (DPSA, 2008).

The PSETA in partnership with the DPSA developed a Human Resource Management Information System (HRMIS), which incorporates functionality essential for conducting a skills audit and reporting on the skills capacity of each government department as well as the broader Public Service (DPSA, 2008).

Initially called the Skills Database Project, the HRMIS was piloted in four departments, namely Minerals and Energy; Trade and Industry; Justice and DPSA. During the piloting of the Skills Database Project it soon became apparent that collecting data to populate the HRMIS is indeed a first step towards ensuring that there was accurate and consistent information, derived through skills audits, from which departments could analyse, evaluate, report, forecast, model and plan in advance for skills needs within their own areas and for government in general. Although the pilot project proved to be successful in terms of putting procedures in place to ensure that the minimum elements of human resource management are maintained in Departments, the process did not generate the data expected due to a lack of buy-in from the participating departments (Naicker, 2007).

The implementation of the database in terms of targeted deployment into the Public Service was approved in November 2006 and commenced in March 2007 (DPSA, 2008). The database (HRMIS) was seen as the first step towards ensuring that there was accurate and consistent information, derived through skills audits, from which departments could analyse, evaluate, report, forecast, model and plan in advance for skills needs within their own areas and for government in general.

It has to be noted that at the time of the first implementation and piloting of the HRMIS, the Department of Labour, with technical support from the GTZ, had made substantial progress with the Organising Framework for Occupations (OFO). The OFO is based on the Standard Classification of Occupations and represents a significant enhancement in respect of providing a skills-based coded classification system, which encompasses all occupations in the South African context (De Jager & Vorwerk, 2007). Occupations are classified based on a combination of skills level and skills

specialisation in such a way that it is simpler to locate a specific occupation within the framework and to cross-reference such occupations across economic sectors. This approach would ensure that the information on the skills supply and shortages in the private and Public Service could be meaningfully aggregated and disaggregated for data mining purposes (DPSA, 2008).

Informed by the above, the need to accelerate the skills audit process and also taking cognisance of lessons learned during the pilots in 2005 and 2006, it was necessary to reconceptualise the entire Skills Database Project, under the guidance of the Deputy Director General: Human Resource Management and Development of the DPSA (2008). The result were: the decision that Project HR Connect should be rolled out over the next two to three years; an accelerated plan; a revised project charter and a phased approach as part of the change management and re-branding for successful project execution.

The challenge was to synchronise concurrent processes during which three different but interrelated sets of data had to be generated and collected. The three processes entailed (1) the completion of a Personal Survey Form by every staff member of a department; (2) the development of job profiles by Task Groups; and (3) the development and submission of department organogrammes in electronic format.

A phased approach was adopted to introduce the project and to allow employees to gradually get accustomed to the process whilst not interrupting operations. In addition, such an approach would have ensured that implementation was able to deal with ongoing changes in employee information in a sustainable manner over time, rather than taking a “snapshot” of the employees in an organisation and then providing a report, which would in effect be outdated since the organisation had since moved on. The other perceived advantage of the phased approach was the substantial shift away from lengthy forms, employee frustration and irritation, and survey and audit fatigue since some departments had already done Human Resources audits prior to HR Connect.

The objectives for each of the three phases were as follows:

- Phase 1: Confirm biographical data on PERSAL, collect and capture additional biographical data (i.e. not on PERSAL) such as formal qualifications obtained, professional registration and work history/experience
- Phase 2: Identify and confirm Jobs per Department; revise and update Organogrammes on PERSAL to reflect the most recent and officially approved structure for each Department; define competence profiles for Jobs and generate employee survey forms. Build capacity to maintain data and system by briefing supervisors on how to conduct interviews to confirm information supplied by co-workers. Train data capturers per department to capture at least 10 percent of returned Survey Forms.
- Phase 3: Distribute and capture Survey Forms; generate Post Profiles, using information from completed Survey Forms; and capacitate Super Users per Department to maintain reference data.

2.1 Phase One

Phase One of the project was launched early in May 2007 during three workshops to introduce HR Connect to the participating departments (DPSA, 2008). The aim of the workshops was to clarify responsibilities and to initiate the individual data collection process for each department.

The 22 participating departments included 19 national and 3 provincial departments which are: (national) Presidency; Foreign Affairs; Home Affairs (Head Office); Provincial and Local Government; Government Communication and Information System; Public Enterprise; Public Service and Administration; South African Management and Development Institute; Statistics SA; Education; Health; Labour; Justice and Constitutional Development; Communications; Housing; Minerals and Energy; Science and Technology; Trade and Industry; Companies and Intellectual Property Registration Office and (provincial) Gauteng: Office of the Premier; KwaZulu-Natal: Office of the Premier; and Western Cape: Office of the Premier.

Twelve (12) Task Group Meetings, totalling almost 300 person training days (PTDs), were facilitated between May and June 2007. The focus of the meetings was to clarify and train departments on the process of mapping unique Codes of Remuneration (COREs) and Job Titles as they pertain to posts on the OFO (DPSA, 2008).

The process of mapping Job Titles and PERSAL CORE titles to Occupations on the Organising Framework of Occupations proved much more difficult than initially anticipated. This can be ascribed to the indiscriminate proliferation of combinations of Job Titles and PERSAL CORE titles. There especially seems to be a lack of consistency in the use and application of CORE titles in departments (DPSA, 2008). A case in point is the fact that although a total of 2 621 combinations of CORE and Job Titles exist in departments, only 1 271 Job Titles are used by departments, while only 85 CORE codes are used (IT Aware, 2007).

The inconsistent use of CORE Titles seems to stem from a tendency to change CORE Titles in an attempt to increase salary ranges (IT Aware, 2007). To illustrate: Some departments have changed the CORE code of a Secretary to that of Personal Assistant for instance; others have changed cleaning staff posts to that of Secretaries. In some instances departments have appointed people in posts where the Job and CORE profile of the post had no bearing on the actual occupation the post relates to. An explicit example is that of a Secretary (CORE code) that was linked to Accounting Clerk (Job Title) and mapped to the occupation of Handyperson.

The mentioned inconsistent use of the CORE, Job and Occupation Titles adversely affected the compilation and benchmarking Task Group agreement of “generic” Job Profiles for the Public Service. However, the job profiling exercise has enabled HR Connect to map and rationalise 2 879 combinations of Occupation Titles, PERSAL CORE Titles and Job Titles, to 170 occupations on the Organising Framework of Occupations (DPSA, 2008).

One of the functionalities of the HRMIS is that it maps electronic organogrammes to people, posts, jobs and occupations. Requirements regarding the submission of organogrammes in an electronic format were presented at the workshops held in the beginning of May 2007. In addition, a compact disc containing all relevant reference material and reporting documentation was given to each department. Departments were requested to submit their approved organogrammes and mapped OFO-Core for job profiling on 24 May 2007 (DPSA, 2008).

By 24 May 2007, only half of the participating departments had submitted either the schematic mapping or the electronic organogramme on time. In fact, only 5 of the 22 departments have submitted both. Some departments were unwilling to release their organogramme. Although all departments submitted their organogrammes by the end of June 2007, it became evident that the

required formats had not been followed and that very few could be accepted as a true reflection of the respective department. What was submitted merely reflected “parent–child relationships” in terms of reporting lines (DPSA, 2008).

History repeated itself: The majority of departments found it fairly difficult to define their structure. Furthermore, the structure that was identified as the organogramme did not relate to PERSAL data. This was the case during the implementation of Resolution 7 of 2002 when departments were unable to determine their organisational structure in accordance with their strategic plans, which did not exist.

On-site meetings and workshops were held with almost all the participating departments to render support. Although these meetings have added value to the process and have enhanced the participants’ understanding of the Human Capital Development process, it did not yield the required information. Departments were in the majority of cases only able to depict the top three tiers of their structure in diagrammatic format, some displayed “floating” or “hanging” structures (i.e. not linked to the reporting structure), some had circular relationships while others could not do the mapping at all.

The extent of the inability of departments to define their organisational structures was so significant that it forced the project team to reconsider the alignment of organogrammes with PERSAL as an outcome of Phase One of the HR Connect process. Instead, it was decided to make it a deliverable in Phase Two of the HR Connect process.

2.2 Phase Two

Phase Two of the roll out of the HR Connect project in 22 Departments commenced in June 2008. The following deliverables had to be achieved in Phase Two:

- Identify and define the functional organisation structure (Ministry, Branch, Chief Directorate, Directorate, Sub-Directorate, Division, Sub-Division, Unit, Section, Sub-section) per Department and their cascading relation to one another.
- Align the organisation structure used in Departments and the structure reflected on PERSAL.
- Confirm complete structure per Department and populate structure with active posts.
- Review and update generic job profiles.
- Identify unique and new jobs.
- Define competence profiles for new and unique jobs.
- Confirm complete competence profile per Department and structure loaded on PERSAL.
- Capacitate Supervisors to oversee the completion of survey forms and conduct interviews.

Several workshops, as well as PERSAL training sessions, Supervisor briefings and additional information sessions per Department were conducted between June 2008 and January 2009. Departmental representation at these contact sessions varied in levels of expertise. A total of 141 representatives attended some or all the Project Workshops (Van Zyl, 2008).

Briefings to capacitate data capturers, PERSAL operators and supervisors were well attended. The assistance rendered by SITA in capacitating PERSAL operators with refresher training must be applauded (Van Zyl, 2008). SITA personnel changed their training schedule to accommodate the

Project HR Connect requirements. Six training days were granted for the refresher training. A representative from SITA also attended the workshops to answer PERSAL related questions.

More than 1 400 supervisors have been briefed on their responsibility on how to conduct interviews clarifying the information on the survey forms during more than 60 briefings that were held in all the regions (Van Zyl, 2008). Departments also responded very well on the request to arrange that their senior management be briefed on the project, thus creating expectation and ensuring support for the process.

Overall feedback from all briefings and interaction was very positive. The very optimistic time lines and synergy with other Human Resource related projects were the two main concerns raised by attendees of the various meetings and briefings.

Manuals have been produced as guides for conducting Supervisor Interviews and Capturing Survey Forms on the HRMIS. The booklets were distributed during the briefings and were available on the website to download. A reference list of over 6 000 job titles was also produced to assist people in identifying their experience category on the survey form.

2.2.1 The Challenges

One of the values of Project HR Connect is that a process step is checked for thoroughness before the next process step can commence (Van Zyl, 2008). A task breakdown³ was used to guide the process to update PERSAL. However, this breakdown of tasks, though clear, did not result in the comprehensive update of PERSAL that was expected. For example, Departments had updated their list of Job Titles, submitted profiles for unique jobs, but did not use the Table 824 in PERSAL that contain the updated list of Job Titles to update the post structure of the Department. This has forced the project to be delayed to afford Departments the opportunity to complete the stepwise process that was delineated in the breakdown of tasks.

Two of the participating Departments (DoL and DoJ&CD) had to rebuild their complete structure on PERSAL (Van Zyl, 2008). This delayed the process because survey forms could not have been printed. Stats SA had a mammoth task to identify and define their Job Titles. The other Departments reported their updating process as being complete, as per the above list of deliverables. Loading of the PERSAL data and comparing it with the actual situation in the Department however revealed that the process was not complete for all but four Departments.

This oversight of most of the departments should be seen as a valuable lesson for future projects of a similar nature. The crucial effect relational data has on Human Resource Management Data seems to have been underestimated by most Human Resource Practitioners. Post titles, structure elements as they related to one another, standardised ways of capturing qualifications and experience are a few examples of data that was captured, but could not be mined at all due to the way it was formulated and controlled. Correcting this tendency required a mind shift from practitioners that became a change management process that required individual attention per department. The critical mass in the mind shift required to impact on the way a department manages its processes was adversely affected by an extremely high turnover in personnel involved in the HR Connect project in departments.

³ See Appendix 2: Task Breakdown of the Process to Update PERSAL

On a more positive note, it has to be mentioned that SITA has provided excellent support in terms of extraction of PERSAL data for loading and updating the HR Connect database (Van Zyl, 2008). Integrity problems initially identified with the extracted data have decreased significantly with every interaction between IT Aware and SITA.

The initial workshops held to guide departmental representatives in the job profiling process were not very successful due to representative's lack of knowledge of the specific outputs of identified unique jobs. Representatives also found the process to define job outputs difficult at first (i.e. as opposed to defining activities). The output based profiling process has its roots in a systematic approach to defining job profiles that is based on an analysis of job purpose, expected services and products and supporting skills and knowledge required for job behaviour. Additional workshops per individual department helped to increase understanding the output based profiling process followed for the HR Connect project. Groups of expert practitioners in occupations within departments were asked to assist in defining the outputs of the unique jobs in the department.

The HRMIS had to be deployed on the intranet, on servers supplied by SITA and hosted in the server farm in Centurion. Problems with the supply and installation of the servers and operating software hampered the testing of the newly created software. The insistence on using open source software for the web enablement process has placed an enormous burden on the development team. Government is using Microsoft related operating systems, which are often incompatible with open source software applications. The extremely limited bandwidth on which the government web is running and inconsistency in access control are severely hampering the roll-out process.

2.2.2 The Results

The initial problems Departments had in updating their structure on PERSAL gradually subsided. A comparison of initial structures on PERSAL to present structures shows vast improvements in aligning the structures on PERSAL with the "as-is-on-paper" structures in the Departments. The Department of Labour and of Justice need to be commended on the work done in this regard.

The changing of Job Titles did not get the attention it deserved. The result was that many titles were not reflecting the output of the job at the time the survey forms had to be printed. IT Aware has embarked on a mapping exercise to address the problem to ensure the desired result of providing specific output indicators per job was achieved. This mapping exercise resulted in a total of 1 800 job titles being condensed to 650.

Departments engaged with their subject matter experts to define the identified unique job profiles. By October 2008 more than 200 jobs have been profiled. These unique job profiles, combined with the generic profiles provided the project with a resource of over 300 profiles. IT Aware has also embarked on a research process to benchmark the generated profiles with international trends.

Stats SA has come a long way from having only 18 Job Titles on PERSAL to at present having identified over 350 titles. These titles will be refined and about 30 of them profiled, as they are unique to Stats SA. The success of the process of correcting job titles is evident from the fact that over 1 000 new titles have been created in September. This figure doubled in October as departments updated the establishment titles that have been identified, but not updated on PERSAL. Ninety five percent of the loaded titles have all been linked to the defined job profiles.

Departments' supervisors have been briefed on their responsibility to confirm the content of the Survey Forms to have been completed in Phase Three by means of interviews with their employees. Manuals have been handed out to all attendees and an electronic manual made available to download from the website.

Data capturers in Departments have been trained on how to capture the survey forms. A manual has also been given to each person that has participated in the training; these manuals were also available on the website.

Project HR Connect has brought a new dimension to the SMS competence debate. The process of defining outputs for various jobs culminated in ten outputs being identified for managers in the Public Service. Output indicators were formulated across levels (i.e. Assistant Directors to Directors-General) for each of the mentioned outputs. These unique profiles are combined with line function profiles when the survey forms are compiled, thus providing a point of departure for defining post profiles that are unique for every management level in the Public Service.

2.3 Phase Three

Phase Three started in October 2008 with printing an individualised survey form for every staff member reflected on PERSAL for each of the participating Departments. Survey Forms are compiled by combining the profiles of the post and that of the incumbent. The survey forms are thus dependant on the posts linked correctly with job titles. Departments were responsible to distribute the survey forms and collect the completed forms. IT Aware assisted with the capturing of returned forms.

Project HR Connect had two distinct objectives: to generate data related to the output profile of posts and to generate the incumbents' related training needs. Management's role in this endeavour was a crucial success factor to the project. Feedback received from Departments indicated a complete lack of commitment from management to engage with their co-workers in confirming the inputs generated by the survey forms. In some instances supervisors went as far as signing the forms before giving them to their co-workers, thus confirming the content of the form was discussed even before the form was completed by the post incumbent. This has serious implications for the validity of the information generated by the Project.

Requests for new survey forms were generally the result of post incumbents indicating their job titles were incorrectly stated on their survey forms. This has lead to the updating of information on PERSAL. The updated information was then used to generate the requested new forms. In some instances new profiles had to be written. IT Aware has continued to update profiles until 13 March 2009. Notably, this will be an ongoing process for Departments.

Further problems with the data received from PERSAL were identified by the end of February 2009. The scripts used by SITA to export the data were changed again to address the identified problem. This ongoing problem with data received from SITA has caused at least six weeks delay for Project HR Connect, but lessons learned would ensure greater levels of exported data quality.

A total of 49 652 survey forms have been distributed in the 22 Departments to generate output and related skills details regarding the posts and people. By the 6th August 2009 Departments have return 23 581 completed forms, which calculates to a return rate of 55 percent. The delayed return

of the forms has forced IT Aware to change the survey form capturing methodology. State of the art equipment was bought to capture the forms by means of high speed scanners. The scanned information is measured against recognition parameters which highlight anomalies to data capturers that clarify and confirm the content. This methodology ensured that the submitted forms were captured within a three week period. The scanned and validated forms have been loaded on the server and are available for viewing by the participating Departments.

A project close-out meeting was held with all participating Departments on 19 June 2009. The HR Connect System⁴ was introduced and the generation of Personal Development Plans, Post Profiles and other reports were also demonstrated.

The chronological order of events in the development of HR Connect and the roll-out is summarised in the table below:

Table 1: Project HR Connect Timelines

Date	Activity
October 2004	President's "Capacity of the State" Question
January 2005	DPSA tasked to determine the capacity in the Public Service Idea of a Skills database first mooted
April 2006	Skills database development and pilot initiated
September 2006	Pilot concluded
October 2006	Initiated roll out to 20 departments
February 2007	Process approach and development of 3 Phased model adopted
May 2007	HR Connect Phase 1 launched
May 2008	HR Connect Phases 2 and 3 implemented
December 2008	Phase 2 concluded
March 2009	Phase 3 concluded
May 2009-12	Roll out to all departments
November 2009	First 47 Departments in HR Connect Cohort 2 commence process

2.4 Summary

Through the implementation of Project HR Connect, the 22 participating Departments have managed to update human resource management information on PERSAL and to augment the data with information on post output and skills requirements. These two achievements were deemed unachievable before. The information generated through the HR Connect process is managed on a web-based system that not only allows for the complete management of all post and incumbent profile data, but also provides for reporting at any level of detail. Workplace Skills Plans, and Human Resource Planning data is for instance available at the press of a button.

The benefits and results of the Project HR Connect can be best summarised by a presentation made by Mr Anthony Canham to representatives of the 51 Departments that will participate in Cohort 2, launched on the 18th November 2009. According to Canham (2009) the partnering of the

⁴ See Chapter 4: Baseline Business Model for Human Capital Management and Development

Department of Justice and Constitutional Development (DoJ&CD) with the DPSA in the HR Connect process resulted in the following:

- A detailed skills audit for the Department
- A completed and structured organogramme
- Proper process mapping
- Correction of data across the Department
- HR to render a proper client service that speaks to the employee, organisation and PERSAL

Canham (2009) listed the following benefits currently experienced by the Department of Justice and Constitutional Development:

- Better reports (WSP, ATR, QMR, Posts various, etc)
- Better PDP development for performance management
- Better advertisements in line with DPSA/PS requirements
- Better job descriptions and and PA's with project data for dept
- PERSAL more updated
- Better career development discussions with employees
- No need for a major skills audit again but merely maintenance of the system

It is clear that Project HR Connect is starting to address the challenges related to the management and development of human resources in the Public Services.

3 Theoretical Premise of HR Connect

Progressive organisations value and nurture the knowledge, skills, and experience that employees possess and that contribute to the achievement of the organisation's strategic goals and long-term success (Lapierre & McKay, 2002). Indeed, it is these various employee attributes that define the organisation's human capital. The key question therefore is: how can organisations measure and influence the specific employee skills, knowledge, and experience that will result in a competitive advantage?

According to Lapierre & McKay (2002:307) costs related to the development or acquisition of human capital (e.g., compensation and benefits, training, recruitment, and selection) can exceed 40 percent of corporate expenses. It only makes sense to try to ensure that human capital investments are made wisely and that they have the desired impact on an organisation's level of service and productivity as well as the quality of its products.

Although an organisation or business is a separate legal entity, it ceases to exist if it has no people - leaders, directors, members, employees – whom are required to maintain an organisation's existence (Stockley, 2004).

The term *human capital* is recognition that people in organisations and businesses are important and essential assets who contribute to development and growth, in a similar way as physical assets such as machines and money (Stockley, 2004). People are regarded as human resource due to their inherent potential, but only become capital, of value to the organisation, when they contribute to the output or mandate of the organisation through their applicable and essential ability. The collective attitudes, skills and abilities of people should contribute to organisational performance and productivity. Any expenditure in training, development, health and support is an investment when it adds to the human capital. Inversely, training and development expenditure that is not related to essential and applicable output requirements could be viewed as fruitless or unnecessary.

The emphasis on human capital contribution was firmly established by Wright and McMahan (1992) who offered a definition of strategic human resource management that has become widely accepted over the years. They defined it simply as “the pattern of planned human resource deployments and activities intended to enable an organization to achieve its goals” (p. 298) cited by Lengnick-Hall, Lengnick-Hall, Andrade & Drake (2009:69).

Liebowitz (2004a:48) suggests that the underlying foundations of human capital strategies should at least include the following:

- Competency management: What competencies/knowledge areas should the organisation's workforce know?
- Performance management: How can these competencies be transformed into performance?
- Knowledge management: How can the institutional memory of the organization be built before employees leave the organisation?
- Change management: What needs to be done, from a cultural viewpoint, to stimulate and achieve change in the organisation?

Competency management

Competency management is increasingly being adopted as an approach to human resources management in both the private and public sectors (Liebowitz, 2004a:49). According to *The Framework for Competency-Based Management in the Public Service of Canada* (Treasury Board of Canada and the Public Service Commission, December 1999), cited by Liebowitz (2004a:49), competency-based management is the application of a set of competencies to the management of human resources to achieve both excellence in performance and results that are relevant to the organisation's business strategies. Competencies refer to the knowledge, skills, abilities, and behaviours that an employee applies in performing his or her work (Liebowitz, 2004a:49). According to the Public Service Commission of Canada, competencies differ from qualifications because of the linking of competencies to the strategic objectives and capabilities of the organization, and because competencies can be used to track performance in all human resources areas (including training, development, performance management, and succession planning—not simply resourcing). Competency profiles can be developed as a set of competencies that includes associated behaviours that link directly to overall strategic priorities and the work that needs to be done to achieve them, as well as to levels of proficiency for each behaviour (Liebowitz, 2004a:49).

According to Liebowitz (2004a:49-50) companies using competency based management approaches generally have:

- Competencies based on their corporate culture, values, and business strategies to enhance competitive advantage;
- Executives of the organisation and the business mission and strategies as starting points for identifying a specific direction and consistency in applying competencies;
- Competencies defined in terms of how performance could be enhanced by applying job-specific skills and behaviours;
- Competency-based management positioned as part of an overall business strategy or change process, and not as a stand-alone end in itself;
- Competencies integrated into current human resource systems where the need was greatest, as opposed to revamping programs around competencies;
- Actual behaviours aligned with those behaviours that were valued in the organisation.

Performance management

Performance management could be defined as the systematic process by which an agency involves its employees, as individuals and members of a group, in improving organizational effectiveness in the accomplishment of agency mission and goals (Liebowitz, 2004a:50-51). Employee performance management includes:

- **Planning** work and setting expectations (set goals and measures; establish and communicate elements and standards);
- Continually **monitoring** performance (measure performance; provide feedback; conduct progress review);
- **Developing** the capacity to perform (address poor performance; improve good performance);
- Periodically **rating** performance in a summary fashion (summarise performance; assign the rating of record);
- **Rewarding** good performance (recognises and reward good performance).

All five of these processes, working together, ensuring effective performance management processes, which are based on organisational performance plans (Liebowitz, 2004a:51). The plans should:

- Establish program-level performance goals that are objective, quantifiable, and measurable;
- Describe the operational resources needed to meet those goals;
- Establish performance indicators to be used in measuring the outcomes of each program.

Knowledge management

Besides performance management and competency management, knowledge management is a critical component of a human capital strategy (Liebowitz, 2004a:52). It is therefore important to link knowledge management activities to general human resources policy. Knowledge management activities fall along three constructs:

knowledge generation,

knowledge integration, and

knowledge sharing.

Employee commitment has a positive influence on knowledge generation and that knowledge sharing will occur if value alignment is evident. Research shows that knowledge management initiatives can decrease turnover rates and support business performance if they are coupled with human resources policies. This suggests that knowledge management and human capital have an important, intertwined role.

Knowledge management involves how best to leverage knowledge internally and externally (Liebowitz, 2004a:52-53). The knowledge management steps are typically knowledge identification, knowledge capture, knowledge sharing, knowledge application, and knowledge creation. Many organisations use knowledge management to retain key expertise—that is, to preserve the human and intellectual capital in the organisation. Thus, knowledge management needs to play a central role in a human capital strategy.

Change management

Closely aligned with knowledge management is change management (Liebowitz, 2004a:57). There are two schools of thought regarding an organisation's culture and knowledge management. One school feels that an organisation's culture should be changed first before introducing knowledge management. The second school argues for accepting the organisational culture as is, and then to introduce knowledge management strategies that fit the given organisational culture. Since macro organisational cultures of large, entrenched organisations (such as the government) can take anywhere from ten to fourteen years to change, it may be better to take the existing culture as is and then apply knowledge management and change management techniques that would match that given culture (or subculture). The thought here is that by changing some individual behaviours (e.g., through the introduction of knowledge management practices), over time, the organisational behaviours and culture would eventually change.

Liebowitz (2004a:58) suggests the following best practices in change management:

- The number one contributor of top management is the ability to define and communicate the vision.

- Most companies find dealing with resistance the most difficult part of the project.
- Many change agents find that their biggest obstacles are the same people who initiated the change in the first place.
- A major reason companies use consultants from outside their organisation is to avoid political agendas and biases from within their own company.

Resistance to change is a “given” in most organisations, although some people believe that it is the fear of resistance to change that is commonplace in organisations (Liebowitz, 2004a:58). In looking at human capital strategies, certain processes will undoubtedly change in order to be in better alignment with the organisation’s strategic mission and vision. As new processes are introduced, change management must be part of the implementation strategy—in fact, if one wants to wait and do change management towards the end of the process, then the processes won’t be accepted by the users and will generally fail. The users (i.e., those individuals who will be affected by the processes) should be involved in all phases of design, development, and implementation (from the requirements generation through implementation and maintenance). In the information systems field, many systems have failed due to the “parachute philosophy” of “throwing the system over the wall and hoping that the users catch it.” Change management practices need to be discussed and applied during the entire life-cycle process. Otherwise, the human capital strategy and “new processes” might be a “technical success,” but a “technology transfer failure.”

In his book on *Addressing the Human Capital Crisis in the Federal Government*, Liebowitz (2004c:128) predicts that *an emphasis on developing a results-oriented, customer service–centric culture will play a major role in reshaping government agencies.*

Government agencies, as well as industry, must be sensitized to the need to include the four pillars of a human capital strategy: competency management, performance management, knowledge management, and change management (Liebowitz, 2004c:128). Each pillar must be included in an organisation’s human capital strategic plan. Each pillar has a symbiotic relationship with each other and, when combined, forms a powerful structure for building a human capital strategy. The rollout and implementation strategy of HR Connect is therefore built on the mentioned four pillars.

Besides the four pillars required for a successful implementation of a human capital development strategy, organisations also have to decide how they will define job output. Sanchez & Levine (2009:54-58) argue that traditional job analysis and competency modelling are two fundamentally different HRM tools, even though the line that separates them has been blurred in many of their field applications to date. Sanchez & Levine (2009:53) maintain that competency modelling and traditional job analysis supplement rather than displace one another and, therefore, that they ought to co-exist in the human resource toolbox of any organisation.

Sanchez & Levine (2009:54) compare job analysis and competency modelling along six dimensions:

1. **Purpose:** The purpose of job analysis is to better understand and measure work assignments, while the purpose of competency modelling is to influence how such assignments are performed in a manner aligned with the organisation's strategy.
2. **View of the job:** In contrast to job analysis’s view of the job as a fixed entity that does not change from incumbent to incumbent, competency modelling views the job as a role to be first interpreted, and then enacted by each employee.

3. **Focus:** Traditional job analysis focuses solely on the job. In doing so, it does not acknowledge that job behaviour or job requirements could be influenced by factors other than the formal responsibilities and the equipment prescribed for the job. In contrast, competency modelling assumes that performance across all jobs in the organisation should be influenced by certain behavioural themes embedded in the competencies that are connected directly to the organisational strategy.
4. **Time orientation:** Traditional job analysis is essentially descriptive, while competency modelling is primarily prescriptive. In other words, traditional job analysis attempts to provide an “objective” account of the “average” work activities and their associated worker requirements. In contrast, competency modelling intends to prescribe the manner in which work activities should be carried out in alignment with the organisation's strategy. Because of its descriptive nature, traditional job analysis is also rooted in the past, and it portrays the job as it has been done to date. Competency modelling, on the other hand, is focused on the future, and it signals the manner in which the job should be interpreted and performed from now on, regardless of whether or not employees have adopted such an approach in the past.
5. **Performance level:** Whereas traditional job analysis can be said to focus on describing “typical” performance as represented in the description of the job as performed by an “average” job incumbent, competency modelling aims at inducing “maximal” performance as reflected in a strategic interpretation of the job that results in a series of behaviours that fit certain strategic themes. Traditional job analysis is best suited to defining the requirements of task performance, which involves discharging the technical, and formally prescribed aspects of the job included in the job description. On the contrary, competency modelling appears better qualified to encourage contextual and pro-social performance, which are not so clearly related to the formal job description but, instead, are part of an interpretation of one's role.
6. **Measurement approach:** Latent trait versus clinical judgment.

According Sanchez & Levine (2009:59) an important shortcoming in traditional job analysis is that it ignores the value added by strategic variables, which should influence employee behaviour in today's increasingly competitive workplace.

Sanchez & Levine (2009:59) believe that different types of subject matter experts are needed throughout the competency modelling effort. The first panel of subject matter experts is charged with translating the organisation's strategy into a series of competencies. This panel should include top strategic decision makers, who are the architects of the organisation's mission and vision. However, the panel also should include individuals familiar with all of the organisation's operations and functions because the distinctive competitive advantage of the organisation often lies in the operational details.

Werbel and DeMarie (2005), cited by Sanchez & Levine (2009:59), provided a potentially useful list of characteristics that every competency should probably have. First, competencies should refer to durable human capital, should capture the organisation's competitive advantage by creating distinctiveness, should be tacit or difficult to imitate, and should be especially valuable in a knowledge-based economy.

Research regarding the process through which an organisational strategy should be translated into a set of core competencies is warranted (Sanchez & Levine, 2009:59).

Sanchez & Levine (2009:59) believe that it is important to understand that strategy formulation should precede competency modelling. The literature on strategic HRM provides a number of useful theoretical models for strategy formulation. In addition, it has been suggested that the formulation of an HR strategy should account for the firm cycle (e.g., start-up, turnaround) and the number of product lines. Competency modelling is not concerned with making these decisions, but with how to best translate already made strategic decisions into a series of behavioural themes. Perhaps most importantly, competency modelling should be an integral part of the HR strategy execution process, which should take a systemic approach encompassing HR practices, environmental, group and contextual factors.

Sanchez & Levine (2009:59) warn that the manner in which competencies are worded should not be taken lightly. Because competency modelling is supposed to serve as an internal language capable of influencing day-to-day employee behaviours along strategic lines, competency definitions and, especially the behavioural anchors that demonstrate such competencies for each job or job family, should be disseminated to the appropriate stakeholders across the organisation.

The following distinction between *competence* and *competency* should help to articulate the specific work output required to ensure human capital is defined:

Box 1: Competence vs Competency

Author:	Definitions:	
	Competence ¹	Competency
Hyland cited by Smith (1996)	Competence and competences are broad capacities (refers to the evaluation of persons).	Competency is narrower; more atomistic concept used to label particular abilities or episodes (refers to activities).
McConnell (2001)	Refers to an individual's capacity to perform job responsibilities.	Focuses on an individual's actual performance in a particular situation.
Lyons (2005)	Potential to perform	Actual performance
Skowrońska-Kuśnierkiewicz (2006)	An ability based on work task or job outputs .	An ability based on behaviour .
Kenworthy (2008)	Describes what people do.	Describes how people do something.
CIPD (2009) ²	A system of minimum standards or is demonstrated by performance and outputs.	The behaviours that employees must have, or must acquire, to input into a situation in order to achieve high levels of performance.
	Assessment:	
McConnell (2001)	Evaluates a worker's potential knowledge and skills.	Verifies a worker's ability to perform and apply knowledge, to integrate knowledge and skills, and to apply standards and appropriate established policies and procedures in a situation (McConnell, 2001).

¹ The European Centre for the Development of Vocational Training (Cedefop, 2009) uses "competence" throughout its report comparing qualification standards across Europe.

² Although in the 1980s and 1990s HR professionals drew a distinction between 'competencies' and 'competences', now the two terms are often used interchangeably (CIPD, 2009). The HR Connect process will want to maintain this distinction to ensure a greater focus on defining workplace output and related criteria.

3.1 Competencies as a Fundamental Measure of Human Capital

Spencer and Spencer (1993), cited by Lapierre & McKay (2002:308) introduced the notion of employee competencies that captures the various knowledge, skills, abilities, experience, and other attributes that employees use to be successful in the workplace and bring added value to their organisation. Competencies define how employees achieve their business objectives (e.g., meeting a particular sales quota) or fulfil their areas of accountability (e.g., account management) (Lapierre & McKay, 2002:308). Because these are defined behaviourally, they are observable and therefore measurable. In addition, competencies are strictly under the control of each individual employee.

Competencies are not clearly understood until defined in terms of a series of observable, and therefore measurable, actions or behaviours that successful employees display on the job (Lapierre & McKay, 2002:308).

These various activities or behaviours should be those that the organisation feels would help the employee be successful in his or her job or role (Lapierre & McKay, 2002:309). Properly defined competencies translate the strategic goals, vision, and values of the organization into measurable behaviours that employees must display for the organisation to be successful. They provide the framework and foundation for managing and focusing the organisation's human capital on the organisation's strategic goals.

A competency model or profile refers to a set of unique and distinguishable competencies (Lapierre & McKay, 2002:310). Profiles may encompass various employee groups that require the same set of competencies. However, some employee groups (e.g., business functions) might require distinct profiles. Thus, the various competency profiles define which patterns of job-related behaviours set these jobs or groups of jobs apart. It is the variety of jobs within a particular organisation that will dictate the number of profiles that are necessary.

Once competency profiles have been developed for specific jobs or groups of jobs within an organization or for the organisation as a whole, specific HRM processes may be developed in accordance with these profiles, including recruitment and selection systems, employee performance management processes, learning and development, career planning, HR planning, and compensation (Lapierre & McKay, 2002:310). Since competencies are defined in terms of the various patterns of behaviour that help employees achieve success at work, basing the various HRM practices listed above on competency profiles specifically created for a particular organisation will help ensure that these various investments in human capital offer the highest return on investment. In effect, they establish the measurement standard used to make decisions in each of these various HRM processes.

3.1.1 Recruitment and Selection

One of the targets under *Strategic Priority 10* of the *Medium Term Strategic Framework 2009 – 2014* is to improve the system of recruiting people into the Public Service (so as to attract better skilled people, employ and retain people with scarce skills and fill vacant posts) (The Presidency, 2009).

Research has suggested that realistic job previews can help ensure employee retention (Lapierre & McKay, 2002:312). It is therefore crucial for employers to give candidates the most realistic job preview. Mentioning the required competencies in recruitment campaigns or job postings will undoubtedly help clarify what is expected of prospective employees, thereby increasing the realism of the job preview and helping ensure that those candidates who apply for the positions are those who truly want to work in accordance with those expectations.

A recruitment campaign usually results in identifying a number of employees who can potentially meet the requirements of particular jobs or roles (Lapierre & McKay, 2002:312). The organization must now select, among the candidates in this selection pool, those that would add the highest value to the firm. Competency profiles are instrumental in this regard, in that they tell hiring managers which knowledge, skills, abilities, and other attributes candidates must possess to be successful once hired. It is usually quite easy to determine whether a job candidate has the necessary technical or professional competencies to perform well on the job. Such information can be found via academic credentials, inquiring into previous experience, or job-knowledge tests. What is more difficult to gauge, however, is whether a particular candidate has the necessary level of initiative, or required ability to work effectively with others as a member of a team or to provide regular coaching and mentoring.

3.1.2 Performance Management

Performance management was one of the capacity challenges regarding human resource management listed by the Public Services Commission in its presentation to the Portfolio Committee on Public Service and Administration on 14 May 2008 (PSC, 2008).

Lapierre & McKay (2002:313) define *performance management* as the setting of work-related objectives for employees, monitoring their work toward the accomplishment of these objectives, giving useful and immediate feedback and positive reinforcement to ensure the continuation of effective behaviour, formally evaluating the successful accomplishment of the set objectives, and determining steps that will allow the employee to improve his or her level of performance.

According to Lapierre & McKay (2002:313) one of the most difficult aspects of effectively managing the performance of employees is giving feedback that they can effectively use to improve their performance on the job. Many supervisors are less than clear when trying to describe better ways of performing one's duties. Competency profiles are quite useful in this regard by helping managers more clearly express the behaviours they expect and assess how employees are behaving on the job, against the standards set forth by the competency profile. The profile also guides the manager in giving behavioural feedback, such that employees can more easily grasp how they can alter their approach to work in such a way as to achieve their objectives or fulfil their areas of accountability. Thus, since competencies define how a job is done, well-developed competency profiles help managers coach employees on how to better do their jobs (Lapierre & McKay, 2002:313-314).

3.1.3 Employee Learning and Development

The performance management process usually incorporates decisions and actions taken to develop levels of employee competence (Lapierre & McKay, 2002:314-315). When setting work-related goals with employees, managers can also set developmental objectives or learning assignments for the same review period that would be needed based on observed competency gaps. These learning objectives can be given to allow an employee to simply become better at his or her job, or to follow

his or her preferred career path. If the manager and employee know what the competency requirements are for the various positions along that employee's career path, then it is much easier to determine which competencies must be developed to help that employee fulfil his or her career ambitions (Lapierre & McKay, 2002:314-315). Providing employees with such career guidance and support has been shown to increase their levels of organisational and career commitment, thereby reducing their intentions to leave both their organisation and their occupation (Lapierre & McKay, 2002:314-315).

Competency profiles not only help both employees and managers clearly assess which competencies need to be developed to ensure success on the job or in future jobs but they also facilitate the development of specific training programs and learning activities targeted to the specific competency requirements of jobs or groups of jobs (Lapierre & McKay, 2002:314-315). There are various methods available to employees that would allow them to improve their levels of competence, such as on-the-job assignments or activities, books, videos, and offsite-, onsite-, or online-courses. Basing such learning activities on well-developed competency models helps to ensure that these activities yield the highest possible return on investment. In addition, if the organisation has in place a method of rolling-up, or aggregating, the assessed competency levels of the members of a business unit or of the overall organisation, such information can serve as a useful guide in determining and planning where the corporate training-and-development budget should be spent in order to fill the largest gaps in employee competence across the organisation. One can see the strategic relevance of gathering such information (Lapierre & McKay, 2002:314-315). Finally, competency profiles can be used to measure the success of a particular training initiative. If the training was successful, it should be reflected in the observed competence of employees on the job. Such higher levels of competence should also yield stronger bottom-line results. Thus, changes in bottom-line metrics should also be tracked and compared to competency-based metrics. This comparison would help organisations determine whether the changes in bottom-line metrics are solely attributable to changes in employee levels of competence or to other uncontrolled factors as well (Lapierre & McKay, 2002:314-315).

3.1.4 Human Resource Planning

Lapierre & McKay (2002:315) define *human resource planning* as the process of identifying the specific human capital needs of the organisation in light of its business objectives and of determining whether such human capital exists within the organisation or must be sought out externally. Competency models help organisations determine the specific employee requirements across the organisation, and, thanks to the implementation of a competency-based performance management system, help HR planners determine whether the required competencies already exist somewhere inside the organisation (Lapierre & McKay, 2002:315). If they do not, a well-designed recruitment and selection system targeting specific competencies would be of significant benefit. Alternatively, employee learning and development programs would help develop the competencies of current employees to take on new or modified roles. Again, one can clearly see the strategic relevance of building valid competency profiles for the various employee groups within an organisation (Lapierre & McKay, 2002:314-315).

3.1.5 Compensation

Although labour markets are far from perfectly efficient, it is nonetheless the case that some relationship exists between what a firm pays and the quality of the work force it attracts (Pfeffer,

1998:108). For a number of reasons, contingent compensation is important (Pfeffer, 1998:111-112). First, simply, it is a matter of equity and fairness. If an organisation produces greater returns by un-harnessing the power of its people, justice suggests that some proportion of those gains should accrue to those who have produced the results as opposed to going solely to the shareholders or management. If people expend more effort and ingenuity, observe better results as a consequence of that effort, but then receiving nothing, they are likely to become cynical and disillusioned and to stop trying. Second, contingent compensation helps to motivate effort, because people know they will share in the results of their work.

In 2006 the DPSA conducted a Personnel Expenditure Review that resulted in the development of the occupation-specific dispensation (PSD), a remuneration structure, grading, career pathing and pay progression specific to a profession, e.g. nursing, engineering (PSC, 2008).

3.2 Best Practice Features of an Human Resource Management Information System (HRMIS)

Human capital development is a dynamic activity that requires real-time information to ensure employee skills and workplace skills demands are continually being met. Below is a list of best-practice features that describe the minimum attributes of a HRIS that should dynamically inform the human capital development process:

- The ability to create a competency catalogue (i.e., list of competencies that can be applied to all or specific groups and/or functions within the organization).
- The ability to custom define competencies (e.g., define as many proficiency levels as you want for any given competency).
- An automated competency assessment function where employees and managers can log on and evaluate either themselves or others within the organization for the purposes of performance feedback. This function should also present the employee or the manager with a gap analysis between his or her assessed competency levels and those required for his or her immediate job or any other job they wish to move to in the organization (thereby facilitating career-planning development).
- An automated “developmental tips” function that would accompany the gap analysis presented after competency assessments, so that employees and managers can determine which training and development initiatives to follow in order to improve their competency levels and achieve their career objectives. These automated suggestions should be directly linked to specific competency gaps observed and should include options such as on-the-job development activities or assignments, books, videos, in-house-, offsite-, or online-courses, and so on.
- Report wizards that allow senior managers to assess the overall competency, strengths, and weaknesses within particular groups, departments, or across the organizations as a whole. This feature is obviously necessary for effective HR planning and strategic learning-and-development initiatives. Thanks to the proper definition of competency models throughout the organization, strengths and weaknesses can be rated against expected competency levels or requirements for specific groups or across the organization.
- Interview question banks categorized by competencies. These questions can be designed to serve both reference checking and candidate interviewing purposes.

4 Baseline Business Model for Human Capital Management and Development

HR Connect is a model for implementing a sustainable and consistent skills audit process replicable across national and provincial departments irrespective of size, location or function(s). HR Connect applies a systems approach to dealing with the process of defining and collecting skills information by utilising a common reference framework for profiling occupations within a skills audit approach that maps out employer/organisational skills requirements (competencies and outputs) and identifies employee skills sets for improved management of the supply/demand equilibrium in real time.

HR Connect helps to establish the Skills Capacity of a department by looking at:

1. What Skills does the department need? (Organisational Skills Profile)
 - Requires an accurate and approved Organisation Structure
 - Unique (Line Function) and Generic (Public Service) Jobs need to be correctly identified within the department
 - Comprehensive Occupation Profiles need to be compiled for these jobs
 - Public Service Occupation Profile dictionary needs to be compiled to ensure consistency across departments.
 - Job Profiles and Post Profiles generated using Occupation Profiles
 - Employees must be correctly assigned to the structure, and must be allocated the correct job title.
2. What Skills does it have? (Employee Skills Profiles)
 - Each Employee completes a Skills Audit Survey Form to elicit their individual Skills Profile
3. What Skills does it need to still acquire/develop? (Employee Skills Gaps aggregated into an Organisational Skills Gap)
 - Each Employee's Skills Profile is benchmarked against their Post Profile to identify gaps
4. Organisational Skills Gap
 - Each Employee's Skills Gap is consolidated into an Organisational Skills Gap

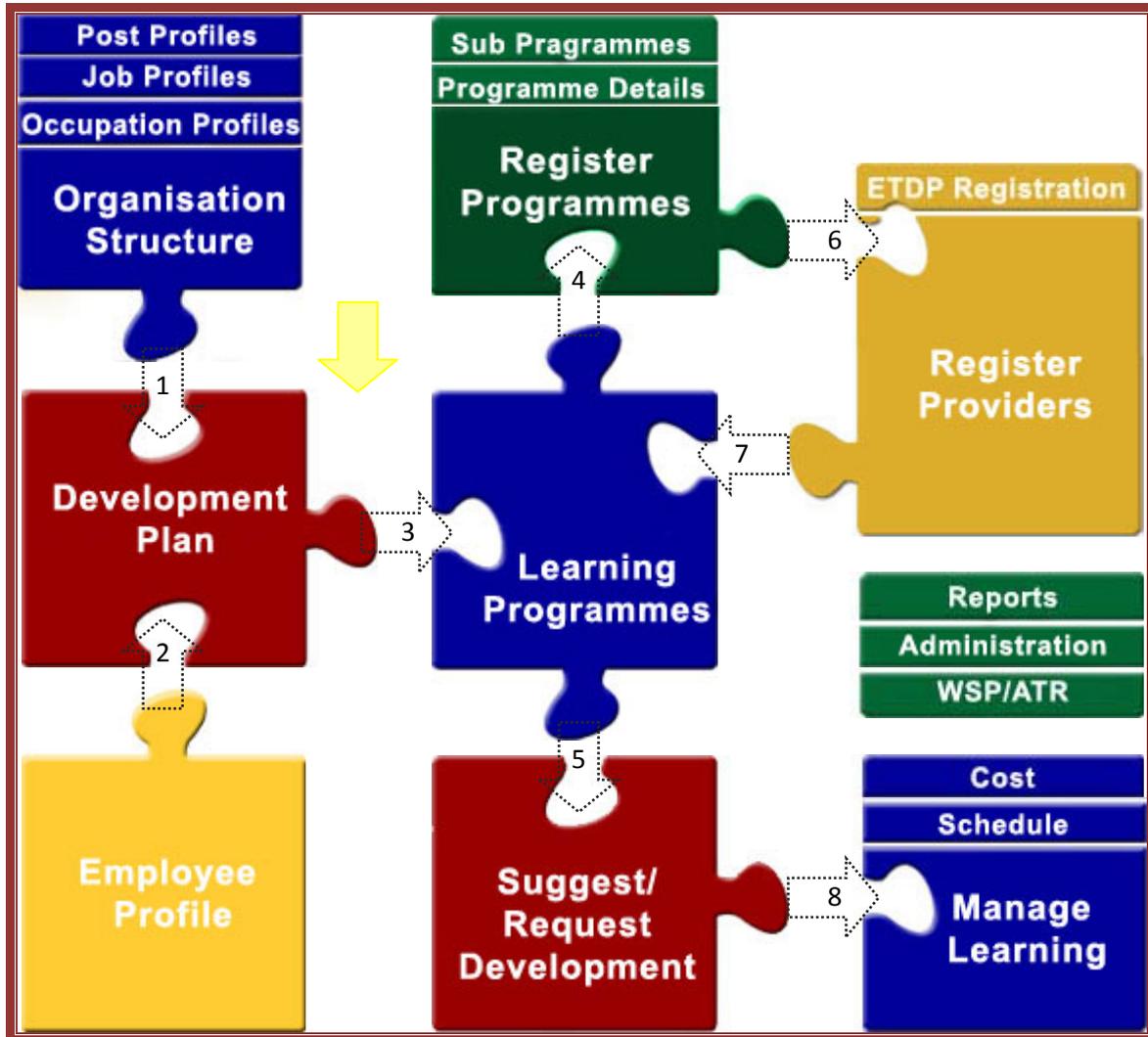
In summary, it can be said that HR Connect introduces well defined job profiles that inform performance assessment and related development plans; advertisements for new appointments; and career paths. Furthermore, the HR Connect process helps to normalise job profiles with similar occupations in the Public Service. It quality assures HR assessment delivered by service providers and relate findings to personal profiles to inform development plans. Finally, the HR Connect process standardises and “e”- enables all compulsory HR reporting on normalised data to ensure report validity and limit impact of report generation on productivity.

The HR Connect provides a conceptual framework crucial for data maintenance and effective management of human capital. This framework can be depicted as a puzzle with nine parts that have to be joined in specific sequence in order to complete the “picture”. See Diagram 1, below. Every part will be introduced in the sections that follow.

The mentioned puzzle describes the processes related to two of the underlying foundations of human capital strategies suggested by Liebowitz (2004a:48) and highlighted in Chapter 2 above, i.e. competency management and performance management. The other two foundations i.e.

knowledge management and change management will be addressed in the next chapter when the role-out of the so-called puzzle system is described.

Diagram 1: HR Connect Framework



4.1 Structure and profiles

The organisational structure is a formal system of job relationship that coordinates employees to achieve an organisation’s goals. Job profiles form the basis of a matching process based on candidate and organisational expectations for performance in a specific post. The comparison between person and post profile is the key to skills development.

4.1.1 Occupation, Job and Post Profiles



Occupation Profiles

An occupation profile is usually developed by experts in the field and forms the starting point for the development of occupational qualifications. Occupation profiles are based on the Organising Framework for Occupations (OFO). The OFO is a five level structure, categorising all occupations according to their complexity of skills and similarity of tasks. Related occupation profiles are focused on providing the national labour market with a descriptor; a set of tasks based on specific products or services; supporting skills and workplace context.

The OFO is available at: www.nopf.co.za. Occupation profiles will be developed by industry as the specific industry starts to engage with the occupational qualification development process. The identification of the occupation as it relates to Job and Posts forms the link to the Workplace Skills Plans and other reports.

Job Profiles

Job Profiles are based on the National Occupation Profiles and contextualise the OFO occupations required by a specific organisation to function optimally. Job Profiles provide the public service with a common descriptor, tasks and knowledge to be used within the organisation. The job profiles are defined through consultation with departments and benchmarked with other national and international sources.

Example: Office Administrator has not been defined by the National Experts. Departments that are part of the HR Connect process are therefore asked to define the expected outputs, which then becomes a Public Service Occupation Profile to be used in the survey process.

The process of defining job profiles for the public service is based on obtaining inputs from departments to ultimately generate a comprehensive profile that would address the needs of departments. The needs as they apply to a post are addressed by selecting some of the tasks identified for a specific post within a specific department.

Post Profiles

Post Profiles are based on Job Profiles and provide departments with a post purpose, tasks and knowledge for the posts people have been appointed in. Post profiles also reflect additional generic competencies (such as computer skills, communication skills and management skills) required to perform optimally in a post.

Post profiles are usually the result of the survey process and reflect the conversation between the manager and the co-worker in terms of the co-worker's output, using the job profile as point of

departure. Each task and knowledge area are discussed and evaluated in terms of whether it is applicable for the post. If there is agreement that the task is applicable for the post the discussion is then taken further to also consider possible mentoring or learning related to the task.

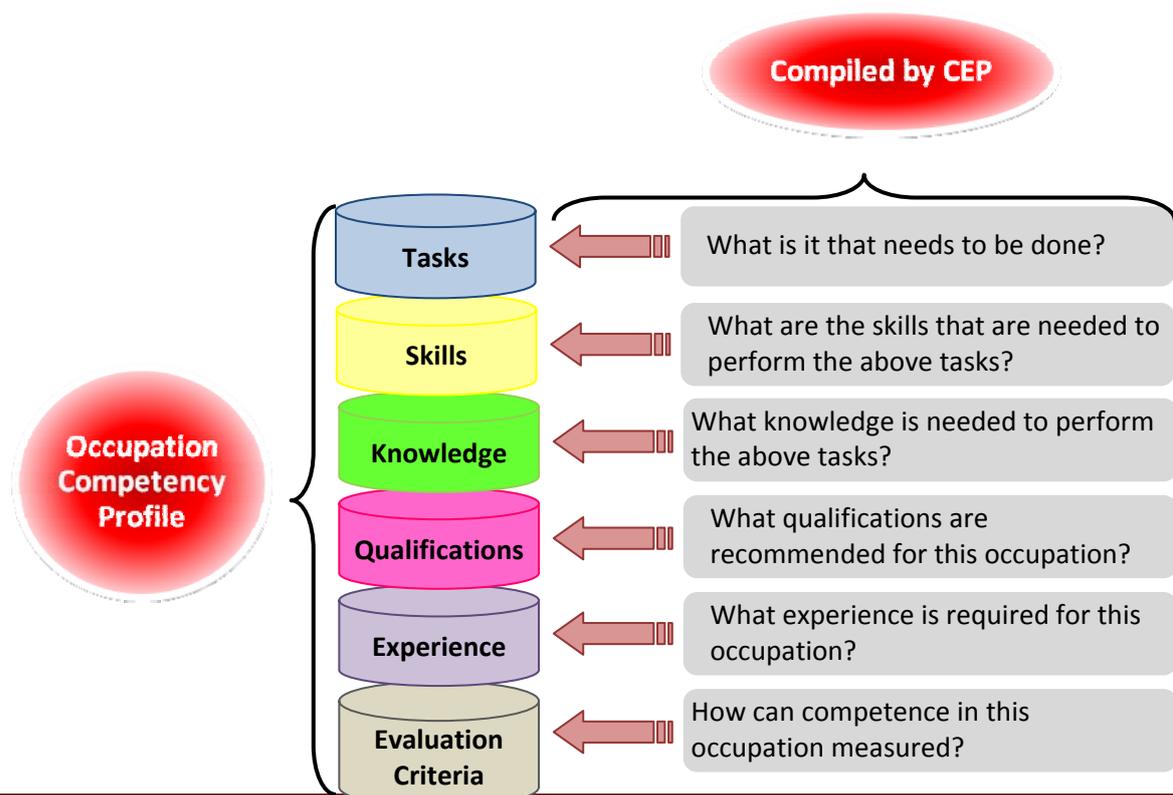
4.1.2 Profiles

Occupation competency profiles provide a standardised framework for describing or informing job and post profiles (see Diagram 2). It enables employers to adopt industry accepted standards for measuring and developing occupational competence. Job and post competence profiles are a prerequisite for a successful HR Connect implementation.

Competency profiles form the basis for the measurement of human capital within an organisation. Determining the competency requirements for all jobs or roles within an organisation guides the creation of value-added HRM processes, including recruitment and selection, performance management, employee learning-and-development, career-planning, and compensation (Lapierre & McKay, 2002:318-319). It is important that competency profiles be developed with the interests, goals, and objectives of the organisation in mind and that they be defined in terms of observable patterns of behaviour that are relevant to the work environment of employees.

HR Connect moved away from an “activity based profile” to “output based profiles”. The focus question thus moved from “what do you do?” to “what do you produce/deliver/what is your output?” This approach has its roots in a systematic approach to defining job profiles that is based on an analysis of job purpose (shift from focus on activities), expected services and products and supporting skills and knowledge required for job behaviour.

Diagram 2: Occupation Competency Profiling



4.1.3 Organisation Structure



The Organisation's structure, expressed as a hierarchical organogramme, clearly indicates the various levels within a specific organisation and the related sub levels.

The accuracy of the structure and where people are staffed in the structure helps with defining the specific output of a post as it relates to the other functions in the structure.

4.2 Employee Profile



Employee information is obtained from PERSAL. Details regarding driver's licences, qualifications and experience are updated by means of the survey form. The intention is that all information be validated with copies of the applicable certificates and placed on the individual's file. Reference details regarding qualifications, providers, whether completed or still busy are indicated on the survey forms.

A survey form unique to every employee is printed and afterwards captured to obtain all relevant personal profile information. This information, with the information obtained from PERSAL is used to define an employee's personal and competence profile.

4.3 Development Plans



Development Plans are based on a comparison of the competence profiles of an employee and the post he or she occupies. Development plans report on the level of agreement between the competence profile of an employee and the post the employee occupies. The accuracy of the comparison depends on the level of detail provided in the applicable Post Profile and Personal Profile. Both these profiles are generated from the survey form. Management's responsibility to validate the information provided in the survey is thus crucial to the success of the process.

Development Plans are the result of the discussion that took place between the employer and his or her supervisor and could refer to learning/mentoring required, based on the identified tasks. The development of the individual could also be focussed on future post requirements. It is also possible the personal development plan could reflect personal aspirations, i.e. learning that is not related to the post, but that could prepare the individual to exit the public service or move to another functional area.

4.4 Learning Programme



Learning Programmes are all learning employees could enrol for. This includes all Certificates, Diplomas and Degrees. Learning Programmes that address the gap between the actual output of the employee and what is expected of the employee must be indicated on the survey form; this forms the entry into the process of planning and budgeting for training and development within a department.

The status of the learning programmes helps to determine the priority of the learning and updates the development plan of employees. Requested learning could refer to personal aspirations, whereas suggested learning would refer to learning required to perform in the current post or a future post. Status of learning programmes is also used to indicate learning currently taking place, i.e. Busy, Achieved.

4.5 Register Programme



Capture and/or update Learning Programmes details. The registered learning programmes become lookup lists which guide the personal development planning process.

Capture and/or update information pertaining to a specific Learning Programme. The outcomes, entry requirements, NQF registration details, etc.

Capture and/or update the link between various Learning Programmes. The fit for purpose principle, combined with credit accumulation allows for skills development that has immediate benefit in the workplace, and builds toward obtaining qualifications.

4.6 Register Provider



Capture and/or update information pertaining to a specific Provider. Address, accreditation information, payment details, etc. Supply chain requirements for registration of suppliers are built into the specifications.

Government providers using the System to capture learner achievements register Education, Training and Development Practitioners (ETDP) for specific learning programmes to comply with ETQA/QCTO requirements for Accreditation.

4.7 Suggest/Request Development



The Development Process commences with people being identified for specific learning or development programmes. Employees could Request development or their career managers could Suggest development. Both these statuses provide Human Capital Development Managers with an indication of the requirement for specific learning. This information is vital for Workplace Skills Plans and related Budgets.

4.8 Manage Learning



Schedule learning programmes and allocate available slots to identified employees. This information generated by means of this functionality ensures learning opportunities could be advertised and allocated well in advance.

Capture and/or update all costs pertaining to learning per learning opportunity, employee and provider.

Manage all learning that have commenced. Providers also use this functionality to manage their learners.

4.9 Administration



Dynamically generate and export Human Capital Data reports.

Manage user details and access control.

Generate data to compile Workplace Skills Plans and Training Reports.

5 HR Connect Roll-out Process and Supporting Procedures

The HR Connect roll-out process was designed on the underlying foundations of human capital development suggested by Liebowitz (2004a:48).

The premise the project is based on presupposes a mindset change in terms of how human capital was developed, compared to the suggested process. Each participating department is unique in terms of how easy or difficult they find this mindset change and related learning curve. Burke (2006:25-26) lists seven widely known and critical success factors for change and warns that change agents have done a poor job of translating them into action:

1. *Leading change*: Having a sponsor who owns and lead the change initiative.
2. *Creating a shared need*: Ensuring that individuals know why they should change and that the need for change is greater than the resistance to change.
3. *Shaping a vision*: Articulating the desired outcome from change.
4. *Mobilising commitment*: Identifying, involving and pledging the key stakeholders who must be involved to accomplish the change.
5. *Change systems and structures*: Using human resource and management tools (staffing, development, appraisal, rewards, organisation design, communication, systems, and so on) to ensure that the change is built into the organisation's infrastructure.
6. *Monitoring progress*: Defining benchmarks, milestones, and experiments with which to measure and demonstrate progress.
7. *Making change last*: Ensuring that change happens through implementation plans, follow-through and on-going commitments.

Aspects of the HR Connect process that will be covered in the sections of this chapter are as follows:

- Departmental Responsibilities and Inputs
- Roles and Responsibilities of Key Functionaries
- Creating the Baseline
- Project Roll-out and the Way Forward

5.1 Departmental Responsibilities and Inputs

Several role players are involved in the implementation of the HR Connect process. The Table 2 below illustrates which functions each role player is responsible for. From the matrix it is clear that many role players are responsible for the implementation function along with their other responsibilities. The functions are highlighted in the following paragraphs.

5.1.1 Systems Management

Systems management includes all aspects around the design, development, implementation, and maintenance of the HR Connect Information System (HRIS) which comprises of the physical hardware, the underlying database, the application server, and the source code. IT Aware will continue to be solely responsible for this function.

5.1.2 Data Management

Data management includes the extraction, transformation, loading and management (ETLM) of all relevant data within the HRIS. This function requires interfaces to data sources such as PERSAL and

the SMS Competency Assessments, and also requires supporting proposed future interfaces such as the IFMS. Data management also looks at data integrity and compliance at a data level with regulatory bodies such as SAQA and the QCTO.

5.1.3 Process Management

Process management involves the continuous interrogation, management, and refinement of the HR Connect Process Model to ensure that it is aligned with the DPSA's Human Resource Planning (HRP) and Human Resource Development (HRD) processes, procedures and guidelines prescribed for the public service. Process management also ensures that the complete HR Connect Process Model is accurately reflected by the functionality and information available within the HRIS.

5.1.4 Implementation

Implementation of HR Connect within a department involves extensive facilitation and consultation with the various stakeholders within a department in order to firstly get senior management buy-in and support for HR Connect, and secondly to support that a department has the capacity post implementation to support and maintain the HR Connect process. The implementer will be responsible for, along with other deliverables:

- Facilitation on Line Function Job Profiling
- Printing and Delivery of Survey Forms

5.1.5 Quality Assurance

Quality assurance ensures that firstly that HR Connect is implemented in a manner that is consistent with the HR Connect Process Model. Quality assurance secondly, ensures that the HR Connect Process Model accurately represents the relevant HR policies and procedures within the public service. Thirdly, quality assurance will ensure that the relevant input from any external role player is considered and if necessary complied with. Lastly, quality assurance ensures that all inter-department issues are addressed.

5.1.6 Post-Implementation Departmental Support (Technical and Functional)

After implementation, the participating department should be fully conversant with the HR Connect Process and should also have the capacity to support and maintain the process going forward. However, there are still areas where the department will require support. A department will require technical support in terms of HRIS user support, as well as functional support in terms of keeping up to date with new developments in the public service and externally that influence HR Connect.

Table 2: HR Connect Role Player / Function Responsibility Matrix

HR Connect Role Players	HR Connect Functions					
	Systems Management	Data Management	Process Management	Implementation	Quality Assurance	Departmental Support
HRMIS Service Provider	✓	✓	✓	✓		✓
Individual Participating Department		✓		✓		✓
Coordinating Body within the Public Service	✓	✓	✓	✓	✓	✓
External Role Players			✓	✓		
HR Connect Implementer				✓		
Quality Assurer	✓	✓	✓	✓	✓	✓

5.2 Roles and Responsibilities of Key Functionaries

It is highly recommendable that a participating department’s HR Connect implementation team is represented by the following functionaries:

- A Project Manager
- An Organisation Development (OD) Expert
- PERSAL Functionaries (Controller, Senior Controller, Provincial Controller)
- HR Practitioners (Human Resource Development, Human Resource Management, Human Resource (HR) Chief Director

The responsibilities of each of the above mentioned functionaries are highlighted in the following paragraphs.

5.2.1 Project Manager

Responsible for overall management of all HR Connect deliverables per Department (Internal Project implementation for information correction, change management and logistics)

- Co-ordinate supervisor training and related logistical arrangements
- Monitor identified project deliverables as defined in the introductory workshop
- Liaison with DPSA
- Liaison with IT Aware
- Create department specific Project Management and Governance structure
- Create department specific communication plan

5.2.2 Organisation Development (OD) Expert

Responsible for OD within the Department:

- Confirm organisation structure
- Confirm structure element names and cascading structure elements
- Inform, monitor updating of structure on PERSAL by direct liaison with PERSAL functionaries

- Advise on abolishment of dormant structure elements

5.2.3 PERSAL Functionaries

Responsible for coordinating deliverables in terms of specific managers, i.e. OD or HR

- PERSAL Controller
 - Fully conversant with the PERSAL functionality required in order to maintain establishment structures, job titles, and employee's job titles.
- Senior PERSAL Controller
 - Fully conversant with the PERSAL functionality required in order to maintain establishment structures, job titles, and employee's job titles, and also able to assist and guide the PERSAL Controller for the duration of this project.
- Provincial PERSAL Controller (only for provincial departments)
 - Update organisation structure
 - Abolish unused structure elements
 - Update table 824 with new job titles
 - Move or bulk move personnel within structure
 - Create new structure elements
 - Update post with new job titles and ensure employees are staffed/moved in correct or updated posts

5.2.4 HR Practitioners

- Human Resource Development (HRD) Representative (representative to be at a minimum level of Deputy Director)
- Human Resource Management (HRM) Representative (representative to be at a minimum level of Deputy Director)
- Human Resource (HR) Chief Director
 - Keep top management informed of project progress
 - Inform the updating or defining of job titles
 - Inform job profile defining process and ensure relevant subject matter experts or line functionaries are available to inform job content
 - HR Chief Director signs off on department readiness for printing
 - Ensure role of supervisor in disseminating responsibilities of management to conduct survey interviews is supported at all levels of the organisation

5.2.5 Role of the Office of the Premier (Provincial Departments)

The Office of the Premier serves as the co-ordinating body within the province for all participating Departments. All logistic arrangements for workshops and meetings for a province must be co-ordinated and arranged by the Office of the Premier. Where required the liaison with SAPS in the province should ensure optimum utilisation and sharing of resources.

5.3 Creating the Baseline

The following steps are needed to implement HR Connect:

- Update Organogramme
- Update Post Titles
- Map Post Titles to Job Profiles
- Co-Author Additional Job Profiles

- Distribute and Manage Survey Forms
- Update HR Connect Reference Information

The steps necessary to collect and capture baseline data for the HR Connect system is described in the paragraphs below. A work breakdown structure per step is provided in Table 3 on page 42.

5.3.1 Update Organogramme

Departments have to compare their most recently approved structure with the organisation's structure as it appears on PERSAL. Differences must be corrected in PERSAL so that the organisation structure currently used in the Department is reflected on PERSAL.⁵ The following points serve to guide the reviewing and updating of organogrammes:

- View the structure and assess the hierarchy, in terms of its form, is it lopsided, very flat, or staggered?
- Are the substructures such as sections reporting to the correct "parent" structures?
- Are there structures that should have been abolished that were not abolished?
- Are new structures being developed?
- Check branches and main structure elements for correctness in terms of reporting lines (up and down – is this structure really reporting to that structure?), spelling, geographical area indication (new place names).
- Indicate components where changes need to be made and what the changes are.
- Which managers or other authority support are required to effect the identified changes?
- Indicate the structure elements (and code) that need to be created and their parent and child element.

Note: Codes should indicate the parent, child relation. Often the relation or structure is wrong because the wrong parent code was used. In some instances a complete department would report to the Director General due to no protocols in this regard in PERSAL.

Please refer to Appendix 3: *Analysis of PERSAL Information and Related Action*.

5.3.2 Update Post Titles

There seems to be a lack of consistency in the use and application of CORE titles in departments (DPSA, 2008). A case in point is the fact that although a total of 2 621 combinations of CORE and Job Titles exist in departments, only 1 271 Job Titles are used by departments, while only 85 CORE codes are used (IT Aware, 2007). It is therefore crucial that the following steps are followed to "clean-out" and update post titles on PERSAL:

- Identify titles that have large numbers of posts reflected against them – confirm that the large number is due to the same outputs and not because the title is non-specific.
- Indicate these non specific titles that require that more titles be created on the post title spreadsheet (see Appendix 4: *Job Titles and Mapping*).

⁵ Also refer to current DPSA regulations regarding the organisational structure, i.e.: Chapter 1, Part III B.2 of Public Service Regulations, 2001, available at http://www.dpsa.gov.za/documents/mos/27_06_2006_PS_Amendment.pdf
Circular no. 17/4/1/3/6 dated 27 June 2006, available at http://www.dpsa.gov.za/documents/mos/27_06_2006_circular.pdf
Guide and Toolkit on Organisational Design, available at <http://www.dpsa.gov.za/documents/mos/guides/Organistional%20design.pdf>.

- Indicate which line function environments would be able to refine the job titles in instances where the titles might be non-specific.

5.3.3 Map Post Titles to Job Profiles

Departments are provided with a list of Post Titles as it is reflected on PERSAL. In order to obtain an accurate indication of the scope of work required, the existing job titles for the department need to be mapped to the inter-department list of job profiles that are common across the Public Service. See Appendix 5 for the template to guide the mapping process. Unique jobs have to be aligned with titles on the Organisation Framework for Occupations (OFO). Competency profiles have to be defined for these jobs.

5.3.4 Co-Author Additional Job Profiles

The point of departure in developing a competence profile is to determine the occupational purpose by asking: what is the unique contribution that the occupation makes in the world of work. The next step is to develop occupational tasks in terms of deliverables (i.e. products and services), responsibilities and context. Finally, the knowledge must be identified by asking: What must the person know to be able to produce the product or service?

Departments are provided with a template to guide the profiling process. See Appendix 6 for the profiling template. Completed profiles must be submitted so that it can be converted into the correct format and stored in the occupation profile database.

Thus Before starting to develop a profile find relevant job/post profiles, check on a CD for related profiles generated by other departments, OSD, visit <http://online.onetcenter.org/>, or www.nopf.co.za (for the OFO) and define the profile as best possible.

5.3.5 Distribution and Management of Survey Forms

A survey form is printed for each individual in every Department. These Employee Survey Forms must be distributed to the individuals through the respective supervisors for introduction, completion and discussion.

It is important that the survey forms are printed in a consistent manner and quality, because upon collection, they are scanned and optical character recognition is used to import the information from the survey form into the HRMIS Database. The survey form serves to collect data from each employee on the following matters:

- Employee and Post detail (i.e. biographical data as per PERSAL to be confirmed by the employee)
- Disability status
- Driving licences obtained
- Highest School qualification obtained
- Professional registration
- Qualifications obtained, busy with or planned
- Career experience and specific work history
- Confirmation of post profile and indication of performance ability
- Confirmation of generic skills associated with the post and indication of level of proficiency
- Confirmation of knowledge associated with the post and indication of knowledge gaps

The principle of “garbage in–garbage out” is applicable here. It is therefore very important that survey forms are completed in the correct manner and with the correct information. Supervisors are trained to check and confirm survey form details.

5.3.5.1 Supervisor Briefings

Departments are requested to identify supervisors for training at Deputy Director level. Selected supervisors are briefed according to a pre-defined schedule in groups of 70 at venues arranged by Departments. The duration of the training sessions is two hours and supervisors are provided with a manual which is also available on the website. It is expected that trained supervisors will capacitate other supervisors (up and below in the organisational structure) to manage the survey among assigned employees.

5.3.6 Updating of HR Connect Reference Information

The institutionalisation of the HR Connect is pivotal in the rationale for implementing the process. DPSA is the owner of the project, but the departments have to keep it dynamic to ensure skills audits are replaced with a dynamic performance review process. The review process should have the same elements as the HR Connect project. This would ensure organisation structures are kept up to date, post outputs are regularly updated, based on government wide jobs, and international referenced occupations. Training and development processes need also be aligned to the said occupations, and enrolments on the learning opportunities must be as a result of performance discussions between managers and employees.

This process of constantly updating all “pieces of the puzzle” would ensure HR Connect is constantly enriched with updated reference information. A quarterly forum or meeting of all participating departments was suggested as the platform from which the updating process should be managed.

Table 3: Work Breakdown Structure per HR Connect Implementation

Project Deliverable	Functions						Description
	Systems Mgmt	Data Mgmt	Process Mgmt	Implementation	Quality Assurance	Dept. Support	
<p>Establish and report on the status of the Department's PERSAL Data (Organisation Structure, Job Titles and No. Employees per Job Title)</p> <p>Obtain an indication of the scope of work required for this department.</p>		2		1	2		In order to obtain an accurate indication of the scope of work required, the existing job titles for the department need to be mapped to the inter-department list of job profiles that are common across the Public Service.
Updating of Organisation Structure							The updating of PERSAL to reflect the departments' current approved organisation structure is pivotal for the success of the project.
Host a full day workshop to correct and finalize organisation structure	½	½		2	1		Prepare workshop material making sure the current structure reflected on PERSAL is loaded and viewable in OrgPlus (an organisation tool that aids the evaluation of the structures). The process of importing PERSAL Data for use in OrgPlus is a technical task that should be the responsibility of the HRIS Provider.
Facilitate a process to correct the department's organisation structure on PERSAL using PERSAL Controllers.		1		5	1		The implementer will facilitate this process but the quality partner will still monitor and report on the data changes on PERSAL to ensure correctness.
Update job titles on PERSAL							The Job Title List (Table 824) has to be updated by departments on PERSAL to ensure an accurate indication of post outputs. Only a quality partner could ensure consistency and parity in the usage and naming conventions of job titles by analyzing inputs from the implementer.

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Project Deliverable	Functions						Description
	Systems Mgmt	Data Mgmt	Process Mgmt	Implementation	Quality Assurance	Dept. Support	
Facilitate and monitor the updating of job titles on PERSAL.		1		5	1		Table 824 could be drawn as a report by departments. The usage of the table to reflect post outputs is reported on by interrogating the PERSAL post data. A weekly report indicating the accuracy and trends of job title usage and recommendations on changes is a contribution only a quality partner could fulfill.
Update Posts on PERSAL with relevant Job Titles and link to employee							The quality partner has to report progress on usage and updating of job titles as they apply to posts on a weekly basis.
Facilitate a process to update posts on PERSAL and ensure that the post reflects the correct Job Title, Employee, and Component in the Organisation Structure.		1		10	3		The newly created or updated organization structure, job titles and employees need to be correctly reflected on PERSAL. The quality partner needs to supply the implementer with up to date information of progress and needs to assist where problematic trends are identified.
Define department job profiles							HR Connect has opted for an output focus in defining job profiles as opposed to a behavioral focus. This implies that the implementer has to be capacitated and quality assured to define job outputs in terms of services and products that need to be delivered and not in terms of behavior associated with the job, which is often the approach.
Host a full day workshop to confirm with stakeholders if existing job profiles identified will be accepted for certain job titles.				1	1		The determination of which profiles need to be compiled can only be done by the quality partner, based on the consolidation of work done for all the previous implementations.
Host full day workshops to define the department's unique job profiles and expand existing profiles.				10	2		Quality partner checks and updates compiled profiles and also informs the process with information generated by other implementations.
Load all new and refined job profile data.		1			2		The uploading of data onto the HRIS is done by the quality partner.

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Project Deliverable	Functions						Description
	Systems Mgmt	Data Mgmt	Process Mgmt	Implementation	Quality Assurance	Dept. Support	
Skills Audit							The implementer interfaces with the departments. This includes ensuring supervisors and management understands and supports the process. The quality partner provides the system and administrative support for this process and monitors progress.
Host workshops to capacitate supervisors on how to confirm survey form details.				5	1		The quality partner supplies all hand-out material for supervisors and clarifies all department specific implementation questions.
Compile skills audit survey forms for each employee based on job profiles compiled earlier.		3					The quality partner generates, prints, and delivers the survey forms to the implementer for distribution. It is important that the survey forms are printed in a consistent manner and quality, because upon collection, they are scanned and optical character recognition is used to import the information from the survey form into the HRIS Database. Printing such large volumes is a time-consuming and costly exercise. IT Aware has the necessary infrastructure in place to leverage economies of scale.
Distribute survey forms for completion, consolidate returned forms and deliver to quality partner.				3			The distribution and return of forms is the department's responsibility but needs to be managed by the implementer.
Capture survey forms into HRMIS.		2			1 1		This capturing and loading of data is performed by the quality partner. Due to the large volume of work, the quality partner is in a position to leverage of existing scanning infrastructure to upload the survey forms into the database.
Compile a skills profile for the organization using the post profiles.		3					The skills profile is done using the data on the HRIS system

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Project Deliverable	Functions						Description
	Systems Mgmt	Data Mgmt	Process Mgmt	Implementation	Quality Assurance	Dept. Support	
Link all outsourced assessment instruments' results to the HRMIS		2	1				Data relevant to the profile of employees need to be analyzed and loaded on the HRMIS
Create user profile and system access rights for HRMIS	1	1		1			The quality partner controls access to the HRMIS.
Train department on use of the HRMIS				4			The quality partner and HRIS provider are best placed to train users on the HRMIS.
Facilitate workshops on integrating the principles of HR Connect with existing HR management and development processes.				2	1		Models used by the various departments are evaluated and communicated to implementation partners to inform the integration processes
Host a full day workshop to close-out process and present results to department.				2	2		Quality partner prepares feedback information and create a user profile for the department on the HRMI
System Support							A critical success factor for HR Connect is ensuring the maintenance of the data by the departments. Departments' interaction with PERSAL and updating of profiles, qualifications and other employee information will thus have to be monitored and supported.
Conduct quarterly meetings with DPSA and all participating departments to update profiles and maintain the HR Connect Process/System.							This role of the quality partner could not be ascribed to only one department, but is vital for the longevity of the process.
Total Work Effort	1½	17½	1	51	28	0	99 Days in Total

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Appendix 1: Examples of Human Resource Management and Development Policies, Legislation and Guidelines

Policies and Legislation: Public Service Act (103/1994); White Paper on the Transformation of the Public Service (1995); Labour Relations Act (66/1995); White Paper on Human Resource Management in the Public Service (1997); White Paper on Transforming Public Service Delivery (1997); White Paper on Public Service Training and Education (1998); Employment Equity Act (55/1998); White Paper on Affirmative Action in the Public Service (1998); Skills Development Act (97/1998); Public Finance Management Act (1/1999); Public Service Regulations (2001); Treasury Regulations (2002) and amendments to regulations and acts, i.e. Public Service Amendment Act (30/2007) and Skills Development Amendment Act (37/2008).

DPSA Guidelines: Resolution 7 of 2002; Human Resources Development Strategy for the Public Service 2002–2006; Code of Remuneration (CORE)(2002); Guidelines on Integrated Human Resource Planning in the Public Service (2002); Governance and Administration Cluster’s programme of action – 2004; Human resources focus of the Governance and Administration Cluster; Government’s Programme of Action – 2005: The Governance and Administration Cluster’s focus on capability needs for the developmental state; Government’s Programme of Action – 2006: The Governance and Administration Cluster’s focus on capability needs for the developmental state; Guide on How to Design, Implement and Maintain Organisational Structures in the Public Sector (2007); Government’s Programme of Action – 2007: The Governance and Administration Cluster’s focus on skills assessment; Strategic Human Resources Planning Guideline and Toolkit (2007); Human Resource Development for the Public Service. HRD Resource Pack (2008); Human Resource Planning Strategy for the Public Service: Strategic Framework Vision 2015 (2008); Strategy to Enhance Quality and Use of HR data (2008); Guideline for the Management Competency Assessments for the SMS in the Public Service. New Leadership and Management Competency Framework for SMS.

PSC Guidelines: Toolkit on Recruitment and Selection; Toolkit on the Management of Poor Performance in the Public Service; Guidelines for the Evaluation of Heads of Department; Grievance Rules; Basic Concepts in Monitoring and Evaluation.

Appendix 2: Task Breakdown of the Process to Update PERSAL

HR CONNECT STATUS REPORT – DEPARTMENT: _____

ORGANISATION STRUCTURE CHANGES ON PERSAL:

<input type="checkbox"/> Have not started to make any changes on PERSAL <input type="checkbox"/> Structure not yet confirmed, can't finish updating on PERSAL <input type="checkbox"/> Busy updating structure on PERSAL – will be finished by _____ <input type="checkbox"/> Finished updating structure on PERSAL Problems Experienced: _____
--

JOB TITLE CHANGES ON PERSAL:

<input type="checkbox"/> Have discussed/clarified confusing, vague, unclear Job Titles with people in the related environment. <input type="checkbox"/> Have identified <u>some</u> Job Titles that need to be redefined to make the title more specific <input type="checkbox"/> Have identified <u>all</u> Job Titles that need to be redefined to make the title more specific <input type="checkbox"/> Have not updated Table 824 on PERSAL with new Job Titles <input type="checkbox"/> Will have all Job Titles updated on Table 824 by _____ <input type="checkbox"/> All Job Titles have been changed on Table 824 on PERSAL Problems Experienced: _____

POSTS UPDATED WITH NEW JOB TITLES ON PERSAL:

<input type="checkbox"/> Posts have not been linked to new Job Titles, will start with this process by _____ <input type="checkbox"/> Have started to link Posts to new or more appropriate Job Titles, will finish by _____ <input type="checkbox"/> Have updated all Posts with correct Job Titles <input type="checkbox"/> Employees will be linked to newly created Posts by _____ <input type="checkbox"/> Employees have been linked to newly created Posts Problems Experienced: _____

DEPARTMENT UNIQUE JOB PROFILES DEFINED:

<input type="checkbox"/> Unsure of which Jobs need to be defined <input type="checkbox"/> Department specific Job Profiles have been identified – number of Unique profiles identified: ____ <input type="checkbox"/> Have identified people within Department to clarify and define the Job Profile <input type="checkbox"/> Indicators of competence have been confirmed with subject experts <input type="checkbox"/> Will have all unique Jobs profiled by _____ <input type="checkbox"/> Have profiled all unique Jobs within the department Problems Experienced: _____
--

Dates available for Supervisor Training: Date 1: _____ am/pm – confirmed with stakeholders Y/N Date 2: _____ am/pm – confirmed with stakeholders Y/N Date 3: _____ am/pm – confirmed with stakeholders Y/N Date 4: _____ am/pm – confirmed with stakeholders Y/N
--

Appendix 4: Job Titles and Mapping

<p>Identify titles that have large numbers of posts reflected against them – confirm that the large number is due to the same outputs and not because the title is non-specific. Indicate these non specific titles that require that more titles be created on the post title spreadsheet. Indicate which line function environments would be able to refine the job titles in instances where the titles might be non-specific.</p>			
<p>Process for updating job titles:</p>	<p>Started</p>	<p>Busy</p>	<p>Completed</p>
<p>Consult with relevant line function and ensure managers are communicating the possible amendments of job titles to their people (the amendments are to update correctness, not to create new appointments or job functions).</p>			
<p>Check on OFO for possible titles to inform the title formulation.</p>			
<p>Formulate titles - may not be longer than 50 characters on PERSAL. Use abbreviations plus line function or unit being managed for management: ASD: DD: DIR: CD: DDG: DG:</p>			
<p>Provide the PERSAL functionaries with list of new job titles that should be created on Table 824.</p>			
<p>Provide PERSAL functionaries with posts that need to be updated with new titles.</p>			
<p>Provide PERSAL functionaries with employee numbers that need to be staffed in posts with new titles (where new posts had to be created).</p>			
<p>Mapping Process</p>			
<p>Read through list of job titles in the booklet handed out per department.</p>			
<p>Identify titles that possibly relate to your organisation.</p>			
<p>Where uncertain of the output related to the job title, read the profile summary printed in the booklet.</p>			
<p>Go through the list of post titles of your department and record the reference number and generic job title for each of the post titles on the list in the columns provided. Also indicate the management level of the various jobs in the appropriate column.</p>			
<p>Formulate job titles for posts where no appropriate generic titles are found. Remember to use the same newly formulated job title for every related post title on your list.</p>			
<p>Indicate matters to be clarified:</p>			
<p> </p>			

Appendix 5: Job Title Mapping Template

ORGANISATION CODE	ORGANISATION NAME	JOB NUMBER	JOB TITLE	VACANT POSTS	FILLED POSTS	TOTAL POSTS	New code	New title	SUP	AD	DD	DIR	CD	DD G	DG	
Code as on PERSAL	Department name as on PERSAL	Unique job number as on PERSAL	Job Title used for the related posts on PERSAL	Vacancies and filled posts indication			Job profile defined code	Job profile defined title	Management level of the post and related profile that should be associated with the job							
25	NATIONAL DEPARTMENT OF TRANSPORT	25002	SENIOR STATE ACCOUNTANT	0	5	5	7009	Financial Accountant								
25	NATIONAL DEPARTMENT OF TRANSPORT	25004	DD: IT SECURITY	0	1	1	146	ICT Security			X					
25	NATIONAL DEPARTMENT OF TRANSPORT	25006	ADMINISTRATIVE ASSISTANT	0	36	36	4	Administration Clerk								

