

**UNIVERSITY OF THE WESTERN CAPE**

**HUMAN RESOURCE PLANNING CHALLENGES - A CASE  
STUDY OF THE DEPARTMENT OF LIBRARY AND  
INFORMATION SERVICES IN THE CITY OF CAPE TOWN**



**UNIVERSITY of the  
WESTERN CAPE**

**A mini-thesis submitted in partial fulfilment of the requirements for the  
Degree of Master of Public Administration.**

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## **DECLARATION**

I, the undersigned, declare that the work contained in this mini-thesis is my own original work and that this document has not previously in its entirety or in part been submitted at any university in order to obtain an academic qualification.

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Charl J. September

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Date



## **DEDICATION**

I dedicate this achievement to my wife, Mandy and sons Jason and Cullen:

Mandy for love and support and words of encouragement when they were most needed!

Jason and Cullen for the unwitting motivation you have provided me with and the boundless joy you give me!



## **ACKNOWLEDGEMENTS**

I thank God for giving me the ability and resolve to see this endeavour come to fruition.

I would like to thank my parents for their love and support throughout my life and during the time it has taken to complete this work.

I would like to thank my supervisor, Dr Gregory Davids for his endless patience and invaluable support and guidance throughout.



## **KEYWORDS**

1. Human Resource Planning
2. Succession Planning
3. Talent Management
4. Retention Strategy
5. Forecasting
6. Employment Equity
7. Library and Information Services
8. City of Cape Town
9. Service delivery
10. Human resource challenges



## **ABBREVIATIONS**

**COCT:** City of Cape Town

**HRM:** Human Resource Management

**DLIS:** Department of Library and Information Services

**HRP:** Human Resource Planning / Human Resource Plan

**WCPLS:** Western Cape Provincial Library Service

**DSHR:** Department of Strategic Human Resources

**TMF:** Talent Management Framework

**ETD:** Education Training and Development

**WPSP:** Work Place Skills Plan

**PDP:** Personal Development Plan

**IDP:** Integrated Development Plan



## **ABSTRACT**

This study focuses on the human resource planning challenges of the Department of Library and Information Services in the City of Cape Town. In line with this focus the study seeks to determine the way in which the human resource planning strategies of the City of Cape Town impacts on departmental effectiveness and service delivery output of the Department of Library and Information Services. The study further endeavours to determine what the human resource planning processes in the Department of Library and Information Services entails as well as whether human resource planning in the Department of library and Information Services takes the external environment into account.

The study is qualitative and employs a case study approach in order to reveal the reality of the situation. Structured questionnaires and the researcher's observations were utilised to gather the research data whilst books, journal articles and government policies and documents were extensively consulted during the course of the study.

The research findings indicated that the Department of Library and Information Services lacks a comprehensive human resource plan. Talent management and succession planning is not formally practised in the department and the work place skills plan of the department is not run optimally. The fact that the department is classified as an unfunded mandate also contributes to the current human resource environment in the department. It is recommended that the COCT involves the DLIS in its human resources policy formulation processes.

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will have a positive effect on the DLIS in terms of its

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**ADDENDUM C**

Letter granting permission to conduct research in the Department of Library and Information Services



# **CHAPTER 1**

## **INTRODUCTION**

### **1.1 Background**

This chapter provides the research background and the problem statement. It introduces the research questions which guided the study. In addition, it explains the importance of the study as well as the research method that was used to execute the study.

During the years of apartheid, the South African civil service largely comprised white people who managed government departments in a manner that steered service delivery to the white community. During this period, service delivery efforts did not take into consideration the needs of the majority black population of the country. The first democratic elections in 1994 brought with it a plethora of changes in the way government would direct its future operations. One of the major policy shifts was that service delivery must be provided to all citizens of the country. This immediately placed tremendous pressure on local government service delivery capacity. In the main, this was due to the fact that until 1994, service delivery was mainly directed to the previously advantaged groups. Post 1994, the municipal service delivery scope increased, but their organisational capacity remained the same.

Until 2001, the Cape Metropolitan area was governed by seven autonomous municipalities. Each of these municipalities governed within its own area of jurisdiction. In 2001, the City was established through a merger of the former

autonomous municipalities. The City of Cape Town (COCT) is now responsible for service delivery to all communities residing in its jurisdiction.

Local government reconstruction was aimed at addressing the lack of service delivery within the previously disadvantaged communities. The amalgamation and subsequent establishment of one metropolitan local authority, such as the COCT, brought with it its own challenges. One such challenge was that service delivery demands had increased but the human resource capacity required to meet the demands had not increased proportionately.

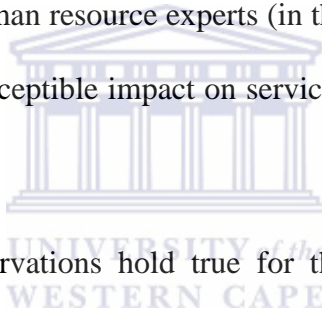
The increase in service delivery expectations from previously marginalised communities placed great strain on the new COCT municipality's organisational capacity. The increase in service delivery demands required a capacitated human resource component to deliver services of acceptable standards. In light of these challenges, the COCT would have to strategically build a competent workforce which would be a true reflection of its population. In order to achieve this, the COCT would have to rely on adequate human resource planning (HRP) strategies to build the workforce it needed to ensure service delivery of an acceptable standard whilst adhering to legislation governing the human resource activities of the municipality.

The Constitution of the Republic of South Africa of 1996, Section 195: Subsection (1) underpins this assertion by stating that;

“Public administration must be broadly representative of the South African people, with employment and personnel management practices based on

ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation”.

Human resources form the most important component within any organisation and capacity constraint in this area could lead to organisations underperforming. The same holds true for local government. Human resource capacity challenges at local government level could have a major negative impact on service delivery levels. For this reason, it is extremely important for municipalities to engage in appropriate human resource management (HRM) practices. Swanepoel et al. (2011:19) state that the implementation of appropriate HRM practices by line employees as well as human resource experts (in their capacity as human resource practitioners), have a perceptible impact on service delivery levels in government institutions.



Swanepoel et al.’s observations hold true for the Department of Library and Information Services (DLIS) in the COCT. The department experiences service delivery challenges which, in the main are blamed on the implementation of HRM practices.

The DLIS comprised more than 100 libraries spread across the COCT; its service delivery obligations are quite extensive and in some cases very demanding. The key challenges that DLIS has to contend with are a shortage of staff possessing very specific skills, a lack of funding to appoint permanent employees, having to depend on grants from Provincial Government as well as other organisations, resignations and retirements. The aforementioned challenges make it extremely difficult for the DLIS to fulfil its service delivery mandate and must be addressed



as a matter of course in order to ensure sustainable service delivery at its service points.

## **1.2 Research problem and key research questions**

As discussed above, the human resource capacity of DLIS and the increased demand for services on the part of the community is not aligned to each other. As a department within the COCT, the DLIS needs to comply with the policy requirements set by the City to address its staff shortcomings. The difficulty with this is that the COCT as an organisation has not taken into consideration, from a policy perspective, the unique situation the DLIS faces with regard to ensuring adequate human resource to meet its service delivery mandate.

A case in point to demonstrate the above is the capacity development of the DLIS staff. To become a professional library staff member, you need a degree in Library and Information Science. Currently, the majority of DLIS employees pursuing undergraduate studies attend the University of the Western Cape which offers Library and Information Science classes on a full-time basis only. Due to this, the DLIS granted permission to the employees to attend classes during working hours resulting in service delivery problems. The COCT recently implemented a policy limiting employees to 10 days of leave for class attendance, sitting for examination, examination preparation as well as on the job training.

The implementation of this policy has implications for the DLIS with regard to ensuring a capacitated human resource component. This situation is complicated as the University of South Africa; a key distance learning institution, no longer

offers a four year undergraduate degree in Library and Information Science. Worse still, the University of Stellenbosch has phased out its Library and Information Science department. The University of Cape Town only recently started actively marketing its Department of Library and Information Science after nearly phasing it out completely.

Apart from the above-mentioned challenges, the DLIS has to contend with a number of issues which compound those mentioned above. Additional key challenges faced by the department include:

- the shortage of suitably skilled individuals to fill vacancies,
- the cost of employing the appropriate people, especially in light of the fact that the DLIS is an unfunded mandate,
- having to depend on the Western Cape Provincial Library Service (WCPLS) as well as other organisations providing the DLIS with grants in order to employ the much needed contract staff,
- the loss of professional staff due to resignations,
- the loss of professional staff due to retirements.

Further challenges the DLIS has to contend with is the loss of institutional memory when employees retire and resign as well as the frequent voids left in the staff compliment when contract employees are appointed to permanent positions in the DLIS.

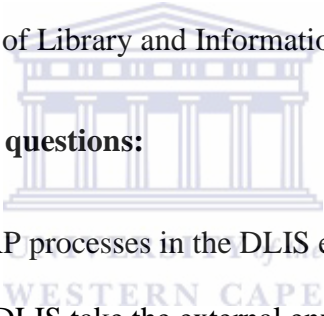
Despite the staff planning guidelines laid down by the COCT in its Staff Planning Toolkit, which states that the directorates and departments of the COCT are responsible for its own staff planning, it would seem that the strategies employed

by the COCT are not geared towards assisting a department such as the DLIS which faces some unique challenges in addition to the regular human resources challenges faced by government departments. The challenge facing the DLIS is how to go about HRP taking its situational difficulties into account whilst adhering to the human resource legislative framework which guides its HRP activities.

**The primary research question:**

In what way does the human resource planning (HRP) strategies of the City of Cape Town (COCT) impact on departmental effectiveness and service delivery output of the Department of Library and Information Services (DLIS)?

**The secondary research questions:**

- 
- What does the HRP processes in the DLIS entail?
  - Does HRP in the DLIS take the external environment into account?

**1.3 Purpose and objectives**

The objectives of the study are:

- To analyse the legislative and regulatory framework for HRP in South Africa,
- To analyse the legislative and regulatory framework for HRP within the COCT,
- To undertake a literature study of HRP and organisational effectiveness,
- To contextualise the need for HRP in the DLIS,

- To study the effectiveness of the current HRP in the DLIS within the COCT; and
- To provide the research findings and recommendations to strengthen the human resource policies in the COCT.

#### **1.4 Significance of the study**

The proposed research will be undertaken for the following reasons:

The study will contribute to the current discourse on HRP and its relation to meeting public service delivery demands. Secondly, it will emphasize any areas of concern or inadequacies pertaining to HRP in the DLIS. Thirdly, it will contribute to and strengthen human resources policy formulation in the COCT and finally, the findings of the study will assist the DLIS in ensuring that adequately skilled personnel are available at the right time in order to ensure effective, efficient and financially viable rendering of services.

#### **1.5 Literature review**

In order to function effectively, public sector organisations need to maintain sufficient levels of qualified personnel. For this objective to be achieved, adequate HRP must be practised within organisations. Contrary to this, many government departments show a lack of orderly forecasting in order to ensure adequate levels of suitably skilled, knowledgeable and developed staff (Cloete, 1997:127). HRP entails determining the future range and nature of the work that needs to be

undertaken in the organisation and putting strategies in place that ensures the organisation achieves the required staff requirements (Amos et al., 2004:97).

Cloete (1990:129) refers to HRP as personnel programming as the author suggests the use of programming as a description of the process is better suited to the public sector. Cloete (1990:130) continues to describe the required elements for successful personnel programming as, amongst others,

- information about the quantity and quality as well as the prospective development of the existing staff compliment,
- estimations of future decreases and increases in the work load as well as possible variations in the type of work which could change the demand for staff,
- information relating to the condition of the labour market as well as forecasting of labour market trends in the future,
- forecasting expected changes in the work force such as resignations, promotions, retirements and new appointments,
- a sense of the opinions of the public about careers in the public sector or particular public organisations.

A shortcoming of personnel programming is that it does not incorporate the important element of succession planning. The absence thereof would make it very difficult for public sector institutions to plan for specific problems such as vacancies in top management structures of the organisation. Without adequate succession planning, the loss of institutional knowledge and leadership expertise

cannot be mitigated, resulting in the organisation having to deal with vacancies in key positions while the usual recruitment and selection processes are followed.

Armstrong (2000:203) suggests that a separation can be made between ‘hard’ and ‘soft’ HRP. The ‘hard’ HRP primarily deals with quantitative analysis as a means of ensuring that the appropriate people are available when the need arises; whilst ‘soft’ HRP as put forth by Marchington and Wilkinson (1996) cited in Armstrong (2000:203) is aimed at establishing the culture of the organisation in order for corporate goals and employee values, beliefs and behaviours to be in sync. Armstrong (2000:203) goes on to state that HRP is aimed at dealing with a greater array of challenges than just the conventional quantitative approach of manpower planning.

Gomez-Mejia et al. (1998:147) describes HRP as a process made up of forecasting labour demand and estimating labour supply, which results in labour supply satisfying labour demand in the organisation. Although this HRP process seems to be a traditional manpower planning model at first glance, Gomez-Mejia et al. (1998) note that subsumed steps in the labour forecasting stage include training, succession planning, promotion, recruitment subcontracting, use of part-time workers and use of overtime. There seems to be an inclination to ‘soft’ HRP as alluded to by Armstrong (2000) earlier. It is also noteworthy that succession planning is an element of this HRP process which should certainly have a positive effect of ensuring that adequate leadership is maintained and that valuable institutional knowledge is retained in the organisation.

To avoid foreseeable workforce crises, it is extremely important for local government departments to employ progressive strategies. HRP is conducted to ensure that the future need for capable employees is met, to direct HRM actions and to plan in order to align human resource strategies with the broader strategies of the organisation (Cheminais et al., 1998:2). In this regard, the COCT developed policies to guide HRP in its various directorates and departments. The COCT describes HRP as:

“a continuous process of shaping the staff profile to ensure that it is capable of delivering the City’s objectives now and in the future. This includes deciding how work is done (job analysis and job design) as well as demand/supply forecasting, gap analysis, and implementing people management strategies to address the gap” (City of Cape Town Staff Planning Toolkit, 2011:3).

HRP provides government organisations with the ability to determine the best way to achieve its goals and which of its actions achieve the best results in terms of its service delivery obligations. According to Lombard (1997) cited in Cheminais et al. (1998:3), it is very important for South African public sector organisations to ensure that HRP is proactive and not reactive as proactive planning provides public sector organisations with an edge which enables the organisation to create and maintain a setting that is conducive to providing the community with public services.

In the COCT, the Department of Strategic Human Resources (DSHR), also referred to as Corporate Human Resources, is responsible for the development and

implementation of staff planning, however, in the end the directorates and departments are responsible for staff planning in order to ensure that they meet their service delivery obligations (City of Cape Town Staff Planning Toolkit, 2011: 4). Therefore, it is important for the DLIS to utilise adequate HRP strategies to ensure its effectiveness as a department within the COCT.

## **1.6 Research methodology**

This study is a qualitative study and utilised the case methodology to come to an understanding of the research question posed. The case study approach was chosen as it allowed the researcher to study the actual reality of the situation. According to Brynard and Hanekom (1997:29), qualitative methodology refers to “research which produces descriptive data – generally people’s own written or spoken words. Usually no numbers or counts are assigned to observations”. A qualitative methodology was chosen for the study in order to acquire a clear understanding of the situation from the participants’ point of view. Dooley (1995:260) states that, a qualitative approach delivers the advantage of triangulation, which contrasts the different responses and perceptions of different respondents of the same subject which might illuminate any problem areas or flawed understandings by the respondents.

Primary and secondary sources of data were utilised during the course of the study. Secondary sources included books, journal articles as well as government policies and documents. Primary sources included questionnaires and personal observations. Interviews were not utilised as securing appointments with the



identified officials proved to be a great obstacle. The researcher relied heavily on extensive secondary sources of information such as books, journals and government policies in order to present the reader with a background as well as a clear perception of the context in which the research unfolds.

The unit of analysis of the study is the DLIS in the COCT and the target group is employees across a range of designations that operate at various service points and managerial levels in the DLIS, as well as in the Department of Strategic Human Resources (DSHR) in the COCT. “The unit of analysis refers to the WHAT of your study: what object, phenomenon, entity, process, or event you are interested in investigating” (Babbie and Mouton, 2011:29). Similarly, Bless et al. (2006:72) expresses the view of unit of analysis as being the individual or entity from which the researcher gathers data.

The DLIS is composed of 104 service points as well as smaller staff clusters such as support services, technical services, projects, ICT, marketing and research and 6 district offices. The 104 services points are divided into 6 geographical districts. Furthermore, each district is comprised a mixture of regional and community libraries with only districts 1 and 5 each containing a city-wide library. The unit of analysis used by the researcher is composed of the 2 city-wide libraries as well as 1 regional and 1 community library from each district in the DLIS. The 6 District Managers, the Head of Support Services in the DLIS as well as the Head of Talent Management in the COCT all form part of the unit of analysis of the study.

Purposive sampling was used and included key officials within the COCT responsible for aspects of HRP, viz. the Head of the Talent Management Section as well as one of her subordinate officials. Furthermore, officials responsible for HRP in the DLIS, viz. the Manager of Support Services in the DLIS as well as the Head of Education, Training and Development in the DLIS, officials in charge of City-wide, regional and community libraries as well as several District Managers within the DLIS were requested to complete questionnaires.

This was done in order to gain insight into the HRP strategies of the COCT as well as the DLIS and to ascertain the views of the DLIS district managers and operational supervisors on the HRP methods employed by the COCT and the DLIS as these officials frequently deal with human resource shortages. Closed and open ended questions were used and the respondents were comfortable and freely discussed their perceptions of the strengths and the shortcomings of the HRP processes of the COCT and DLIS.

The researcher is also strategically placed within the DLIS of the COCT. This enabled the researcher to gain access to HRP data as well as relevant statistical data. Reports which include data pertaining to staff turnover in each directorate as well as occupational category and other information pertinent to the research was also accessible to the researcher.

The researcher utilised triangulation in order to ensure that a high degree of objectivity, reliability and validity was maintained during the analysis and presentation of the findings.

## **1.7 Organisation of the study**

The study is divided into five chapters as follows:

### **Chapter 1 - Introduction**

This chapter gives a brief background explaining why the study was conducted and what its benefits will be in terms of the HRP and its impact on organisational effectiveness in the COCT and more specifically in the DLIS. This chapter presents the research problem, key objectives, and significance of the study.

### **Chapter 2– The context of human resource planning**

Chapter 2 provides a comprehensive literature review discussing the importance and points of view with regard to HRP. The chapter then continues to explore the necessity for talent management and succession planning to be conducted concurrently with HRP.



### **Chapter 3– The legislative framework regulating human resource planning**

This chapter examines the legislative framework governing HRM and HRP in South Africa as well as the COCT.

### **Chapter 4–Research findings**

In this chapter, we present a description as well as an analysis of the research findings. The analysis gives an indication of the progress and efficacy of HRP in the DLIS.

## **Chapter 5 – Conclusion and recommendations**

In this chapter, the main findings of the study are drawn together and clearly related to the research problem and the reviewed literature. It also includes an examination of the implications, if any, for HRP in the COCT as well as the DLIS. Where appropriate; practical recommendations are provided.



## **CHAPTER 2**

### **THE CONTEXT OF HUMAN RESOURCE PLANNING**

#### **2.1 Introduction**

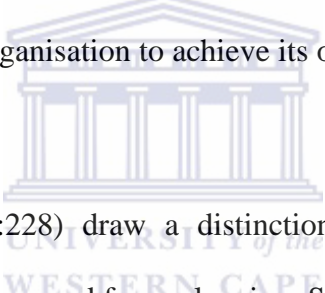
This chapter examines a number of theoretical viewpoints on HRP and how it relates to the importance of HRP in the South African context. It explains the legislative environment regulating HRP and then proceeds to discuss the concepts of talent management and succession planning. The last section of the chapter presents concluding remarks in order to bring a clearer perspective on the HRP theory to the fore.

Eighteen years into the new democratic South Africa, the need for adequate HRP is undeniably important in ensuring that the state and in particular the COCT has a workforce capable of delivering quality services to the vast population of the city as municipalities are tasked with sustainable service delivery to the communities within its confines (Republic of South Africa, 1996: Section 152: Sub-section 1b). Thus it is necessary for HRP to be undertaken in order to ensure organisational objectives are met by employing the correct amount of people with the adequate skills at the required time (Stone, 1998:49).

#### **2.2 The context of Human Resource Planning**

A fundamental factor in ensuring that a government functions effectively is its ability to manage its resources effectively. The most important of these resources

are the employees as it is through their efforts that service delivery is realised for the citizens of the country, province or city. HRP is undertaken to ascertain the future range and nature of the work that needs to be done in the organisation and putting strategies in place that will guarantee that the organisation attains these human resource requirements. It entails identifying vacancies that need to be filled, the number of employees required, the qualifications and experience they should possess as well as looking outside the organisation in order to gauge the availability of the necessary staff in the labour market (Amos et al., 2008:97). Pynes (2004:391) views HRP in the public sector as critical in the process of analysing and recognizing the need for and ensuring the availability of human resources to enable the organisation to achieve its objectives, i.e., adequate service delivery.



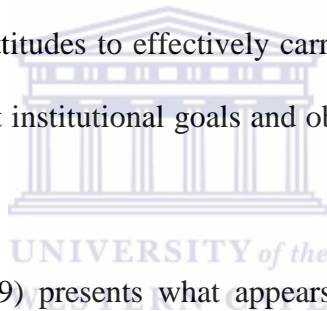
Swanepoel et al. (2008:228) draw a distinction between HRP and strategic planning and views HRP as workforce planning. Swanepoel et al. (2008:228-229) regard workforce planning as a methodical but concurrently dynamic exercise of approximating the future demand for and supply of employees in order to ensure the organisation's strategic objectives are fulfilled. Moreover, they note that conducting a job analysis is crucial in order to ensure that the people who are eventually employed possess skills which are aligned with the actual job they must perform; as the job analysis results in a clear job description (detailing the purpose, role and main duties) as well as a clear job specification (detailing the required knowledge, experience and skills).

Dolan and Schuler (1987), cited in Swanepoel et al. (2008:240) state that workforce planning enables the organisation to cut labour expenditure by assisting

management with predicting shortages and excess human resources; it creates a platform for planning for employee development; improves strategic planning efforts; promotes affirmative action and enables management to evaluate the efficacy of alternative HRP actions and policies.

Du Toit et al. (2002) utilise the concept of human resource provisioning as an alternative to HRP. Price, cited in Du Toit et al. describes human resource provisioning as:

“Those activities that take place within an institution to ensure that it has the right number of people with the right skills, knowledge, qualifications, experience and attitudes to effectively carry out the various tasks that are necessary to meet institutional goals and objectives” (Du Toit et al., 2002: 169).

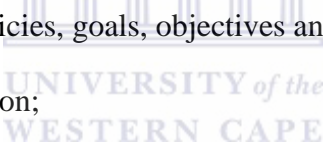


Du Toit et al. (2002:169) presents what appears to be a more comprehensive process as opposed to that presented by Swanepoel et al. (2008) as the human resource provisioning process includes:

- job planning analysis and evaluation in order to identify staffing gaps
- recruitment (advertising and promotion)
- selection (interviews and other forms of assessment)
- placement and induction
- probation
- promotion and career pathing

Du Toit et al. (2002:170) continues by explaining that human resource provisioning is of extreme importance in South Africa as the cost of wages accounts for approximately 60 % of the total expenditure of government departments. Due to the extremely high cost of employing public service officials it is important to be able to appoint the correct people as failure to do so would result in a fruitless expenditure of public funds. Good policy and practice of human resource provisioning lays a functioning platform for other important human resource strategies such as career pathing, staff development and diversity management, to mention a few.

According to Beach (1985), cited in Schwella et al. (1996:35) the main components of the HRP process are:

- 
- organisational policies, goals, objectives and plans;
  - present HR situation;
  - HR forecasts;
  - programme implementation; and
  - audits and adjustments.

Schwella et al. (1996) state that HRP incorporating the abovementioned components should be conducted in a holistic manner and include recruitment and selection processes in order to:

“Determine and ensure that the organisation will have an adequate number of qualified persons available at the proper times, performing jobs that meet the needs of the organisation and provide satisfaction for the individuals involved” (Schwella et al., 1996:48).



Furthermore, Schwella et al. (1996:49) stress that public sector managers should actively involve themselves in HRP processes in order to ensure that they develop contented employees who are motivated to fulfil organisational requirements and to work towards cost effective, efficient service delivery.

Dessler (2003:90) refers to HRP as employment or personnel planning and simply describes it as the process of deciding which positions the organisation will need to fill in the future and how to go about filling them. This fundamentally boils down to forecasting the supply of candidates from inside the organisation and in the event of not being able to fill all vacancies from inside, forecasting the availability of people from outside the organisation.

Similarly, Fisher et al. (1996:90) see HRP as being concerned with the movement of people into, through and out of organisations and is comprised of forecasting the need for and supply of labour, planning the programmes needed to ensure that the organisation will have the right combination of employees and skills when and where they are required.

Grobler et al. (2011:113) view HRP as the process of predicting and making allowance for the movement of people into the organisation, from one section or department to another within the organisation or out of the organisation. The authors place emphasis on the need for HRP to be closely linked to the strategic planning processes of the organisation as this practice will lead to human resource goals forming part of the overall objectives of the organisation. This practice of strategic HRP is then:

“The process through which company goals as put forth in the mission statements and company plans are translated into HR objectives to ensure that the company is neither over nor understaffed, that employees with the appropriate talents, skills and desire are available to carry out their tasks in the right jobs at the right time” (Grobler et al., 2011:113).

Taking this viewpoint into account, it is clear that strategic HRP plays an important role in ensuring that immediate and long term organisational goals are achievable by making certain that the appropriate employee is in the appropriate job at the right time. Grobler et al. (2011:114) continue to point out that the integration of organisational planning and HRP will lead better team dynamics between human resource professionals and line management.

Dolan and Schuler (1987) as cited in Swanepoel et al. (2011) describe HRP as the process of developing and implementing plans and programmes to ensure that the right amount and types of people are available at the right time and place to perform the tasks necessary to achieve a public sector institution’s goals. Swanepoel et al. (2011:120) echoes the viewpoint of Grobler et al. (2011) by emphasising the need for HRP to be directly linked to corporate and business planning as these planning initiatives address the main objectives of the organisation and it clearly indicates what type of employees will be needed in the future in order to effectively execute the work in order to achieve the objectives of the organisation.

Anderson (1994) cited in Swanepoel et al. (2011:125) mention the following points as important reasons for HRP to be conducted in public sector organisations in South Africa:

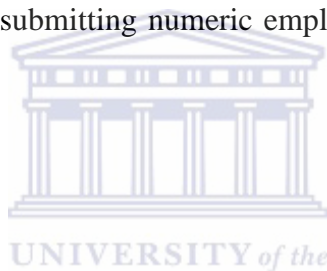
- It allows for greater control over labour costs.
- Corporate financial planning must be augmented by HRP.
- Labour supply is not continuous or flexible and people's social aspirations must be taken into consideration.
- Environmental challenges make HRM more complex increasing the need for effective HRP.
- Shifting service delivery demands have social repercussions for labour and effective HRP can help accommodate these changes.

The reasons put forth by Anderson are specifically related to the HRP environment in the public sector in South Africa. However, it must be mentioned that these reasons motivate HRP in private sector organisations as well. The necessity for good HRP practices in the public sector in South Africa is related to the history of the country and subsequent labour imbalances in public organisations.

Due to these employment imbalances government has inherited from the apartheid era, legislation aimed at redress, such as affirmative action policies, has been implemented as a means of trying to bring equilibrium to employment levels. Affirmative action as it relates to public human resource management is aligned with the idea of equal representivity in government institutions (Schwella et al., 1996:89). Accordingly, Schwella et al. (1996:92) suggest that affirmative action is

aligned with developing a public service that is able to deal with developmental issues. As a human resource improvement instrument, affirmative action fulfils the role of dealing with employment inequalities as well as creating a reserve of skills and experience which can be drawn on when needed.

Thus, employment equity (ensuring acceptable gender and race representivity in the organisation) issues should also be taken into account when going about HRP. Grobler et al. (2011) mentions that legislative requirements in the form of the Employment Equity Act requires that private as well as government institutions implement measures to advance employment equity within their organisations. These measures include submitting numeric employment equity goals pertaining to gender and race.



### **2.3 The link between Human Resource Planning and Talent Management**

Taking South Africa's socio-economic developmental challenges into account, conventional human resource management practices may not be sufficient to meet the developmental challenges faced by the public service. Talent management should be practiced in order to assist in achieving the developmental objectives of the public service. Taking the skills shortage into account, utilising talent management is crucial in order to create a workforce capable of delivering efficient services to all citizens.

Talent management should be incorporated into HRP strategies as it enables public sector organisations to attract individuals to fill key positions in the organisation. "Talent management is critical for every organisation as the business

environment is becoming more competitive with an ever shrinking skills pool and companies need to be innovative in devising strategies to retain existing talent and hereby maintain a competitive edge” (Grobler et al., 2011:118).

According to Kock and Burke (2008:461), talent management refers to the integrated and methodical practice of attracting, engaging and retaining key individuals and prospective organisational leaders.

However, Thorne and Pellant (2007:8) see ‘talent development’ as a term which better describes the principles of talent management. Furthermore, Thorne and Pellant (2007:8) emphasise the need for talent development in order to ensure that talent, which inevitably moves around the organisation, does not exit the organisation before its value to the organisation is utilised. The talent development approach should be employed in order to ensure that individuals within the organisation are available to fill key positions when the need arises. When organisations utilise talent development as a strategy to fill future vacancies, then all potential staff must be equally exposed to the intervention. During HRP, the fact that upward movement of staff in turn results in vacancies within the organisation must be taken into account.

Tansley et al. (2006) defines talent management as “the systematic attraction, identification, development, engagement/retention and deployment of those individuals with high potential who are of particular value to an organisation” (Holbeche, 2009:166). Furthermore, Guthridge et al. (2008) argue that the need for talent management is exacerbated by challenges such as demographics, globalisation and the features of knowledge work which presents long-term

challenges emphasising the need to make workforce planning and talent management business strategy priorities as well as priorities for senior management to consider more intensely (Holbeche, 2009:166).

Grobler et al. (2011:117) see talent management as an umbrella process into which career and succession planning is subsumed. It also takes organisational human resource policies, procedures and practices into account and ultimately seeks to enable the organisation to achieve its goals by ensuring it has an adequately skilled workforce.

The talent management process as set out by Grobler et al. (2011) consists of four phases each of which contains several elements. This process is detailed as follows:



### **Phase 1 – Talent Identification**

Gathering relevant information on existing and prospective employees with regard to:

- Performance;
- Potential; and
- Readiness.

### **Phase 2 – Succession Plan**

Compiling the plan by:

- Plotting key performers;
- Taking employees in all departments into account;

- Auditing the plan at predetermined times; and
- Recommending training interventions.

### **Phase 3 – Training Needs Analysis**

Identify the actual training required:

- Training library (list of courses and providers);
- Training tracker (matching courses to positions/people); and
- For successors, solid employees and other individuals.

### **Phase 4 – Training Plan**

Plotting training and legislative requirements:

- Work Place Skills Plan;
- Training occurrences;
- Annual training report;
- Monitor actual vs planned; and
- Post Training Evaluation.



As illustrated in the talent management process explained by Gobler et al. (2011), succession planning is subsumed in the talent management process, and as succession planning forms an important component of the process, a more delving examination of succession planning is needed in order to contextualise the role it plays in relation to traditional HRP.

## **2.4 The link between Human Resource Planning and Succession Planning**

According to Mello (2006) cited in Grobler et al. (2011:122), succession planning entails identifying important positions the organisation cannot afford to have vacant. Such positions are usually at senior management levels. “Two purposes are served by succession planning namely it facilitates transition when an employee leaves and secondly it identifies the development needs of high potential employees due to move into higher positions” (Grobler et al., 2011:122).

Dessler (2003:100) explains that it is of great importance to incorporate succession planning into the HRP processes of the organisation in order to ensure that suitably qualified and experienced successors are available for the assumption of existing and future senior positions in the organisation. In essence, high-quality succession planning will ensure that the organisation retains individuals who possess a high degree of institutional knowledge which in turn will result in sustainable organisational success. Similarly, Topper (2008) recognises the importance of succession planning in public libraries in order to ensure that adequately experienced employees with the necessary institutional knowledge are available to fill vacancies created by retirements and other eventualities.

Harris (1997:70) notes that replacement planning entails an assessment of possible individuals identified to replace existing executives and other senior managers as they retire or leave the organisation. Furthermore, Harris acknowledges similarities between replacement planning and succession planning but emphasises that succession planning is a long term plan which considers employee development to be extremely important. Succession planning also takes



the recommendations on certain individuals from top management into account in order to enable the organisation to fill key positions as they become vacant. Moreover, Swanepoel et al. (2011:147) identify several differences between replacement planning and succession planning in the public sector. The table below briefly summarises the differences between replacement planning and succession planning:

**TABLE 1: Replacement Planning and Succession Planning**

<b>Replacement Planning</b>	<b>Succession Planning</b>
Covers a short time span	Long term plan; candidate with best development potential is focused on
Flexible; limited by structure of the plan	Flexible; aimed at encouraging development and consideration of alternative candidates
Based on observation of candidates and judgement of managers	Based on inputs and discussion involving several public sector managers; group effort
Development planning usually informal	Formal and extensive; long-term personal development plans for individuals
An identified candidate fills a vacant post	Identified candidates from a pool considered for a post

Swanepoel et al. (2011)

Mondy and Noe (1996:132) mention that the skills inventory is utilised in order for an organisation to be in a position to fill vacancies at non-managerial level or for employees move laterally in the organisation. They further observe that a well maintained skills inventory structure allows management to easily identify employees with certain skills allowing them to address organisational change more efficiently.

Fisher et al. (1996) considers managerial succession planning to be important as far as ensuring that organisations possess adequate managerial candidates when the need arises. “More and more organisations are planning for managerial succession and development because they have found that it takes years of systematic grooming to produce effective top managers” (Fisher et al. 1996:117). Fisher et al. (1996:117) further explain that the more successful succession plans include commitment from top management, continuous review of the plan, strict assessment of the performance and potential of the candidates as well as written development plans for the individual candidates.

Jackson and Schuler (2003:190) note that an advantageous spin-off of succession planning is that the plan gives employees an idea of the direction in which their careers are likely to move. Jackson and Schuler (2003:261) also mention that a tool which could aid succession planning is the talent inventory which creates a pool of qualified and experienced candidates from which the organisation can recruit in the event of key vacancies arising.

It is important to note that succession planning should be linked to the overall strategic plan of the organisation. Like general HRP, succession planning should be guided by the major strategies of the organisation in order to prevent a fissure between the required expertise of the job and the abilities of the identified candidate. “If succession planning takes place in isolation from the way the organisation is going, ‘successors’ are unlikely to have the relevant skills and behaviours for leadership roles in the future” (Holbeche, 2009:325).

## **2.5 Concluding remarks**

The importance of HRP in the public sector is supported by the review of literature relevant to the research. The review of the literature highlights the fact that talent management and succession planning are important processes which should be employed concurrently to HRP in order to ensure that adequate human resource levels are maintained in government organisations. Furthermore, the literature also emphasizes the need to take cognisance of any legislative prescripts pertaining to human resource management when conducting HRP processes.

Based on the views of Topper (2008) and Thorne and Pellant (2007), it is clear that talent management and succession planning aim to achieve the same organisational goals in different ways. It would seem that talent management is more focused on the development of individuals whilst succession planning is primarily directed at ensuring that key positions are filled by the individual best suited for the position by identifying employees with the skills best suited for the position.

It would seem that the talent management process put forth by Grobler et al. (2011) in which succession planning has been subsumed, approaches talent management and succession planning in a holistic manner. This approach could yield better results for organisations in terms of ensuring that future leadership capability is maintained. It should also be noted that for talent management and succession planning to be successful, long-term relationships between employees and organisations have to be nurtured in order to retain individuals identified to fill future key vacancies within the organisation.

In essence, this chapter presented the necessity for HRP in large organisations as well as the link between HRP, talent management and succession planning. In so doing, a clear indication of the inter-dependence of the three elements of HRP was highlighted. HRP conducted concurrently with talent management and succession planning, contributes to the unmitigated success of organisations by ensuring that the appropriate individuals fill vacancies which arise for a variety of reasons across the spectrum of designations of the organisation at any given time.



## **CHAPTER 3**

### **THE LEGISLATIVE FRAMEWORK FOR HUMAN**

### **RESOURCE PLANNING**

#### **3.1 Introduction**

The racially based human resources policies under the apartheid government resulted in a situation which required specific measures to redress the employment imbalances in the public service as well as the private sector. Legislation governing human resource management was revised and initiatives such as affirmative action and black economic empowerment, amongst others, were implemented in an attempt to rectify the imbalances as they relate to race and gender representativeness in the work force of South Africa.

This chapter focuses on the legislative framework regulating HRP nationally as well as in the COCT and its DLIS. Furthermore, it will explore the manner in which the government of South Africa has approached the challenges presented to it in the domain of redress in the public service.

#### **3.2 National legislation influencing Human Resource Planning**

##### **3.2.1 The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)**

The Constitution is the highest law of the land and as such all legislation is subject to its provisions. Schwella et al. (1997:23) cited in Cheminais et al. (1998:99) states that the Constitution represents the supreme law pertaining to public human resource management. Section 195 of the Constitution stipulates the basic values

and principles governing public administration in the country which influence the HRP practices of all employers. Consequently, the HRP processes of the COCT are also subject to the stipulations of section 195 of the Constitution.

Of particular importance in sub-section 1 of section 195 are the principles of:

- Efficient, economic and effective use of resources must be promoted and maintained;
- Good human resource management and career development practices, to maximise human potential, must be cultivated;
- Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation (Republic of South Africa, 1996: Section 195: Sub-section 1).

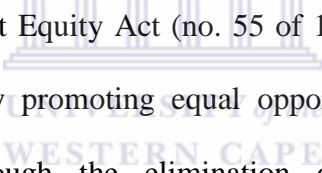
Furthermore, the Constitution of the Republic of South Africa, 1996 (Section 195: sub-section 2), clearly stipulates that the principles in sub-section 1 pertain to administration in all spheres of government, organs of state as well as public enterprises. By implication, the COCT is obligated to conform to the provisions of the Constitution in the execution of its HRP processes. Sub-section 3 goes on to state that national legislation pertaining to public administration must promote the values and principles stipulated in sub-section 1.

The provisions of the Constitution mentioned above demonstrate a strong orientation towards employment equity as well as redress in order to eliminate the imbalances created in the past. The most effective way to transform the public

service is by the implementation of legislation aimed at perpetuating the provisions of the Constitution as they pertain to public administration. In this light, an extremely important piece of legislation, the Employment Equity Act of 1998 is discussed below.

### **3.2.2 Employment Equity Act, 1998**

The Employment Equity Act of 1998 was specifically drafted to give credence to the provisions in section 195 of the Constitution. It aims to promote equal opportunity employment as well as affirmative action in accordance with the Constitution.



“The Employment Equity Act (no. 55 of 1998) aims to achieve equity in the workplace by promoting equal opportunities and fair treatment in employment through the elimination of unfair discrimination and implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups (Africans, coloureds, Asians, women and people with disabilities) to ensure that their equitable representation in all occupational categories and levels in the workplace” (Grobler et al. 2011:90).

From a different perspective, Swanepoel et al. (2011:165), view the aim of equality as to provide opportunities to members of certain groups, who are lacking from or under-represented in specific areas of employment. A programme directed at achieving equal opportunity also seeks to rectify the injustices of the past but

differs from affirmative action in the manner it is implemented to attain its ultimate objective.

Hence, employment equity focuses on two areas, viz. the elimination of any kind of discrimination with regard to human resource management processes; and to ensure that employers implement initiatives to promote organisational transformation in order to speed up the promotion of historically disadvantaged individuals and groups of people.

The purpose of affirmative action is to surmount the effects of past discrimination and move towards equal employment opportunities for all South Africans. According to Cheminais et al. (1998:233) equal opportunity in the workplace is furthered by the idea of affirmative action. Grobler et al. (2011:91), notes that according to the Employment equity Act of 1998, employers must implement procedures aimed at achieving employment equity. These measures, amongst others, include:

- Consultations with unions and employees in order to ensure that the organisational employment equity plan is accepted by all;
- All employment policies, practices and procedures must be analysed and subsequently a workforce profile must be created in order to detect any employment equity shortcomings;
- Employers must implement an accepted employment plan detailing the affirmative action measures the organisation intends taking in order to realise its employment equity objectives;



- Employers must report to the Department of Labour on the progress made on the execution of the plan in order for the Department to monitor compliance;
- A summary of the provisions of the Employment Equity Act must be displayed in all languages relevant to the workplace.

Dubrin and Ireland (1993:545), view career development programmes as a good way for an organisation to fulfil its affirmative action responsibilities. Without a structured programme for career development, it is difficult for previously disadvantaged people to advance into higher positions.

Taking the view of Dubrin and Ireland (1993) into account, it becomes evident that HRP must take employment equity and the required simultaneous implementation of affirmative action into consideration. In order for equity and redress to be achieved, the HRP processes of an organisation must be comprehensive and take all legislative requirements into account.

### **3.2.3 Skills Development Act, 1998**

The ultimate aim of the Skills Development Act (no. 97 of 1998), as stipulated in Chapter 1, section 2, is to ensure that the quality of the lives and future employment prospects improve for the labour force of the country. The Act also seeks to emphasise the importance of on-the-job training and education as a means of ensuring that employees gain fresh skills and new employees gain valuable practical work experience.

The necessity of the Act was born from the need for redress in the labour force. As in the case of the Employment Equity Act, the Skills Development Act addresses the question of affirmative action. This, it does by seeking to develop the skills of the labour force in order to:

- Improve the quality of life of workers, their prospects of work and labour mobility;
- Improve productivity in the workplace as well as the competitiveness of employers;
- Promote self-employment;
- Improve the delivery of social services.

(Skills Development Act 97 of 1998, Chapter 1: Section 2)

The HRP efforts of the COCT are clearly influenced by the stipulations in the Skills Development Act as they specifically deal with the issues of redress as well as on-the-job training and education. The Act forms part of the national legislative framework which invariably determines the manner in which the COCT tackles certain HRP matters.

### **3.3 Legislation affecting Human Resource Planning in the City of Cape Town**

There are several pieces of legislation that influence the HRP efforts of the COCT in one way or another. The legislation is aimed at creating a human resource environment which is conducive to mutual benefit for employer and employee alike. The table below provides a clear and concise overview of the legislation

relevant to the HRP efforts of the COCT. The legislation presented in this table perpetually affects the HRP environment in the COCT and is of immense importance in the HRP strategy of the COCT.

**TABLE 2: Legislation affecting HRP in the COCT**

<b>Applicable Policies and Regulations</b>	<b>Purpose</b>	<b>Impact on HRP</b>
Constitution of the RSA, 1996 (Act 108 of 1996)	The Constitution is the highest law of the land. Its provisions are beyond any law or government action.	All legislation pertaining to human resource management is subject to the Constitution.
The Employment Equity Act, 1998 (Act 55 of 1998)	To ensure that equity is strived for and eventually achieved in the work place.	All HR planning efforts must be executed in an equitable way.
Skills Development Act, 1998 (Act 97 of 1998)	Put into practice a process comprised of the SAQA and the NQF. It also makes allowance for the creation of SETAs.	Promotes training and education of a high standard and in so doing seeks to improve the quality of the workforce.
Recruitment and Selection Policy of the City of Cape Town	Introduce fair and objective practices for the staffing of the COCT.	Ensure that the COCT meets Employment Equity and Affirmative action aims as set out in applicable legislation.
Employment Equity Policy of the City of Cape Town	Transform and maintain the COCT as an organisation that provides equality to previously disadvantaged individuals.	Ensures that the COCT promotes the fair representation of people from designated groups as well as disadvantaged individuals at all organisational levels.
Employment Equity Plan for the City of Cape Town	Concentrate on creating fair representation of designated groups throughout the organisation and develop those identified through in-house processes.	Create an environment in which HR planning efforts must take organisational Employment Equity aims into account.

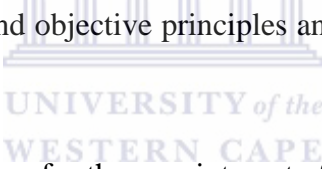
<b>Applicable Policies and Regulations</b>	<b>Purpose</b>	<b>Impact on HRP</b>
Retention Strategy of the City of Cape Town	Ensure that the COCT retains individuals considered to possess scarce skills and great institutional knowledge.	Individuals recognised as possessing scarce skills and or valuable institutional knowledge must be retained through appropriate HR planning strategies.
Anti-Discrimination Policy of the City of Cape Town	Provide guidelines for addressing anti-discrimination in the COCT and in so doing create and maintain an environment that respects human dignity.	HR planning activities in the COCT must be fair and transparent in order to ensure that discrimination does not occur.
City of Cape Town Staff with Disability strategy	Assist the COCT with creating an environment which includes disabled people in its Employment Equity strategy by enhancing recruitment and selection of people with disabilities.	The appointment of people with disabilities must be taken into account in the HR planning strategy of the COCT.
Women Empowerment Strategy for Staff Within the City of Cape Town	Identify the gender dynamics which impede the advancement and participation in the COCT.	Possible advancements of as well as possible future appointments must be taken into account.

The legislation which has been unpacked in the table 2 above constantly affects HRP processes in the COCT. The purposes of these policies and regulations are primarily to ensure that the COCT strategically manages its human resources in an ethical manner which promotes the principles of affirmative action as well as employment equity.

It is as a result of unfair labour practices during South Africa's apartheid era that legislation aimed at redress has become such an important feature of the human resources environment in the public sector.

### **3.3.1 Recruitment and Selection Policy for the City of Cape Town**

The Recruitment and Selection Policy of the COCT fulfils two main purposes viz. it forms an integral part of the HRP processes of the COCT in terms of getting actual posts filled as well as ensuring that the City meets its legislative obligations pertaining to employment equity and affirmative action. In short, the objectives of the policy comprise:

- 
- Introducing fair and objective principles and procedures for the staffing of the COCT;
  - Providing guidelines for the appointment of candidates to the COCT;
  - Establishing principles and procedures to ensure that the COCT complies with legislative demands in respect of employment equity and affirmative action;
  - Detailing the procedural steps for advertising vacant posts, selecting applicants for interviews, conducting interviews and appointing candidates to the staff compliment of the COCT.

(City of Cape Town, 2005:2)

Apart from the purist recruitment and selection application of the policy, such as the identification of vacancies, advertising posts and assessment process, section 3

clearly states how the policy seeks to entrench employment equity and affirmative action principles in the COCT. In line with the requirements of the Employment Equity Act of 1998, the Recruitment and Selection Policy of the COCT stipulates that equal opportunity in the workplace shall be promoted by eliminating unfair discrimination in any of its employment policies or practices. Furthermore, the policy states that any type of harassment of an employee will not be tolerated and will be a focus for disciplinary action against and employee implicated in harassment.

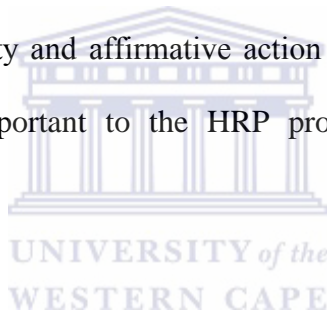
For the COCT to accomplish employment equity, it is obliged to employ affirmative action measures which will enable people from previously disadvantaged groups, i.e., black people (Africans, coloureds and Indians), women and people with disabilities, to benefit from equal employment opportunities resulting in fair representation across occupations in the staff compliment of the COCT. The affirmative action measures stipulated in the policy include:

- Steps to identify and remove employment barriers, including unfair discrimination, which negatively affect people from the aforementioned previously disadvantaged groups,
- Steps to encourage diversity in the workplace founded on equal dignity and respect for all people,
- Making realistic accommodation for individuals from the designated groups as a means of ensuring that they are given equal opportunity and are fairly represented in the staff compliment of the COCT,

- Steps to ensure the equal representation of duly qualified individuals from designated groups across all occupational levels in the COCT,
- Steps to retain and develop individuals from the designated groups and to put into action appropriate training measures in accordance with the Skills Development Act of 1999.

(City of Cape Town, 2005:4)

The Recruitment and Selection Policy is a key document taken into consideration by the officials responsible for human resource management in the COCT. It forms the back bone of the Recruitment and Selection process but also informs the City's employment equity and affirmative action efforts. For these reasons, this policy is extremely important to the HRP processes of the COCT and by extension the DLIS.

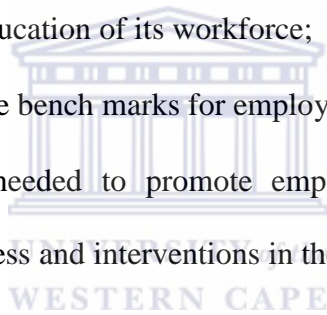


### **3.3.2 Employment Equity Policy for the City of Cape Town**

The COCT takes employment equity seriously as can be gleaned from its Employment Equity Policy. The purpose of the policy is multi-faceted and aims to promote equity and redress by implementing affirmative action measures. This redress is primarily focused on the designated groups viz. Blacks (Africans, Coloureds and Indians), women and people with disabilities. The policy also seeks to ensure that the people of South Africa are fairly represented in the City's staff compliment.

In order to accomplish the objectives of the Employment Equity Policy the City strives to:

- Forbid and eliminate unfair discrimination and harassment amongst staff members;
- Encourage diversity, equality and dignity for all in the organisation;
- Promote equitable representation of designated groups at all organisational levels;
- Take reasonable needs of designated groups and individuals into account;
- Promote change by implementing appropriate and continuous investment in training and education of its workforce;
- Meet best-practice bench marks for employment equity;
- Initiate forums needed to promote employment equity, diversity and disability awareness and interventions in the work environment.



(City of Cape Town, 2005:2)

The Employment Equity Policy of the COCT also states that its affirmative action measures are aimed at ensuring that equitable representation of designated groups become a reality and are maintained as well as fostering an organisational culture which treats every employee and job applicant equitably and fairly (City of Cape Town, 2005:8). Furthermore, the affirmative action measures listed in the Employment Equity Policy speak to affirmative action in much the same way as the measures listed in the City's Recruitment and Selection Policy, although in slightly more detail. The Employment Equity Policy is the COCT's definitive statement on its commitment to the notions of equity and redress. It forms the



foundation for the City's employment equity ethos which is exemplified in the Employment Equity Plan for the City of Cape Town.

### **3.3.3 Employment Equity Plan for the City of Cape Town: 2010 – 2015**

The Employment Equity Plan for the COCT was drafted with the intention of achieving several objectives simultaneously. Briefly these objectives include:

- Developing an organisational culture aimed at sustaining the process of employment equity;
- Developing fair representation across designations in the COCT;
- Identify potential from the designated groups with the intention of providing them with necessary up-skilling and training programmes;
- By providing the designated groups one or a combination of the following interventions if required – mentoring, coaching, career and succession planning;
- Ensure that legitimate consultation withal stake holders is undertaken;
- Ensure that adequate monitoring and evaluation of the EE Plan is undertaken;

(City of Cape Town, 2010:4)

Moreover, the Employment Equity Plan for the COCT (2010) stresses that, in order for its objectives to come to fruition, the plan has to be supported by the organisation as a whole. In this way, the current barriers to employment equity will be broken down gradually and targets will be met in the future. The support

of the plan will also result in the promotion of diversity as well as disability management in the organisation as well as ensure that employees will acquire the skills they need in order to be in a position to compete for advancement within the organisation.

### **3.4 Talent Management in the City of Cape Town**

HRP in the COCT is regulated by a number of policies and plans aimed at conforming to national legislative requirements. In addition to the legislative guidelines which regulate the COCT's HRP processes, the City has recently embarked on a new HRP approach expressed in the Talent Management Framework (TMF) which focuses on ensuring that the COCT always has the right people available for the right job.

“The City has taken the view that talent management is a strategic initiative aimed at integrating various components. Specifically, these components relate to the activities associated with attracting, appointing, training, developing, retaining and managing employees for the purposes of optimising organisational performance” (City of Cape Town, 2011:3).

The City's TMF is comprised of several components which it is believed will contribute to further organisational success in the future. The motivation for settling on the TMF as its primary HRP strategy stems from the belief that focusing exclusively on recruitment and development of employees in the COCT will not bring about the desired organisational excellence. It is believed that the realisation of this vision is dependent on the alignment and assimilation of the key

elements of the COCT TMF (City of Cape Town Talent Management Framework, 2011:3).

The TMF comprise the following elements which will be discussed briefly below as set out in the overview of the TMF of the COCT:

- Strategic Staffing
- Personal Development Plans
- Competency Frameworks
- Attraction and Retention Strategy and Mechanisms
- Career and Succession Planning
- Development of Employees
- Performance Management

(City of Cape Town Talent Management Framework, 2012)



### **Strategic Staffing**

The strategic staffing component focuses on the operational setting in which the organisation functions and how it affects the service delivery capability of the City. It also takes the internal and external factors influencing the organisation into account which are converted into strategies for specific operational departments. Furthermore, possible challenges in terms of service delivery obligations are considered together with any related risks. Finally, initiatives which will deliver the best results within budgetary parameters are identified.

## **Personal Development Plans (PDP)**

The PDP is a personalised plan meant to focus on developmental areas of an employee. It is required that the employee and line manager jointly agree on the contents of the plan in terms of its immediate and long-term developmental goals. The PDP is compiled using information gleaned from recruitment and selection processes, skills assessments as well as performance management initiatives and is evaluated annually to ensure the City and employee benefit from the PDP. Ultimately, it is a tool to be utilised in order to satisfy the needs of the individual as well as the COCT.

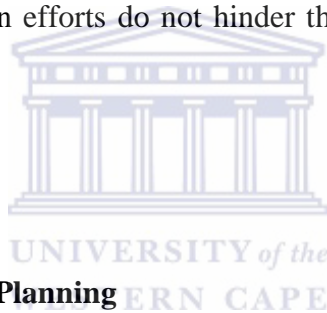


## **Competency Frameworks**

Competency Frameworks are meant to compliment job descriptions as they clearly set out the standards for acceptable performance at the various tiers of a career stream within an occupational classification. The value of Competency Frameworks is that they guide recruitment processes by defining the suitable range of competencies in order to ensure that the appropriate individuals are recruited. Furthermore, the Competency Frameworks illuminates any disparity between competency levels of employees as opposed to requirements of the job enabling training and development goals to be determined.

## **Attraction and Retention Strategy Mechanisms**

In order to ensure that the COCT attracts and retains the most suitable individuals, best practices in line with attraction and retention of talented individuals have been researched with the intention of arriving at its own mechanisms aimed at promoting the attraction and retention of quality individuals. Several strategies have been identified to drive attraction and retention viz. marketing the COCT as an employer of choice, active networking and developing partnerships with allied institutions, the development of structured graduate internship programmes and the provision of internal and external bursaries. Importantly, the strategy is aimed at ensuring that attraction efforts do not hinder the retention of internal capacity and vice versa.



## **Career and Succession Planning**

The COCT's Career and Succession Planning process integrates managing the individual's growth and progression in the organisation. Consequently, this stimulates the attraction and retention of needed skills. In addition, it allows the COCT to proactively identify and nurture talent in order to ensure seamless continuity in key positions in the organisation.

## **Development of Employees**

The Development of Employees strategy centres on ensuring that all the employees of the COCT possess the required skills and proficiencies enabling the

organisation to meet its expected service delivery targets. Several interventions have been identified to address possible gaps in employee competencies. These include: course training, mentoring, coaching, on-the-job training, redeployment and self-directed learning. A key focus area that has been identified is leadership development. The PDP assists with highlighting and structuring required individual interventions.

### **Performance Management**

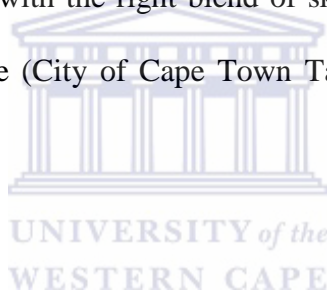
This element of the TMF of the COCT is focused on the development and enhancement of its employees. It seeks to assimilate information on an employee's performance in relation to set criteria and the individual's inherent abilities and potential of the individual. Performance Management enables more effective management and development of employees while simultaneously empowering staff to manage their own career progression. Performance Management also leads to the identification of pools of skills or talent which makes educated succession planning for the future possible.

### **Review of Human Resource Business Processes, Policies and Systems to enable integration**

This component of the TMF focuses on ensuring that human resource business processes are improved, legislative requirements are met and that organisational

systems run smoothly in order to ensure that the TMF is properly implemented in pursuance of organisational success.

It is clear that the COCT has adopted quite a comprehensive approach to HRP which includes the elements of training and development, staff retention and succession planning. During the course of this chapter the importance of succession planning in terms of ensuring that an organisation remains sustainably successful has been highlighted. To this end, the multi-faceted approach of the COCT is aimed at ensuring that the organisation is able to maintain and improve on fulfilling its service delivery obligations in a satisfactory manner by ensuring that the right individual with the right blend of skills and abilities is in the right position at the right time (City of Cape Town Talent Management Framework, 2011:4).



### **3.5 Skills retention in the City of Cape Town**

It is important for any organisation to ensure that it retains individuals with scarce skills as well as institutional knowledge in order for the organisation to be in a position where it operates at its full potential. Towards this end, the COCT has adopted a retention strategy aimed at achieving organisational excellence by ensuring that individuals with great potential in scarce skills career paths are retained as employees of the COCT.

The Retention Strategy of the COCT is characterized by a model which clearly exemplifies the retention drivers on three levels. These three levels are:

- Personal drivers (factors which are close to one's heart);
- Work environment drivers (factors in one's immediate vicinity); and
- Organisational drivers (factors at a macro level).

(City of Cape Town Retention Strategy, 2011:2)

The principle the model is based on is that personal drivers are considered more important than environmental drivers which are in turn considered more important than organisational drivers. A number of retention interventions have been identified by the COCT which could potentially influence the fundamentals of the retention model. The interventions have been divided into two groups, namely, high priority interventions and lower priority interventions. As detailed in the Retention Strategy of the COCT, the high priority interventions have been so identified due to the fact that research undertaken by the COCT has shown that they are effective retention instruments which are practically implementable as the groundwork for execution has already been laid.

The lower priority interventions have been so identified due to the fact that although theoretically sound, they did not withstand closer examination well enough. Furthermore, the practical application of these interventions is also limited in the COCT (City of Cape Town Retention Strategy, 2011:3).

The COCT Retention Strategy furthermore notes that certain interventions should be part and parcel of good management practice and thus must form part of the institution's systems and procedures. The following table clearly delineates the three types of interventions the COCT has adopted as an integral part of its retention strategy.



**TALBE 3: Retention interventions in the COCT**

<b>High Priority Interventions</b>	<b>Low Priority Interventions</b>	<b>Institutional Interventions</b>
Talent management system	Secondment (job rotation)	Executive management support for retention of critical and scarce skills
Performance related remuneration	Job redesign	Identification of critical and scarce skilled professions
Dual career paths	Retention bonuses	Objective performance management system
Scarce skills allowances	Flexible working hours	Career pathing
Succession planning	Engendering social networks	Internal recruitment policy
Bursary allocations for high potential individuals		Management accountability for retention of key personnel
Non-financial recognition		Market related pay for all within the City
Leadership pipeline		Appropriate resourcing
		Easy return programmes
		Clearly articulated organisational vision and mission
		Creating the appropriate organisational culture

(City of Cape Town Retention Strategy, 2011:3-4)

As previously alluded to, the TMF forms an extremely important part of the HRP processes in the COCT. Interestingly, it would seem that a great emphasis is placed on the retention of staff considered to possess scarce and critical skills. It has also been clearly shown that the TMF is subsumed in the retention strategy of the COCT which leads one to believe that the foremost HRP initiative in the COCT is its retention strategy. The retention strategy thus forms the core around which the entire City’s HRP efforts are coordinated.

### **3.6 Human Resource Planning in the Department of Library and Information Services**

The fundamental function of the DLIS is to deliver a well-organized and effective service to the public with an emphasis on the following crucial areas: informational, educational, recreational and cultural services (City of Cape Town Report to Amenities & Sport Portfolio Committee, 2007:66). In order to be in a position to deliver these services, the DLIS has outlined its own staffing strategy which conforms to all the macro HRP guidelines pertaining to the COCT. The DLIS staffing strategy is intended to sensitize the executive management of the COCT to the challenges faced by the DLIS in terms of ensuring that an adequate workforce is maintained.

As a department within the Directorate of Community Services in the COCT, the DLIS is required to adhere to all legislative prescripts the City has to conform to. These include legislation at national level, local level as well as policies and strategies specific to the COCT. Moreover, the processes and strategies in the DLIS have to be in line with the strategic intent of the City's Integrated Development Plan (IDP). The staffing strategy of the DLIS therefore supports the following strategic priorities as detailed in the IDP:

- Shared economic growth and development
- Health, social and human capital development
- Good governance and regulatory reform

(City of Cape Town Report to Amenities & Sport Portfolio Committee, 2007:65)

According to the DLIS Staffing Strategy, as detailed in the Report to the Amenities & Sport Portfolio Committee (2007), the DLIS has to contend with specific challenges in particular pertaining to its HRP processes viz. the lack of funding forthcoming from Council in order to employ adequate numbers of qualified and competent staff as well as being forced to employ staff on a contract basis utilising funds received from the Western Cape Provincial Library Services (WCPLS). The situation with the funding from the WCPLS is that there is no guarantee of funds exceeding the specified 3 or 4 year duration of the grant. This environment breeds uncertainty of job security as well as the ability of the DLIS to maintain adequate service delivery levels in its facilities.

The DLIS is currently an unfunded mandate in the COCT which automatically affects the levels of remuneration in the DLIS. In fact, the remuneration of DLIS staff at lower levels than officials in other departments in the City has also been cited as a staffing problem in terms of retaining and appointing critical staff. Accordingly, trained and experienced staff is also lured to other organisations, with better prospects and remuneration being offered (City of Cape Town Report to Amenities & Sport Portfolio Committee, 2007:70).

Additional challenges faced by the DLIS pertaining to HRP are the absence of career pathing and advancement opportunities, poor retention of critical skills, low staff morale due to organisational instability as a result of constant change, loss of institutional and professional knowledge and staff shortages placing undue pressure on the remaining staff (City of Cape Town Report to Amenities & Sport Portfolio Committee, 2007:74).

### **3.7 Concluding remarks**

The foremost objective of this chapter was to provide an overview of the legislative parameters in which HRP is conducted within the COCT and by extension it's DLIS. Consequently, the chapter detailed the legislative framework under which HRP in the COCT occurs as well as the policies and strategies employed in the COCT as an organisation focusing primarily on the Recruitment and Selection Policy, the Employment Equity Policy and the TMF of the City. An examination of these policies and the TMF shows that the COCT's approach to HRP is quite comprehensive and is grounded on extensive research into talent management, succession planning and retention strategies in successful organisations.

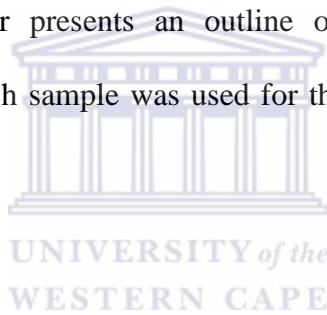
To end with, the chapter examines the HRP processes and challenges in the DLIS, which clearly indicates that, a lack of funding, loss of institutional knowledge and retention issues are the main challenges faced by the DLIS. The current categorisation of DLIS as an unfunded mandate is a situation that could hold even more detrimental consequences for the department.

## **CHAPTER 4**

### **RESEARCH FINDINGS**

#### **4.1 Introduction**

This chapter provides an outline of the research methodology applied during the execution of this study. The data was collected from the COCT on an organisational level and the DLIS within the Directorate of Community Services. The first segment of this chapter will examine the structure of the COCT after which the structure of the DLIS will be scrutinized thoroughly. The second segment of this chapter presents an outline of the research methodologies employed, which research sample was used for this study and how the data was gathered and analysed.



#### **4.2 The organisational structure of the City of Cape Town**

The Office of the City Manager is located at the top of the organisational structure of the COCT, making the City Manager the Chief Executive Officer of the City. The Deputy City Manager forms part of the City Manager's office and the following functions report directly to him:

- Ombudsman
- Forensic Services
- Executive Support
- Governance & Interface

- Integrated Development Plan
- Legal Services
- Organisational Performance Management
- Internal Audit
- Expanded Public Works Programme
- Risk Management

The following departments are also located in the City Manager's office:

- Audit Governance
- Information Systems & Project Audit
- Expenditure Audit
- Revenue & Municipal Entities Audit



Furthermore, the COCT is composed of eleven directorates which have several departments subsumed in most of them. The directorates, with their respective departments, are as follows:

1. **Community Services:** City Parks; Sport and Recreation; Library and Information Services.
2. **Social and Early Childhood Development:** Programme Development and Implementation; Strategy, Research and Knowledge Management; Support.
3. **Tourism, Events & Marketing:** Tourism; Events; Arts and Culture; Place-Marketing; Strategic Assets.

4. **Economic, Environmental and Spatial Planning:** Spatial Planning and Urban Design; Economic and Human Development; Environmental Resource Management; Planning and Building Development; Strategic Support; Finance.
5. **Finance:** Treasury; Revenue; Expenditure; Supply Chain Management; Property Valuations; Property Management; Budget; Shareholder Management; Housing Finance & Leases; Inter-Service Liaison.
6. **Health:** Clinics and Environmental Health; Air Quality Management; AIDS/STI/TB; Health Information; Food Control/Monitoring; Water Control/Monitoring; Noise Pollution.
7. **Transport, Roads and Storm water:** IRT Implementation; IRT Operations; Transport; Roads & Storm water; Strategic Support.
8. **Corporate Services:** Strategic Human Resources; Personnel Services; Employment Equity; Information Systems & Technology; Legal Services; Communication; Specialised Technical Services; Customer Relations & Administrative Services.
9. **Safety and Security:** Emergency Services; Metro Police; Law Enforcement & Security; Traffic Services; Specialised Services.
10. **Human Settlements:** Informal Settlements; Existing Settlements; New Settlements; Housing Land & Forward Planning; Strategy, Support & Co-ordination.

**11. Utility Services:** Electricity Services; Water & Sanitation; Solid Waste Management; Service Authority; Service Regulation & Logistics.

The approximately 25, 000 employees of the COCT are spread across the spectrum of services the directorates represent. The skills and competencies necessary for each department to fulfil its service delivery obligations are extremely extensive and in many cases highly specialised. The COCTs diverse workforce is made up of 7 855 women and 17 535 men from several population groups, viz. African, Coloured, Indian and White (City of Cape Town, 2011). This disparity in gender ratios in the COCT workforce clearly illustrates the need for excellent HRP interventions in order to enable the City to meet its service delivery obligations as well as fulfil its legislative obligations pertaining to HRM matters in a satisfactory manner. As previously alluded to in chapter 2, skills retention and succession planning are of tremendous importance to an organisation such as the COCT due to its wide spread skills requirements.

The size of the population living in the COCT for which the COCT as an organisation has to provide sustainable service delivery should also be taken into account. In 2007, the total population of the COCT was found to be 3.4 million people inhabiting a total of approximately 904 000 households spread over a total area of 2 461 square kilometres (City of Cape Town, 2011). According to Romanovsky (2006:9), the population growth projection for the COCT is an additional 300 000 people by 2021.

Although this is a relatively small growth projection it constitutes an example of the type of future scenarios the COCT has to take into account when going about



strategic planning. It also emphasises the need for HRP in order to ensure that the labour force is sufficient in order to provide adequate services to the people of the COCT.

In chapter 2, the TMF and the City's Retention Strategy were discussed on an organisational level to contextualise HRP in the DLIS. The main focus of the study however, deals with HRP challenges in the DLIS.

### **4.3 The departmental structure of the Department of Library and Information Services**

The DLIS consists of 104 libraries geographically spread across the entire COCT. In addition to these libraries, the DLIS also provides a mobile library service to certain parts of the City on a roster basis. Each library has a Head Librarian managing the day to day operations of the library with the relevant staff reporting to him or her. The libraries are geographically grouped into six districts, each with its own District Manager. The libraries make up the operational division of the DLIS with mobile libraries falling under technical services.

The support division of the DLIS is made up of five subdivisions viz. Collection Development (including Technical Services), Library Marketing & Research, ICT, Finance and Support Services (administrative functions pertaining to human resources). Each of these subdivisions has a manager at its head with the relevant staff reporting to him or her. At the head of the entire department sits the Director of the DLIS who reports directly to the Executive Director of the Community Services Directorate. At the moment the DLIS has a staff compliment of in excess

of 800 employees, making it quite a large department having to deal with a plethora of challenges, relating particularly to human resources, without the proper funding as the DLIS is an unfunded mandate in the COCT.

#### **4.4 Research procedures**

The questionnaire was administered to a total of 25 officials in the DLIS and the Talent Management section of the COCT and deals with HRP in the DLIS. The respondents in the DLIS include 15 Head Librarians across all three categories of libraries, viz. community, regional and city-wide libraries. The 6 District Managers, Support Services Manager, Collection Development Officer and Senior Professional Officer: Education, Training and Development (ETD) make up the rest of the respondents in the DLIS. Furthermore, the Head of the Talent Management section and her immediate subordinate were also included in the sample.

A total of 21 questionnaires were returned to the researcher resulting in a response rate of 84%. These questions will now be analysed after which the researcher will attempt to prove the derivation of the problem statement and a conclusion will follow from this analysis.

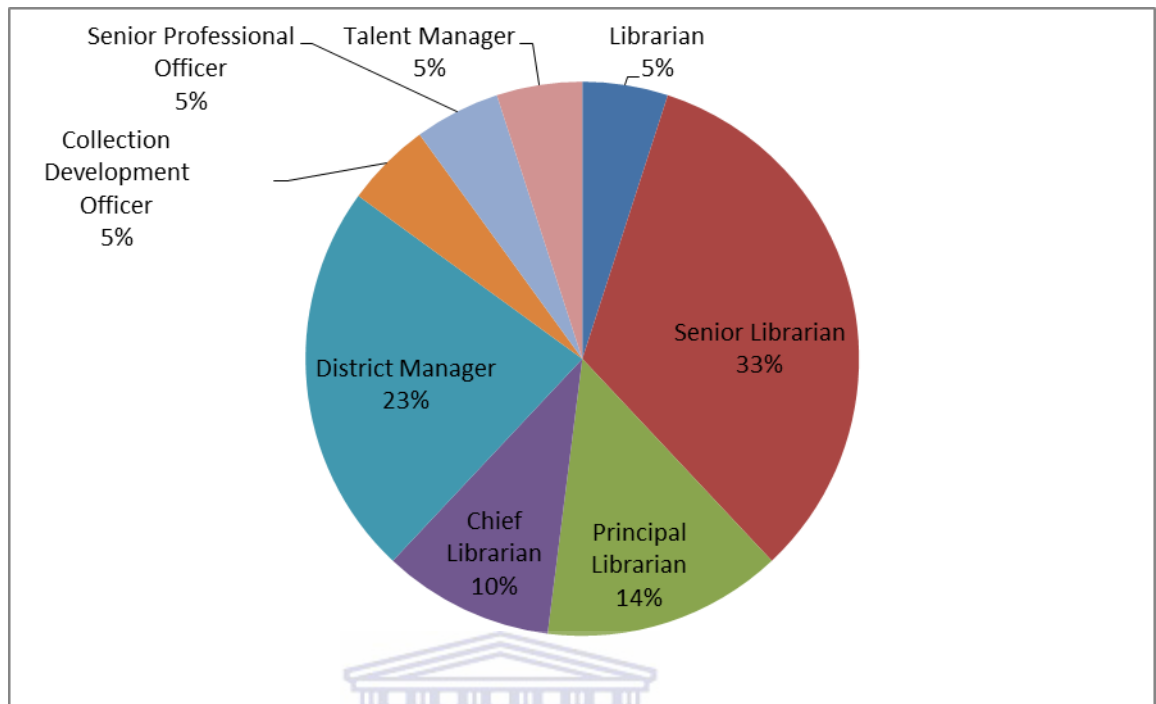
#### **4.5 Analysis of the questionnaire**

##### **Question 1: What position do you currently hold in the Department of Library and Information Services?**

This question was posed in order to determine the designations filled by the respondents which would give an indication of the amount of Senior, Principal and Chief Librarians as well as officials in the support services section and senior management of the DLIS who have responded. The question would also indicate if any officials outside the DLIS responded to the questionnaire. The question gives the researcher an approximate indication of the size of the staff compliment the respondent is responsible for as staff allocations do not vary significantly from library to library in a specific category.

As can be seen in figure 1 given below, the majority of the questionnaires were completed by Senior Librarians, 7 respondents representing 33% of the sample, followed by District Managers in the DLIS, 5 respondents representing 24% of the sample. The next largest group of respondents is made up of Principal Librarians, 3 respondents representing 14% of the sample, followed by Chief Librarians, 2 respondents representing 9% of the sample. Furthermore, 1 Librarian, 1 Collection Development Officer, 1 Talent Management Manager of the COCT, and 1 Senior Professional Officer each representing 5% of the sample completed the questionnaire.

**Figure 1: What position do you currently hold in the DLIS?**



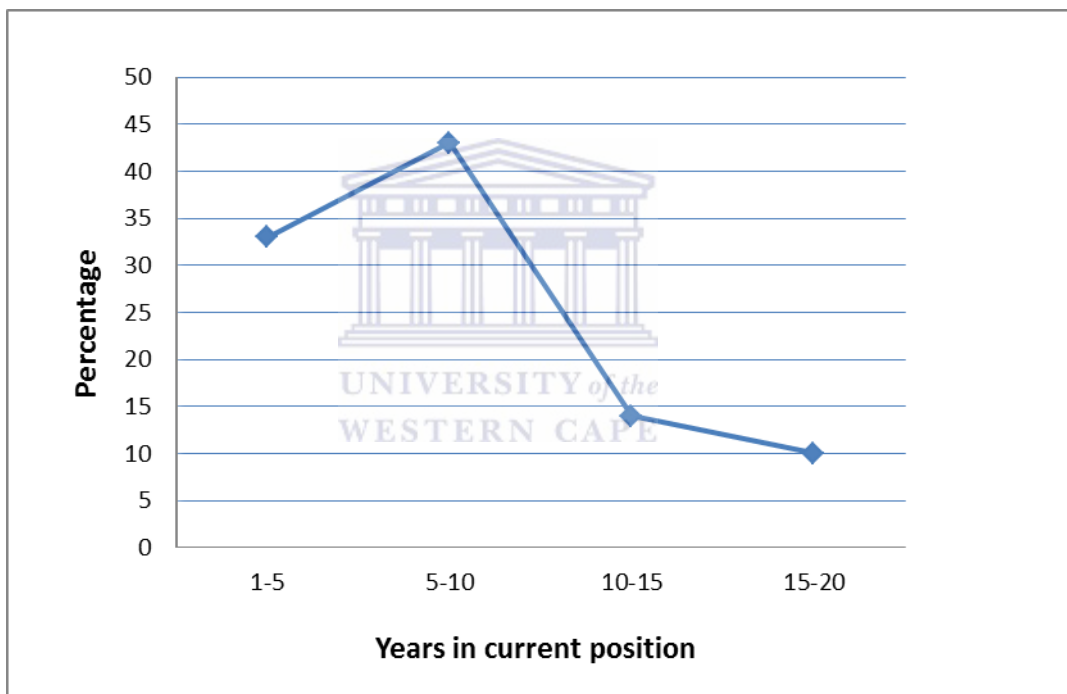
**Question 2: How long have you been in this position?**

This question was posed in order to get an indication of the length of time the respondents have been in their current positions as the probability of them having had to deal with human resource related challenges in their sphere of control is more likely if they have filled the position for a substantial period of time. A respondent who has been in a position for a longer period of time would also be more likely to have a good sense of the HRP processes as well as have a well-informed opinion on HRP activities in the DLIS.

An aspect which is clearly indicated in figure 2 is that the sample represents a fairly broad scope of experience and exposure of the officials in the DLIS. As depicted in figure 2, the majority of the respondents have occupied their

respective positions for a period of 5 to 10 years, 9 respondents representing 43% of the sample. The second largest group have been in their current positions for a period of 1 to 5 years, 7 respondents representing 33% of the sample, followed by 3 respondents representing 14% who have been in their positions for 10 to 15 years and finally, 2 respondents representing 10% of the sample who have been in their positions for 15 to 20 years.

**Figure 2: How long have you been in this position?**



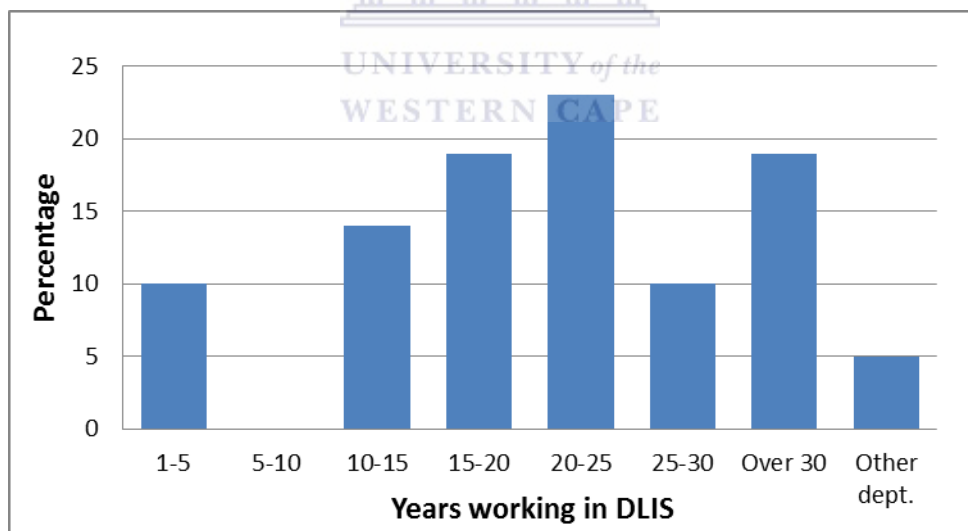
**Question 3: How long have you been working in the DLIS?**

Question 3 was posed in order to establish how long the respondents have been working in the DLIS and consequently the COCT. The period of employment of the respondents in the COCT gave the researcher an idea of the level of exposure and probable understanding the respondents possessed with regard to the

relationship between HRP processes in the DLIS and the COCT at large. A total of 20 respondents work in the DLIS representing 95% of the sample; the other 5% represents 1 respondent, the Manager of the Talent Management section in the DSHR who has been working in this department for 25 to 30 years.

Figure 3 indicates that 23% of respondents have been working in the DLIS for 20 to 25 years, 19% of respondents for 15 to 20 years and a further 19% for over 30 years. Moreover, figure 3 shows 3 respondents representing 14% of the sample has been working in the DLIS for 10 to 15 years, 2 respondents representing 10 % have been working in the DLIS for 25 to 30 years while 2 respondents representing another 10% have been with the DLIS for 1 to 5 years.

**Figure 3: How long have you been working in the DLIS?**



**Question 4: To the best of your knowledge, what does HRP entail?**

This was an open-ended question aimed at gauging the respondents' understanding of what HRP actually entails. Four respondents amounting to 19% stated that HRP is the process of shaping the staff of an organisation to ensure that it is capable of meeting the organisation's objectives. This is done by ensuring that the right people are matched to the appropriate positions. Three respondents equating to 14% mentioned that in addition to the right people being appointed in the right positions, employee development is also a component of HRP.

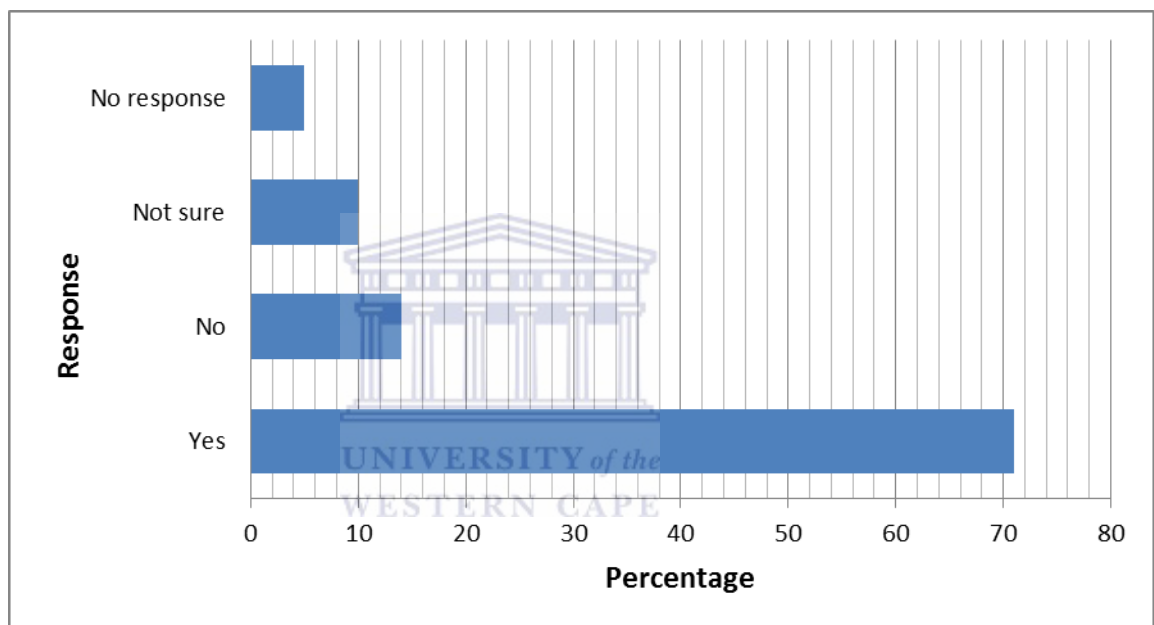
Nine respondents representing 43% of the sample noted that in conjunction with effective recruitment and selection processes, HRP also encompasses career pathing, mentoring and coaching, talent management and succession planning. Three respondents representing 14% simply stated that HRP deals with managing the human resources of an organisation according to its objectives whilst one respondent representing 5% stated that HRP is the management of the human factor within any company. One respondent amounting to 5% did not answer the question.

**Question 5: Does the DLIS have a HR plan?**

This question was posed in order to establish the general perception of DLIS officials with regard to whether the DLIS actually has a HRP. Figure 4 indicates that 15 respondents representing 71% of the sample responded that DLIS does have a HRP, while 3 respondents representing 14% of the sample responded that the DLIS does not have a HRP.

A noteworthy point is that two of these respondents have been working in the DLIS in excess of 20 years. Furthermore, 2 respondents representing 10% responded that they were not sure. Interestingly, one of these respondents has been working in the DLIS for 23 years and has never seen an HRP for the DLIS. One respondent accounting for 5% did not respond to the question.

**Figure 4: Does the DLIS have a human resource plan?**



**Question 6: How do the HRP processes of the COCT impact on that of the DLIS specifically?**

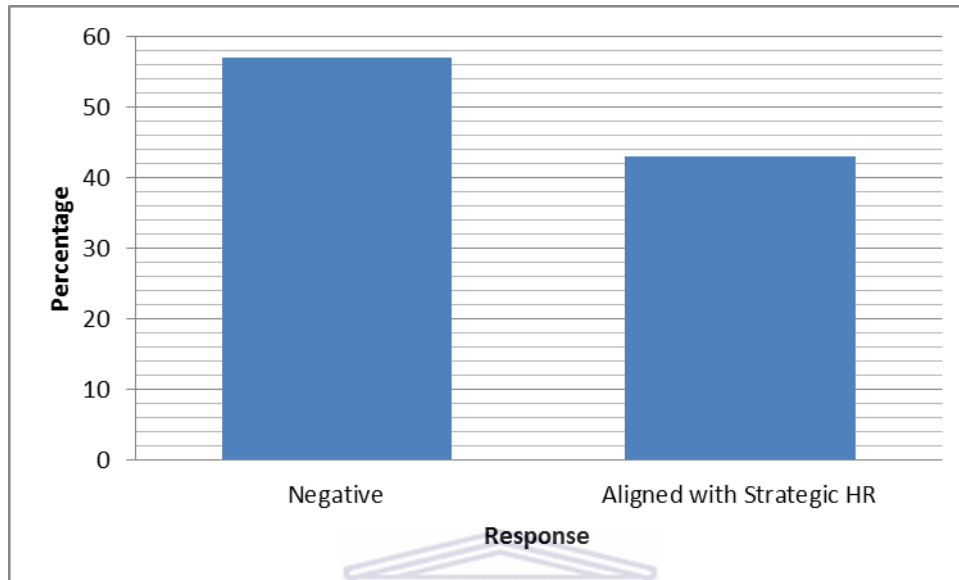
This was an open-ended question. Figure 5 given below clearly shows that 12 respondents equating to 57% of the sample responded that the HRP processes of the COCT impact negatively on that of the DLIS. The remaining 9 respondents representing 43% merely indicated that the HRP processes in the DLIS are aligned with those of the COCT as prescribed by the DSHR.



A range of reasons for the perceived negative impact on the HRP processes of the DLIS were presented:

- The DSHR does not take the unique environment of the DLIS into account viz. the DLIS classification as an unfunded mandate as well as the late opening hours of libraries.
- Adherence to DSHR HRP guidelines results in great time lapses before vacancies are filled.
- Employment Equity policies determined by DSHR impact adversely on HRP in the DLIS.
- Filling vacancies is reactive due to the administrative processes at corporate level.
- Tedious human resources processes at corporate level result in substantial time lapses between vacancies occurring and being filled.
- Salary and budget cuts/reductions and time delays filling vacancies.
- The DSHR is demanding and removed from grass roots service delivery challenges.
- The DSHR distances itself from operational consequences of imposed HRP activities and policies.
- The unique service delivery needs of the DLIS are not taken into account by the DSHR.
- The bulk interviewing process results in inappropriate appointments made at libraries on a frequent basis.

**Figure 5: How do the HRP processes of the COCT impact on that of the DLIS specifically?**



**Question 7: How do the HRP processes in the DLIS address personnel challenges such as resignations, promotions and retirements?**

This was an open-ended question which yielded the following responses:

**Resignations:**

Six respondents equating to 29% of the sample indicated that the DLIS makes use of exit interviews which are a DSHR requirement and alerts the DLIS to any issues resulting in resignations. A further 7 respondents representing 33% of respondents noted that the usual processes pertaining to filling vacancies apply, viz. recruitment and selection, employment equity obligations, etc.

Eight respondents amounting to 38% of respondents mentioned a range of issues which impact on HRP in terms of filling vacancies after resignations:

- An exit interview is utilised in order to identify concerning reasons for resignations. However, the exit interviews are done on a voluntary basis and not across all designations.
- Resignations are dealt with by the career and succession planning component within DSHR. The DLIS has no processes in place to deal with resignations adequately.
- The DLIS approach to resignations is reactive.
- The DLIS has no succession planning strategies in place and corporate processes are not being rolled out effectively.
- An internal transfer process for vacancies, secondments and acting posts for key positions are utilised in the DLIS as a means of mitigating the effects of the usual recruitment and selection processes which take extremely long to fill key positions.

### **Promotions:**

Two respondents making up 10% of the sample noted that there are processes in place pertaining to promotions but that career pathing is absent in the DLIS. Nine respondents accounting for 43% of the sample mentioned that promotions are not routine based on experience, achievements and performance but take place through the usual recruitment and selection processes where individuals have to apply for a more senior post.

Ten respondents representing 47% of the sample mentioned various issues with regard to promotions:

- Due to a lack of succession planning, huge gaps are left by applicants who successfully apply for a promotion.
- The scope for promotion is limited due to the large amount of applicants for more senior posts which is compounded by the fact that the DLIS' approach to promotions is reactive.
- According to the manager of the Talent Management section in the COCT, promotions are dealt with by the career and succession planning component of which a skills assessment is a feature in order to match the right person to the right position.
- DLIS officials noted that temporary labour broker appointments are made to mitigate gaps left by promoted individuals.
- DLIS officials also mentioned that it is problematic to find suitably qualified people to fill senior positions.
- Currently, staff are groomed for promotion by allowing them to act in more senior positions temporarily, by delegating tasks requiring more responsibility to them, and then the motivation to fill the vacancy is submitted and the recruitment and selection process is followed.
- It was also acknowledged that the lack of career pathing and acknowledgement of performance is demoralising for staff.

## **Retirements:**

Two respondents comprising 10% of the sample noted that there is no mechanism to ensure the transfer of institutional knowledge from retiring employees to existing and new employees in the DLIS. An additional 4 respondents representing 19% of the sample indicated that a vacancy left due to retirement can only be advertised once the employee has retired and that this practice often results in a post being vacant for months.

Three more respondents amounting to 14% of the sample mentioned that the COCT runs workshops aimed at preparing employees for retirement. An additional 3 respondents representing another 14% of the sample noted that the COCT requires employees to inform the organisation of their intention to retire in advance. Two respondents reflecting 10% of the sample noted that vacancies left due to retirements are exclusively filled if the salary budget of the DLIS is sufficient. Two more respondents making up 10% more of the sample mentioned that the DLIS' approach to handling retirements is reactive.

Five respondents equating to 23% of the sample mentioned a combination of factors impacting on HRP due to retirements:

- The DLIS has implemented training sessions to facilitate the transfer of institutional knowledge from retiring individuals to new employees.
- Planning to fill vacancies left by retiring people is practiced in the DLIS; the administrative requirements must be fulfilled timeously in order to fill posts as quickly as possible and a need for scarce skills is taken into account when filling vacancies.

- Employees are obligated to retire at their retirement age hence retirements are considered to be a risk due to the loss of experienced professional staff.

**Question 8: How does the Talent Management initiative of the COCT impact on the HRP processes of the DLIS pertaining to staff turnover and low staff morale?**

This was an open-ended question which yielded the following responses: Eight respondents reflecting 38% of the sample indicated that the Talent Management initiative is not yet properly implemented in the DLIS but felt that it would have positive implications for employees as the DLIS focuses on qualified individuals.

Three respondents equating to 14 % noted that Talent Management is a theoretical exercise in the DLIS and it is not yet properly implemented due to practical implications in the DLIS not being addressed at corporate level. Two respondents representing 10% felt that the Talent Management implementation in the COCT is haphazard and staff view it with suspicion.

Eight respondents representing the final 38% of respondents noted various issues with regard to the Talent Management initiative of the COCT:

- PDP assessments have been conducted but the actual results of Talent Management implementation remain to be seen.
- The work place skills plan addresses developmental requirements in order to ensure job requirements are met. Talent is not recognised in the DLIS and is not utilised for the benefit of the department.

- Staff turnover is not high in the DLIS and morale issues are not confined to Talent Management.
- Information indicating that the Talent Management initiative is being implemented has been disseminated but officials do not have any experience pertaining to it.

A noteworthy response within the latter 38% of respondents indicated that the Talent Management Framework of the COCT provides an integrated framework for all departments in the COCT and deals with; competency frameworks and management, strategic staffing, career and succession planning, performance management, attraction and retention, skills development and personal development plans, and leadership development.



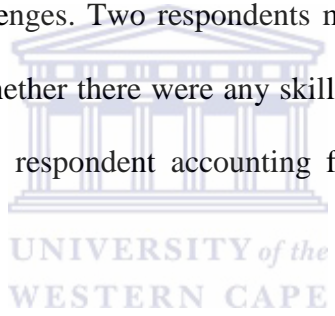
**Question 9: Does the HRP process of the DLIS include interventions aimed at dealing with skills development challenges?**

Figure 6 given below denotes that 17 respondents accounting for 80% of the sample responded yes to the question. Several interventions aimed at addressing skills development in the DLIS were identified by the sample. It was mentioned that PDPs assist the employer and employee to identify skill areas requiring development. It was also noted that the work place skills plan (WPSP) addresses areas of development and that the DLIS makes internal bursaries available to unqualified DLIS staff members.

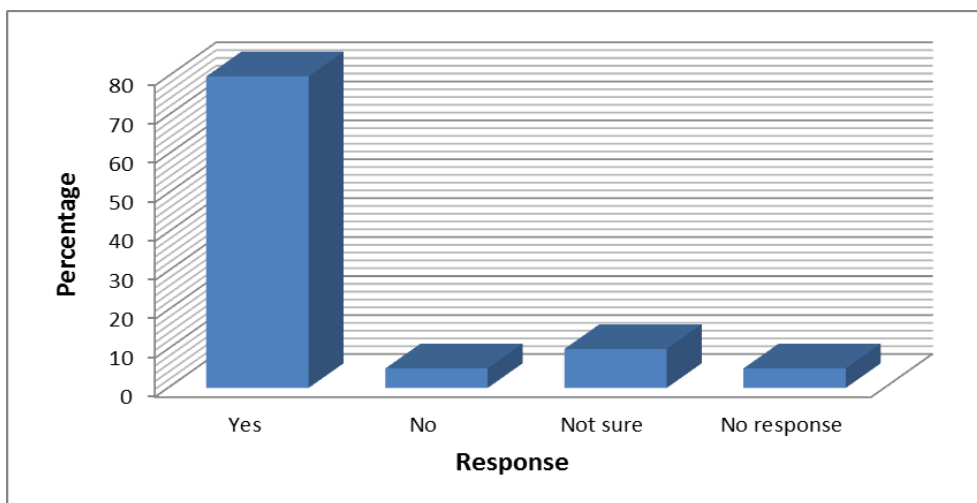
Furthermore, the ETD section in the DLIS promotes skills development by securing training interventions to fulfil training requests from staff in the WPSP.

Unfortunately, the ETD section faces challenges with regard to procurement of training interventions as well as budgetary constraints. Due to the lack of variety of training interventions in the WPSP, it does not seem to address real areas of development but merely fulfils training requests based on desire rather than skills shortcomings. Skills transfer from experienced employees to newer employees is not facilitated effectively in the DLIS which, if utilised effectively, could benefit the DLIS without the need for additional funding for training.

One respondent representing 5% of the sample responded no to the question. The respondent was not aware of any interventions in the DLIS aimed at addressing skills development challenges. Two respondents making up 10% responded that they were not sure of whether there were any skills development interventions in place in the DLIS. One respondent accounting for 5% of the sample did not respond to the question.



**Figure 6: Does the HRP process of the DLIS include interventions aimed at dealing with skills development challenges?**





**Question 10: How does the HR plan of the DLIS address the following challenges: loss of institutional memory, staff lacking specific skills, development of skills, loss of critical skills, lack of supervisory skills and leadership development?**

This was an open-ended question which yielded the following responses:

**Loss of institutional memory:**

Eight respondents representing 38% of the sample stated that the loss of institutional memory is not addressed in an organized way in the DLIS. Three respondents equating to 14% noted that this issue is being addressed informally through coaching and mentoring in the workplace. Two more respondents representing 10% mentioned that outgoing staff assists with the development of new staff members while 1 respondent representing 5% mentioned that knowledge is shared through workshops as well as adult and children's interest groups. Seven respondents making up 33% did not respond to this part of the question.

**Staff lacking specific skills:**

Seventeen respondents amounting to 80% of the sample noted that training identified in the WSP is utilised in order to address the lack of specific skills amongst DLIS staff. These respondents also noted that a great deal of in-house training is done in an attempt to address a lack of skills amongst staff in the DLIS without additional budgetary demands. One respondent representing 5% stated that the lack of specific skills in the DLIS is not addressed adequately while

another respondent representing 5% as well did not respond to this part of question 10.

Two respondents representing 10% of the sample did not answer the question accurately; their responses were that customer care training should be prioritised and that contracts should be offered to retiring people in order to retain skills in the DLIS. These two respondents did not state how staff lacking specific skills is addressed by the HRP processes in the DLIS. They rather suggested a course of action.

#### **Development of skills:**

Sixteen respondents amounting to 75% stated that skills development is addressed by training identified in the WSP. Three respondents each representing 5% of the sample stated different answers: skills development is addressed informally by supervisors mentoring staff and by recommending training interventions; natural abilities of employees such as artistic ability is not boosted by WSP specific training; the WSP training is lacking due to budgetary constraints in the DLIS. Two respondents representing 10% did not respond to this section of the question. Some general suggestions aimed at addressing skills development in the DLIS include intra-departmental initiative aimed at promoting a reading culture; more in-house training and bursaries for staff members as well as using the new PDPs effectively in the future.

#### **Loss of critical skills:**

Furthermore, 9 respondents representing 41% of the sample stated that the loss of critical skills in the DLIS is not being addressed at all. Two respondents

representing 10% noted that the DLIS recruits new employees with the required skills and qualifications in an attempt to mitigate the loss of critical skills due to resignations and retirements. An additional 10% of respondents mentioned that the DLIS makes use of in-service training to bring new employees up to speed by transferring critical skills to them.

Three respondents each representing 5% of the sample provided different answers: The DLIS re-trains individuals lacking critical skills; currently the DLIS is losing critical skills and it seems that new employees do not wish to acquire these skills; the DLIS should re-employ retired people in order to coach new employees on the job. A point that was raised several times is that cataloguing has become a critical skill in recent years which is currently a problem for the DLIS as adequately experienced personnel are difficult to recruit. Five respondents amounting to 24% did not respond to this part of the question.

#### **Lack of supervisory skills:**

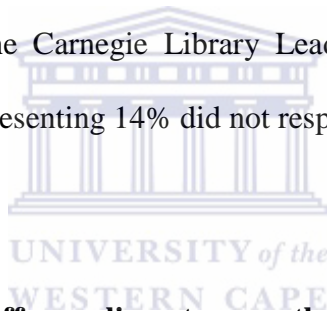
Thirteen respondents representing 60% of the sample agreed that the problem of a lack of supervisory skills is addressed by the WSPS of the DLIS. Two respondents representing 10% indicated that this issue is addressed by utilising PDPs of the applicable staff members. An additional 2 respondents equating to 10% mentioned that the lack of supervisory skills in the DLIS is not addressed at all.

Three respondents each representing 5% provided various answers to the question: the lack of supervisory skills is addressed by District Managers in the DLIS as problems arise; the librarians in charge implement in-house training to

address the issue; and mentoring and coaching are interventions the DLIS utilises to address the lack of supervisory skills in the department. One respondent equating to 5% did not respond to this part of the question.

**Leadership development:**

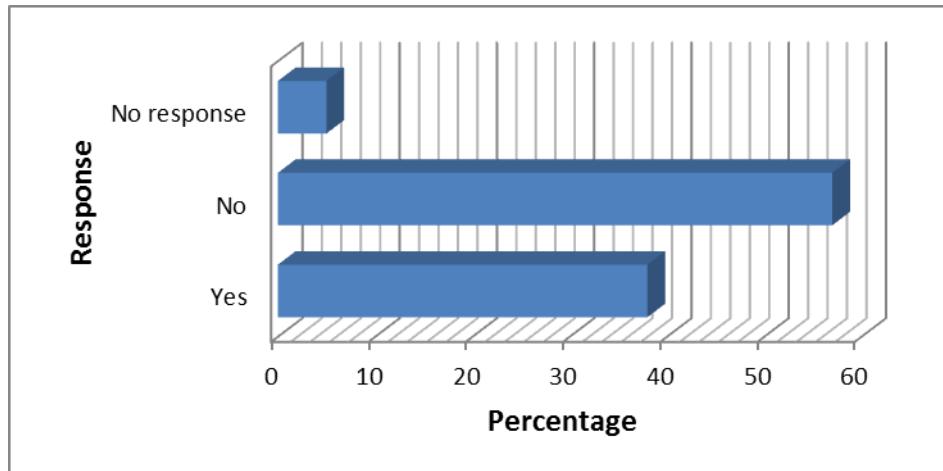
Fourteen respondents amounting to 67% of the sample agreed that leadership development in the DLIS is addressed through the WPSP. Three respondents representing 14% stated that leadership development is addressed through mentoring and guidance from line management in the DLIS. One respondent mentioned that the DLIS makes use of training interventions funded by external organisations such as the Carnegie Library Leadership Academy and LIASA, whilst 3 respondents representing 14% did not respond to this part of question 10.



**Question 11: Is your staff compliment currently at full capacity?**

Figure 7 below clearly reflects that 8 respondents representing 38% of the sample indicated that their staff compliment is currently at full capacity. On the other hand, 12 respondents equating to 57% indicated that their staff compliment is currently not at full capacity, while 1 respondent representing 5% did not respond to the question.

**Figure 7: Is your staff compliment currently at full capacity?**



**Question 12: What percentage of your current staff compliment are contract appointments?**

Five respondents representing 24% of the sample reported that they do not have any contract appointments at their libraries. One respondent representing 5% of the sample did not respond to the question, another accounting for 5% responded that the amount was high but that the respondent was not sure of the percentage and another also accounting for 5% responded that they did not have the information.

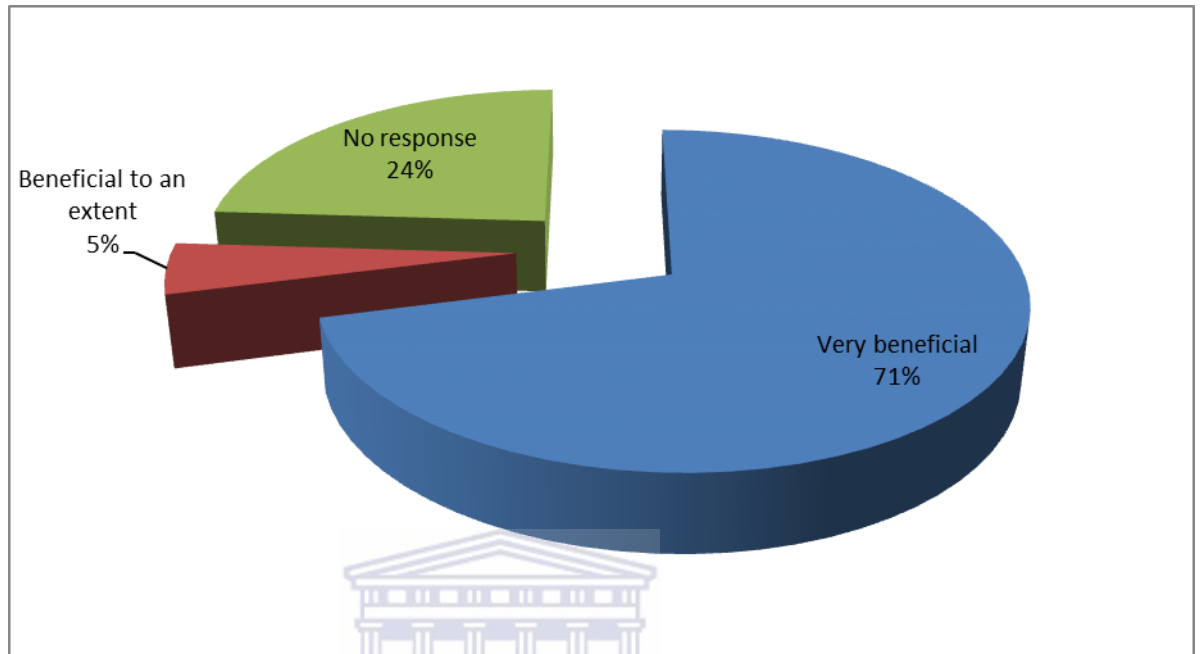
The remaining 13 responses accounting for 61% of the sample indicated the following: 6 respondents fall in the 1% - 10% group; 3 respondents fall in the 10% - 20% group; 3 respondents fall in the 20% - 30% group; and 1 respondent falls in the 30% - 40% group.

**Question 13: To what extent is the utilisation of contract appointments beneficial in terms of the day to day operations in your sphere of control?**

Figure 8 indicates that 15 respondents equating to 71% of the sample indicated that the utilisation of contract appointments in their sphere of control is very beneficial for several reasons. One respondent representing 5% stated that contract appointments can only be linked to short term projects making the use of contract appointment beneficial to an extent, while 5 respondents accounting for 24% did not respond to the question.

Positive responses include the following: Contract staff members enable libraries to remain open for the minimum hours they are supposed to deliver services to the public. The contract staff members contribute in a manner that enables libraries to fulfil their business plan targets. Some respondents felt that the utilisation of contract employees resulted in valuable time spent on training staff is wasted when the staff member leaves the library. The uncertainty around contract appointments in terms of job security also leads to a lack of motivation and commitment in contract staff.

**Figure 8: To what extent is the utilisation of contract appointments beneficial in terms of the day to day operations in your sphere of control?**



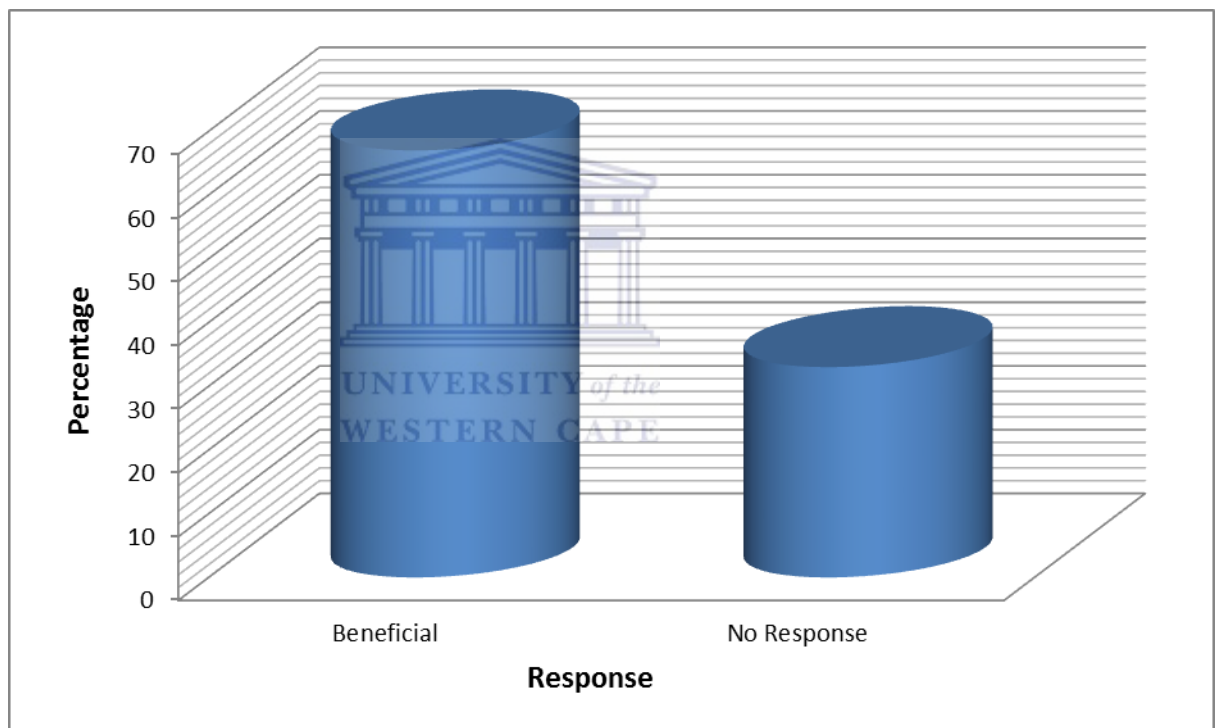
**Question 14: To what extent is the utilisation of part-time appointments (whether contract or permanent) beneficial in terms of the day to day operations in your library?**

Figure 9 below illustrates that 14 respondents representing 67% of the sample indicated that the utilisation of part-time appointments is beneficial in terms of the day-to-day operations in their libraries. Seven respondents amounting to 33% of the sample did not respond to the question.

Positive responses include the fact that part-time staff work 25 hours per week making their work schedules very flexible giving the library manager the option of changing a part-time employees shift in order to fill a gap in another shift left

due to illness of other work commitments. Part-time staff also gives professional staff the opportunity to focus on tasks that are more demanding and require more time to complete. Part-time staff man the issuing desk most of the time and keeps the daily operations running smoothly.

**Figure 9: To what extent is the utilisation of part-time appointments (whether contract or permanent) beneficial in terms of the day-to-day operations in your library?**



**Question 15: To what extent does the utilisation of contract appointments affect the service delivery at your library over an extended period of time?**

Figure 10 below clearly illustrates the responses as follows; 3 respondents equating to 14% of the sample indicated that contract staff have positive influence

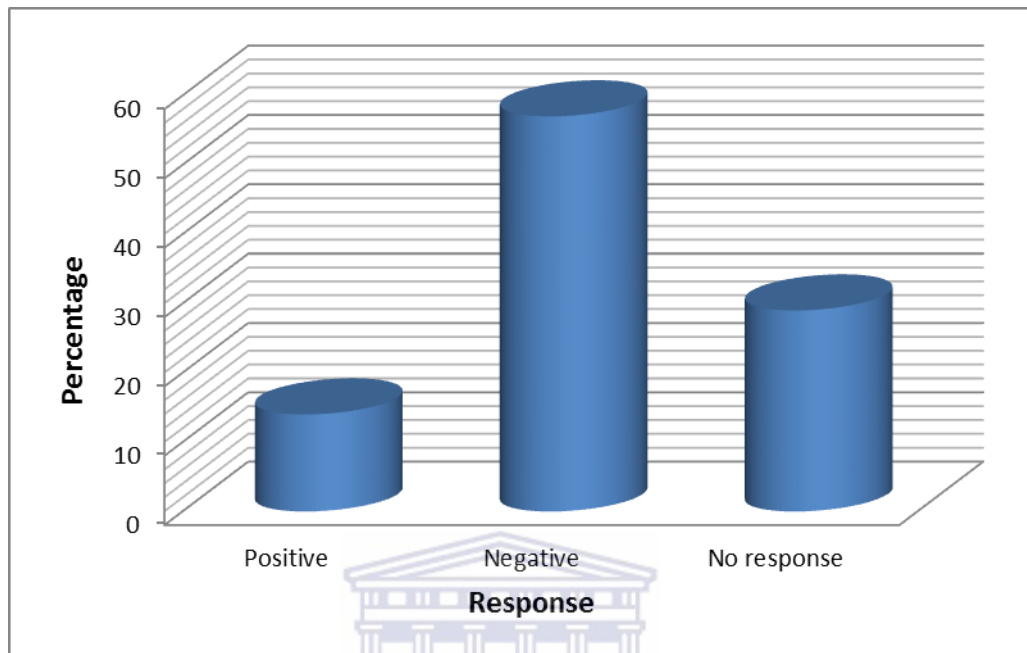


on service delivery over an extended period of time. The utilisation of contract employees enables libraries to extend opening hours for the public and in so doing, improve on service delivery levels in general.

Eleven respondents accounting for 52% of the sample indicated that utilising contract employees has a negative effect on service delivery over an extended period of time. The high staff turnover results in service delivery becoming disjointed and faltering at libraries. Contract employees cannot be assigned to long-term projects which puts the permanent staff members under pressure. Business planning with contract staff is a problem as one is never certain of how long they will be a member of the team. Productivity from contract employees is poor due to a lack of commitment as certainty with regard to job security is a factor. Skills development of contract employees over the long term is not really possible and valuable time is wasted on re-training new contract staff members who replace those that move on.

One respondent representing 5% of the Sample indicated that the public does not differentiate between professional and non-professional staff (usually contract employees) which leads to difficulty with regard to managing the level of service delivery. Six respondents accounting for 29% of the sample did not respond to the question.

**Figure 10: To what extent does the utilisation of contract appointments affect the service delivery at your library over an extended period of time?**

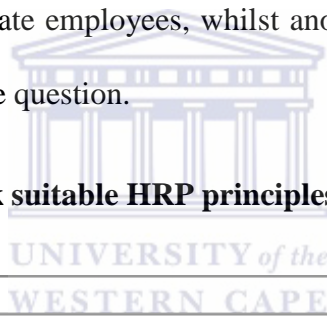


**Question 16: Do you think suitable HRP principles are utilised in the DLIS?**

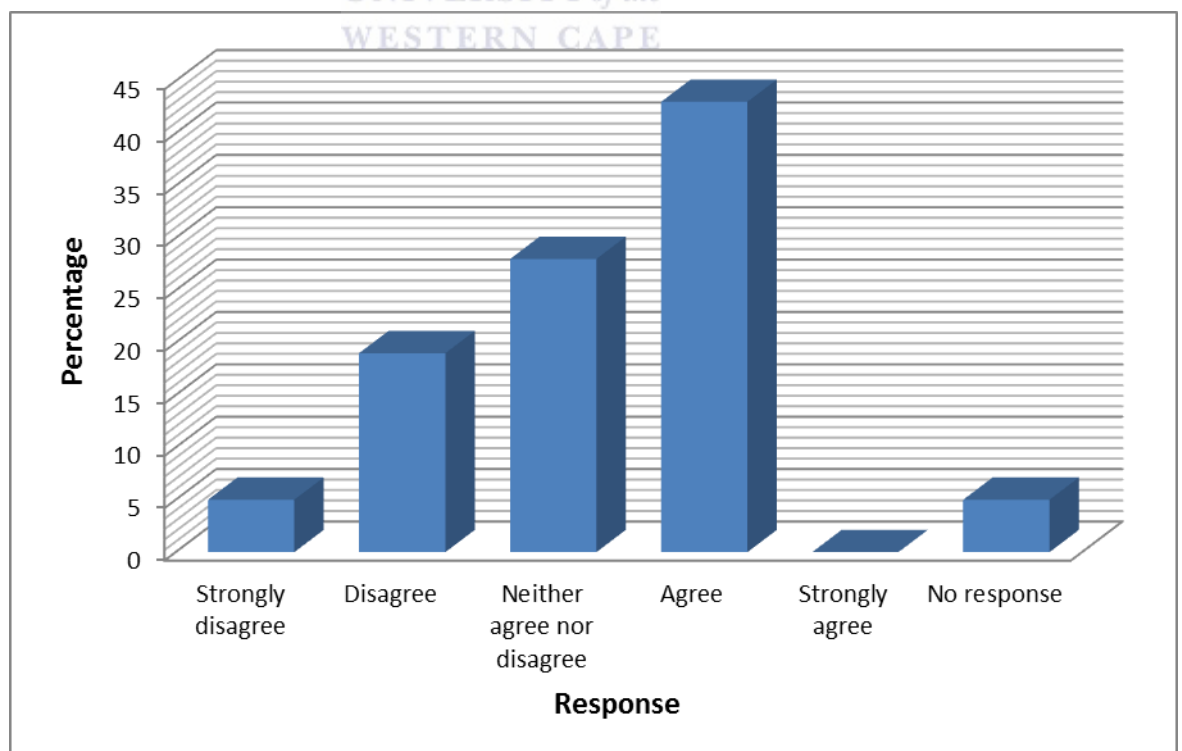
Responses to the question were gauged utilising the Likert scale. The scale ranges of the question were as follows: Strongly disagree; disagree; neither agree nor disagree; agree; and strongly agree. Figure 11 below indicates that 9 respondents representing 43% of the sample agreed that suitable HRP principles are utilised in the DLIS. The WSP resulting in the development of staff was mentioned as a good HRP process. Another point that was mentioned is that despite budgetary constraints planning is done in order to enable the department to function as close to optimal as possible. Newly appointed employees are placed where there are staff shortages in libraries.

Four respondents equating to 19% indicated that they disagree implying that unsuitable HRP principles are utilised in the DLIS. HRP in the DLIS is dictated by the DSHR which does not take the environment in the DLIS into account. Furthermore, HRP in the DLIS is impeded by administrative and control problems with regard to procedures and workflows.

Six respondents making up 28% indicated that they neither agree nor disagree with the question and 1 respondent accounting for 5% strongly disagreed implying that the HRP principles utilised in the DLIS are absolutely inadequate, specifically the placement of inaccurate job advertisements leading to appointments of inadequate employees, whilst another respondent accounting for 5% did not respond to the question.



**Figure 11: Do you think suitable HRP principles are utilised in the DLIS?**

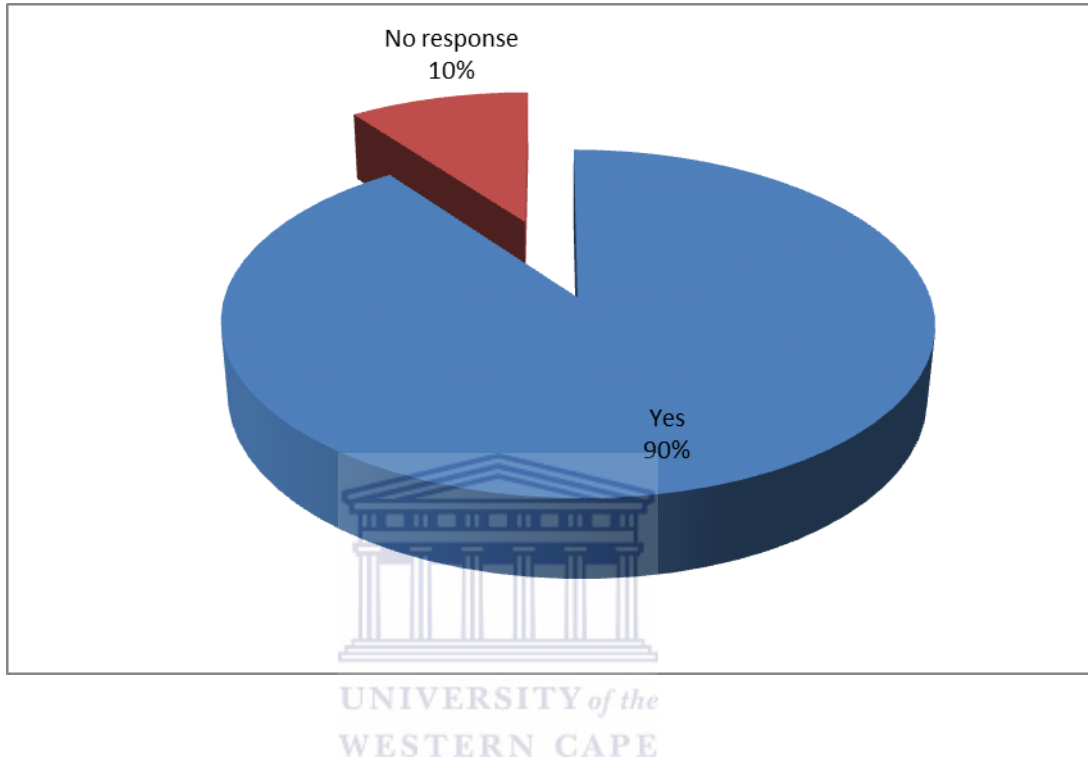


**Question 17: To the best of your knowledge are there any factors (external or internal) which could or do pose challenges to the human resource planning processes in the DLIS?**

This was an open-ended question. Figure 12 indicates that 19 respondents representing 90% of the sample responded yes to the question. The lack of upward mobility for aspiring quasi-professional staff and the issue of qualified staff lacking specific competencies were mentioned as challenges.

Furthermore, employment equity obligations and the lack of succession planning and the failure to attract and retain sufficiently qualified candidates in the DLIS are considered major challenges with budgetary concerns, due to classification as an unfunded mandate, and the uncertainty of contract appointments contributing to the challenges the DLIS faces with regard to effective HRP. Deaths, resignations and illness are all considered challenges to HRP in the DLIS as well. Two respondents making up the remaining 10% of the sample did not respond to the question.

**Figure 12: To the best of your knowledge, are there any factors (external or internal) which could or do pose challenges to the HRP processes in the DLIS?**



**Question 18: What measures have been put in place or are being devised in order to deal with these challenges?**

This question was open-ended and yielded the following responses: Four respondents representing 19% of the sample noted that motivation for additional funds for the DLIS to convert current contract appointments to permanent posts and create new positions is currently done on an on-going basis. The conversion of contract positions to permanent positions will aid the DLIS in combating the loss of critical skills as well as promote knowledge in the department. Four more respondents accounting for 19% of the sample stated that they are not aware of

any measures in the DLIS aimed at addressing external or internal challenges to the HRP processes in the department.

Two respondents making up 10% mentioned that DLIS employees are encouraged to study but are only allocated 10 days per annum for study and exam leave resulting in the time of study lengthening considerably. They also mentioned that the PDPs identify areas of development which gives the employer a better idea of which interventions will yield the best results in terms of development. Two more respondents equating to 10% noted that induction programmes and the WPSP promote good HRP processes in the DLIS.

An additional 2 respondents equating to 10% of the sample stated that external funding is utilised in order to fill contract positions which contributes positively to service delivery in libraries that receive contract appointees. Two respondents representing 10% mentioned that training interventions such as diversity management, language courses and in-house mentoring promotes better service delivery and compliments the HRP processes in the DLIS.

Four respondents each accounting for 5% mentioned several issues which further complicate HRP processes in the DLIS. The current bulk interview processes utilised by DLIS does not yield acceptable results as the appointees do not fulfil library specific criteria. The implementation of corporate strategies does not take the unique circumstances of the DLIS into account. Within the same group it was mentioned that the DLIS advocates for additional funding for salaries in the different political spheres. The DLIS also holds discussions with tertiary institutions with regard to adapting their curricula in order to deliver adequately

qualified graduates. One respondent accounting for 5% did not respond to the question.

**Question 19: Who should be responsible for HRP?**

This was an open-ended question which yielded the following responses: Nine respondents accounting for 43% of the sample indicated the human resources section of the DLIS in consultation with line management in the DLIS should be responsible for HRP as these are the people who best understand the specific challenges the DLIS faces with regard to human resource matters.

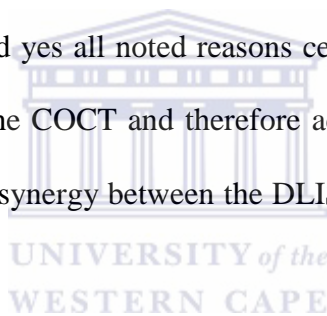
The next largest segment of the sample, made up of 4 respondents, accounting for 19%, indicated that the responsibility for HRP should fall to the DSHR in conjunction with the relevant department in the COCT. Three respondents making up 14% indicated that HRP should be left to the director and his or her management team, including the human resources section of each department. Two respondents representing 10% mentioned that HRP should be left to the DSHR of the COCT in conjunction with the Director of the DLIS.

Furthermore, three respondents, each accounting for 5% indicated that a professional component at management level in conjunction with library managers should take responsibility for the HRP processes in the DLIS.

**Question 20: Is there any synergy between the human resource planning processes in the DLIS and those of the greater organisation of the COCT?**

This was an open-ended question which yielded the following responses: Figure 13 clearly indicates that eight respondents representing 38% of the sample responded yes to the question and 3 respondents accounting for 14% of the sample responded no to the question. Five respondents making up 24% indicated that they did not know whilst 2 respondents making up 10% were indecisive indicating yes and no. Three respondents accounting for the final 14% of the sample did not respond to the question.

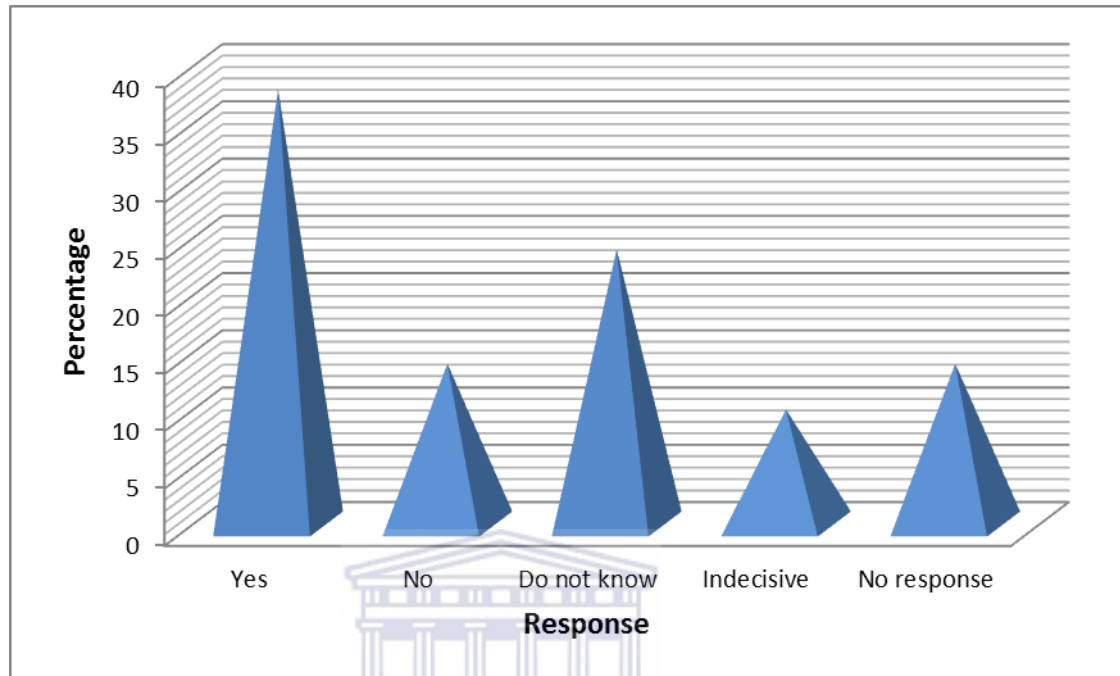
The group that responded yes all noted reasons centred on the fact that the DLIS is a department within the COCT and therefore adheres to the DSHR guidelines which inevitably lead to synergy between the DLIS and the HRP processes of the greater COCT.



The group that responded no focused on several issues, i.e., recruitment and selection processes in the COCT militates against grooming specific individuals for future promotion. The human resources function within the DLIS is not considered critical by the DSHR and thus there is a disregard for the professional and operational challenges within the DLIS.



**Figure 13: Is there any synergy between the HRP processes in the DLIS and those of the greater organisation of the COCT?**



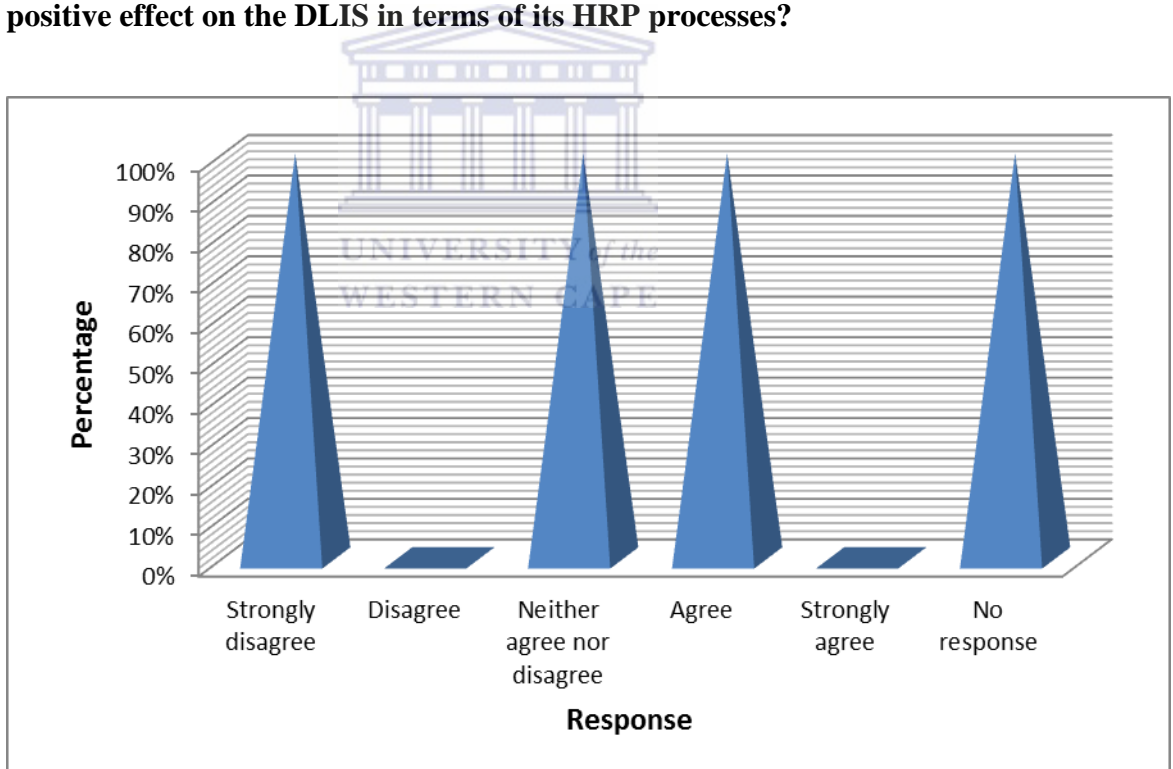
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**Question 21: Do you think the COCTs Talent Management initiative will have a positive effect on the DLIS in terms of its HRP processes?**

Responses to the question were gauged utilising the Likert scale. The scale ranges of the question were as follows: Strongly disagree; disagree; neither agree nor disagree; agree; and strongly agree. Figure 14 illustrates that 12 respondents representing 57% of the sample indicated that they agree that the Talent Management initiative of the COCT will have a positive effect on HRP in the DLIS. Seven respondents accounting for 33% indicated that they neither agree nor disagree whilst 1 respondent accounting for 5% disagreed completely. One respondent accounting for 5% did not respond to the question.

Positive responses were primarily focused on the idea that talent management will assist the DLIS to identify skilled people and utilise them optimally as well as identify areas of development in individuals which will enable the DLIS to implement focused interventions in this regard. Respondents also mentioned the hope that talent management would lead to the retention of skilled staff and the attraction of adequately qualified individuals to the DLIS. On the other hand, the concern that talent management is feasible in theory but problematic in the reality of the DLIS was voiced by 5% of respondents.

**Figure 14: Do you think the COCTs Talent Management initiative will have a positive effect on the DLIS in terms of its HRP processes?**



**Question 22: Please write down any other comments you would like to make about HRP in the DLIS.**

This question was open-ended to which 10 respondents accounting for 48% of the sample responded. 52% of the sample did not respond to the question. Responses included the following: The DLIS urgently needs capacity to plan and implement human resource initiatives; succession planning is of critical importance; consultation with staff regarding HRP must be promoted; placement of staff must be specific to library needs; and vacancies at all libraries should enjoy the same level of priority.

Other comments noted that the DLIS is currently better off than in recent years; HRP in the DLIS should be geared toward attracting people who have a passion for the profession. Currently, there is room for improvement but the DLIS has a vision to which it is working. The employees of the DLIS are under informed pertaining to HRP matters.

#### **4.6 Concluding remarks**

The data analysis undertaken in this chapter highlighted several key issues pertaining to HRP in the DLIS as well as the relationship between HRP processes on an organisational scale and a departmental scale. Several issues unique to the DLIS were identified as problematic in terms of HRP in the department. Several areas of concern were identified which according to the different sources consulted during the literature review is of vital importance. Key areas, amongst

others, are succession planning, talent management and loss of institutional knowledge.

Based on the responses to the questionnaire it is clear that opinions vary on certain issues whilst consensus on others was reached. The next chapter will conclude the research and revisit the objectives of the study as well as provide recommendations aimed at addressing the issues identified during the data analysis.



## **CHAPTER 5**

### **CONCLUSION AND RECOMMENDATIONS**

#### **5.1 Introduction**

This chapter serves to conclude the research and revisit the objectives of the study. The research was undertaken in order to assess the impact the human resource planning processes in the City of Cape Town has on the Department of Library and Information Services' ability to effectively deliver services to the community of the City of Cape Town. The research question guiding this study was: *In what way does the human resource planning strategies of the City of Cape Town impact on departmental effectiveness and service delivery output of the Department of Library and Information Services?*

The objectives of the study were:

- to analyse the legislative and regulatory framework for human resource planning in South Africa,
- to analyse the legislative and regulatory framework for human resource planning within the City of Cape Town,
- to do a literature study of human resource planning and organisational effectiveness,
- to contextualise the need for human resource planning in the Department of Library and Information Services within the City of Cape Town,

- to study the effectiveness of current human resource planning in the Department of Library and Information Services within the City of Cape Town; and
- to provide recommendations to strengthen the human resource policies in the City of Cape Town.

The research is qualitative in nature and a case study approach was used to answer the research question. The combination of the case study approach and qualitative methodology was chosen in order to enable the researcher to study the reality of the situation as well as get a sense of the situation from the point of view of the respondents.

Data was collected from primary sources derived from structured questionnaires as well as the researcher's personal observations as an employee in the Department of Library and Information Services. Secondary sources of data which included books, journals and government policies were also consulted in order to answer the research question.

The key findings of the study are discussed after which the researcher will put forth recommendations. The researcher will then identify facets of the study which may be undertaken in future research endeavours. The chapter will then be concluded with remarks relevant to the study.

## **5.2 Key findings of the study**

### **Organisational challenges within the City of Cape Town bureaucracy**

Rigid organisational structures and systemic challenges often arise in a large bureaucracy such as the City of Cape Town which frequently results in obstacles which negatively affect organisational success. This is the case with the Department of Library and Information Services in the City of Cape Town which as a department faces several challenges pertaining to human resource planning. The current human resource planning processes in the Department of Library and Information Services are determined by the policies and activities of the Department of Strategic Human Resources to a great extent. However, as revealed by the collected data, the effect of the guidelines imposed on the Department of Library and Information Services by the Department of Strategic Human Resources is not always positive.

The often unique challenges faced by the Department of Library and Information Services in terms of human resource matters are further complicated by generic human resource policies and activities. As revealed in the previous chapter, there is a sense that the organisational human resource processes of the City of Cape Town have a negative impact on human resource planning in the Department of Library and Information Services.

The research has also revealed that the Department of Library and Information Services' classification as an unfunded mandate, resulting in budgetary limitations, is an extremely crucial issue which should be an organisational priority as a great deal of the human resource planning challenges the Department

of Library and Information Services currently faces stems from a lack of adequate funding.

The findings suggest that the Department of Library and Information Services does not have a human resource plan in place. This is a critical issue as Pynes (2004) notes that human resource planning in the public sector is critical in the process of analysing and recognizing the need for and ensuring the availability of human resources to enable the organisation to achieve its objectives.

### **Talent Management and Succession Planning**

The findings indicate that the Department of Library and Information Services has to deal with a shortage of adequately skilled individuals. Grobler et al. (2011) emphasise the importance of incorporating talent management into human resource planning strategies in order to ensure that an organisation secures adequately skilled individuals in an ever shrinking skills pool.

An additional component of the talent management initiative, which has been identified as lacking in the Department of Library and Information Services, is formal succession planning. According to the research findings, the Department of Library and Information Services could benefit from succession planning in terms of ensuring the department always has good leadership as well as addressing the loss of institutional knowledge which, according to the research findings, is a great concern in the department.



Further challenges revealed in the research findings which can be addressed through adequate succession planning are resignations, promotions and retirements. As Dessler (2003) explains, it is necessary to incorporate succession planning into human resource planning processes in order for organisations to ensure that suitably qualified and experienced individuals are available to fill key positions when the need arises. Topper (2008) supports Dessler's view by emphasising the importance of succession planning in public libraries in order to mitigate the effects of retirements and other eventualities. A further concern which was revealed during the data analysis is that the City's Talent Management Framework may not be realistically implementable in the Department of Library and Information Services due to the specific challenges it has to deal with.



### **Work place training**

The Work Place Skills Plan in the Department of Library and Information Services is aimed at addressing occupational skills development in order to create a workforce capable of delivering services of an acceptable calibre. An analysis of the data indicated that the Department of Library and Information Services has a developed Work Place Skills Plan but this initiative is also limited in its application due to budgetary constraints and the manner in which the process is conducted. Due to the fact that the Department of Library and Information Services receives inadequate funding on an annual basis, the Work Place Skills Plan is limited in terms of the variety and quality of the training interventions it can offer the employees of the Department Library Information Services.

An additional area of concern highlighted by the research results is that the Work Place Skills Plan process results in employees often attending training interventions they wish to but which do not have specific value to them in terms of their daily duties. This situation in effect leads to fruitless expenditure as the productivity of the employee in terms of his or her daily duties does not improve, which in turn does not improve service delivery standards.

### **5.3 Recommendations**

#### **Organisational challenges within the City of Cape Town bureaucracy**

1. It is recommended that a shift from rigid generic human resource guidelines to a more open, flexible approach to human resource management be implemented. Such a shift will give each department in the City more autonomy to determine its own human resource planning strategies to suit its particular human resource environment. This move to a system which allows more departmental influence in its human resource planning processes will give the Department of Library and Information Services a better platform from which to implement departmental human resource reforms aimed at maximising departmental productivity and service delivery. It will also promote the involvement of managers in the Department of Library and Information Services in human resource planning which, according to Schwella et al. (1996) is critical in ensuring that employees achieve organisational requirements, are contented and contribute towards effective, efficient service delivery.

2. It is recommended that the Department of Strategic Human Resources reevaluate its current manner of human resource management on an organisational scale and concurrently take the human resource environments of the City's departments into account in order to establish the strategies needed to implement human resource policies which promote human resource planning processes which all departments benefit from as much as possible.
3. It is recommended that the relevant officials in the Department of Library and Information Services aggressively pursue any and all avenues which could yield positive results with regard to the department's classification as an unfunded mandate in the future.
4. It is recommended that the DLIS drafts a comprehensive human resource plan specifically aimed at addressing the challenges and shortcomings the department has to deal with. This is critical if the Department of Library and Information Services wishes to put itself in a position to improve upon departmental successes by ensuring the availability of adequate human resources.

### **Talent Management and Succession Planning**

5. It is recommended that the Department of Library and Information Services embrace the talent management initiative of the City of Cape Town as its ultimate goals include attracting, engaging and retaining the appropriate individuals. The researcher also recommends that, as the

Department of Library and Information Services is obliged to implement the Talent Management Framework, the department investigate ways in which the Talent Management Framework, especially its succession planning component, can benefit the department in the long run.

### **Work place training**

6. It is recommended that the Department of Library and Information Services initiate an internal training forum which is responsible for creating and offering occupational specific training interventions in the department.
7. It is also recommended that the Department of Library and Information Services' senior management aggressively lobby for adequate funding for occupational specific training for Library and Information Services employees to promote overall departmental productivity.
8. It is recommended that the process of selection for attendance of training interventions be strictly linked to areas of development for all staff members. In line with this recommendation, the Talent Management Framework can be used to support it as Personal Development Plans, which reveal areas in need of development, form a component of the Talent Management Framework. This will result in the limited funding for the Work Place Skills Plan being utilised optimally.

## **Recommendations for senior management in the Department of Library and Information Services**

9. It is recommended that the employees in the Department of Library and Information Services are properly informed of the dynamics of the classification of the department as an unfunded mandate. In other words, the history of the situation must be communicated to staff, the current situation with regards to the department's status as well as the future course of action to address the problem. This recommendation has been made as the researcher feels, gleaned from personal observation, that the majority of Department of Library and Information Services' employees do not understand the situation and are therefore not aware of the implications for the department. The researcher feels that a clear understanding of the situation could lead to improved attitudes from its employees towards the Department of Library and Information Services as a department.
10. It is recommended that the Department of Library and Information Services puts processes in place which ensure that all levels of staff are well informed of applicable human resource developments as they occur. In this regard, the department may wish to investigate the possibility of disseminating regular human resource bulletins directly to all its staff members.

#### **5.4 Future research**

During the execution of this study, it was revealed that the Talent Management Framework of the City has not been fully implemented yet. Therefore, the effect of the Talent Management Framework on the human resource planning processes of the Department of Library and Information Services after an acceptable period post-implementation requires research. In addition to this, the relationship between effective succession planning and talent management in the Department of Library and Information Services are facets identified in this research as areas that could profit from future research.

The most important area of future research identified in this study is the effect that the Department of Library and Information Services' classification as an unfunded mandate has on departmental productivity levels, as the lack of funding has far reaching effects on all facets of the department's functions and productivity.

#### **5.5 Concluding remarks**

The study revealed several key challenges which strongly affect the human resource planning processes of the Department of Library and Information Services. This chapter provides a conclusion to the study as well as recommendations emanating from the research findings. The recommendations are geared towards strengthening the human resource planning processes in the Department of Library and Information Services.

The fact that the City of Cape Town utilises generic human resource principles across its departments is acknowledged; however, the recommendations reflect the sentiments of Department of Library and Information Services and consequently City of Cape Town officials who have to deal with challenges which are, to an extent, the consequences of the current human resource planning strategies in the City of Cape Town. The sense that directives from the Department of Strategic Human Resources negatively affect the Department of Library and Information Services' operations at the coal face is evident from the findings for which recommendations have been put forth.

A crucial issue that must be addressed in order to enable the Department of Library and Information Services to function at its full potential is the current classification of the department as an unfunded mandate. Overcoming this problem will certainly assist the department in terms of improving its current human resource planning scenario.

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## **HUMAN RESOURCE PLANNING QUESTIONNAIRE**

My name is Charl September and I am a Masters student at the University of the Western Cape. I am currently busy with my research project which forms part of the requirements for a Master of Public Administration degree.

It would be appreciated if you could assist me with my research project by completing the attached questionnaire.

The research is for academic purposes thus the responses will be treated with the utmost confidentiality and your anonymity will be protected.

Thank you for your co-operation.

-----  
**C. SEPTEMBER**

**TEL: 021 952 5807**

**CELL: 082 421 5700**



**HUMAN RESOURCE PLANNING QUESTIONNAIRE**

**1. What position do you currently hold in the Department of Library and Information Services?**

.....

**2. How long have you been in this position?**

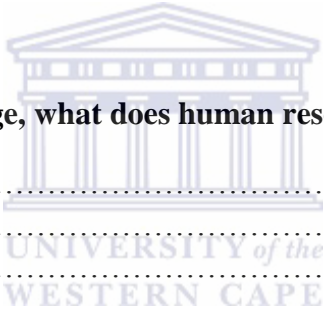
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**3. How long have you been working in the Department of Library and Information Services?**

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**4. To best of your knowledge, what does human resource planning entail?**

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**5. Does the Department of Library and Information Services have a human resource plan?**

YES
NO



**6. How do the human resource planning processes of the City of Cape Town impact on that of the Department of Library and Information Services specifically?**

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**7. How does the human resource planning processes in the Department of Library and Information Services address personnel challenges such as:**

**Resignations -**

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**Promotions -**

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**Retirements -**

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**8. How does the Talent Management initiative of the City of Cape Town impact on the human resource planning processes of the Department of Library and Information Services pertaining to staff turnover and low staff morale?**

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**9. Does the human resource planning process of the department of Library and Information Services include interventions aimed at dealing with skills development challenges?**

YES
NO

Please substantiate your answer:

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**10. How does the human resource plan of the Department of Library and Information Services address the following challenges:**

**Loss of institutional memory -**

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**Staff lacking specific skills -**

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**Development of skills -**

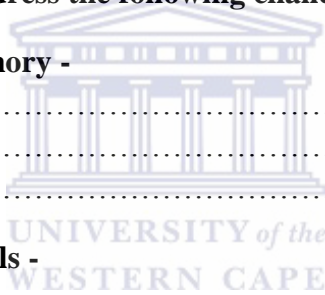
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**Loss of critical skills -**

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**Lack of supervisory skills -**

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**Leadership development -**

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**11. Is your staff compliment currently at full capacity?**

YES
NO

**12. What percentage of your current staff compliment are contract appointments?**

.....

**13. To what extent is the utilisation of contract appointments beneficial in terms of day to day operations in your sphere of control?**

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The logo of the University of the Western Cape is centered in the background. It features a classical building with a pediment and columns, with the text 'UNIVERSITY of the WESTERN CAPE' below it.

**14. To what extent is the utilisation of part-time appointments (whether contract or permanent) beneficial in terms of the day to day operations in your library?**

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**15. To what extent does the utilisation of contract appointments affect the service delivery at your library over an extended period of time?**

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**16. Do you think suitable human resource planning principles are utilised in the Department of Library and Information Services?**

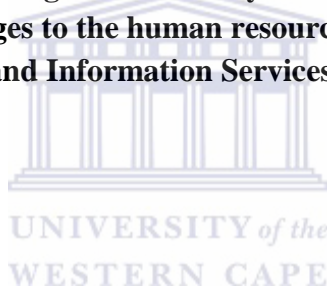
1                      2                      3                      4                      5  
Strongly disagree      Disagree              Neither agree nor disagree      Agree              Strongly agree

Please substantiate your answer:

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**17. To the best of your knowledge are there any factors (external or internal) which could or do pose challenges to the human resource planning processes in the Department of Library and Information Services?**

YES
NO



Please mention these factors:

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**18. What measures have been put in place or are being devised in order to deal with these challenges?**

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**21. Do you think the City of Cape Town’s Talent Management initiative will have a positive effect on the Department of Library and Information Services in terms of its human resource planning processes?**

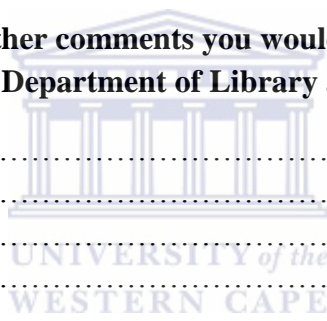
1	2	3	4	5
Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree

Please substantiate your answer:

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**22. Please write down any other comments you would like to make about human resource planning in the Department of Library and Information Services.**

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*Thank you for your co-operation and time taken to complete this questionnaire. Your input is highly appreciated!*



UNIVERSITY of the  
WESTERN CAPE

# FACULTY OF ECONOMIC AND MANAGEMENT SCIENCES

## SCHOOL OF GOVERNMENT

15 March 2012

To whom it may concern,

### **RE: PERMISSION TO CONDUCT RESEARCH IN THE DEPARTMENT OF LIS**

We would hereby like to request permission for Mr Charl September, student number 9779802, to conduct research in the Department of Library and Information Services.

Mr September is currently reading towards his Masters in Public Administration in the School of Government at the University of the Western Cape. His research deals with Human Resource Planning challenges in the Department of Library and Information Services in the City of Cape Town. The required information will be compiled as part of his research report to be submitted in partial fulfilment of the Master of Public Administration Degree.

The envisaged data collection will deal with the following areas:

- Human Resource Planning processes in LIS
- Succession Planning in LIS
- Staff retention in LIS
- Employment Equity in LIS
- Talent Management in LIS
- Affirmative Action in LIS
- Strategies for future Human Resource Planning in LIS
- Human Resource Planning challenges and obstacles in LIS
- Successes and failures

If permission is granted, the data collection will be achieved by utilising questionnaires to be circulated amongst all the head librarians in the chosen sample area of LIS namely Districts 1, 4 and 5. In addition to this interview will be conducted with the District Managers of the aforementioned districts as well as the Support Services Manager in LIS. Furthermore, the Human Resource Practitioner dealing with LIS will be interviewed.

Student contact details are as follows:

Tel: 021 952 9554 (H), 021 952 5807 (W), 021 952 0882 (F), Cell: 082 421 5700

We look forward to communication from your office.

Yours faithfully,



**Mrs Lynette Festers**  
**Post-graduate Programme Administrator**







CITY OF CAPE TOWN | ISIXEKO SASEKAPA | STAD KAAPSTAD

Civic Centre  
12 Hertzog Boulevard  
Cape Town 8001  
P O Box 2815, Cape Town 8000  
**Ask for: Mr N Hardy**

Tel: 021 400 3933  
Fax: 021 400 4076

E-mail: [naziem.hardy@capetown.gov.za](mailto:naziem.hardy@capetown.gov.za)

Website:

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12 Hertzog Boulevard  
8001  
P O Box 2815, Cape Town 8000  
**Cela: Mnu N Hardy**

Umnxeba: 021 400 3933  
Ifeksi: 021 400 4076

Burgersentrum  
Hertzog-boulevard 12  
8001  
Posbus 2815, Kaapstad 8000  
**Vra vir: Mnr N Hardy**

Tel: 021 400 3933  
Faks: 021 400 4076

COMMUNITY SERVICES — Library & Information Services

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DATE 2012-05-23  
TO Charl September

---

**RE: PERMISSION TO CONDUCT RESEARCH AT  
CITY OF CAPE TOWN LIBRARY & INFORMATION SERVICES**

Dear Charl

This email serves as confirmation of our acceptance of your research proposal and the intention to use Library & Information Services as part of your case study. Please note that the following conditions do apply:

- All research conducted will not interfere with the daily operations of the library
- All research conducted with LIS staff has to be with their prior consent
- A copy of the questionnaire to be administered to be emailed to myself and the HR Support Manager, Ms Tania Alcock-Smith, prior to commencement of the project as discussed previously
- The thesis/paper resulting from this research be made available to the Library & Information Services Department of the City of Cape Town
- A copy of the thesis/paper be delivered to the Library & Information Services Department of the City of Cape Town
- Your reply to this consenting email will serve as an acceptance to abide by these conditions

Please do not hesitate to contact me should you require any further assistance or clarity.

Regards  
Nazeem Hardy  
Marketing & Research Officer

Phone (021) 400-3933  
Fax (021) 400-4076  
E-mail [Naziem.hardy@capetown.gov.za](mailto:Naziem.hardy@capetown.gov.za)

Permission granted: Yes

Date: 23 May 2012

