

**An Evaluation of the “In-service Training Policy” in Swaziland with  
specific reference to the Ministry of Commerce, Industry and Trade  
and the Ministry of Health**

**Ntombifuthi Senani Khumalo**

**(205506736)**

**Submitted in partial fulfillment of the academic requirements for the  
degree of Master of Social Science (Public Policy), in the School of  
Social Science, College of Humanities, University of KwaZulu-Natal,  
Durban.**

**Supervisor: Dr Sagie Narsiah**

**2015**

### **Declaration**

I, Ntombifuthi Senani Khumalo declare that this research report is my own work. It is submitted to the University of KwaZulu Natal, Durban in partial fulfilment of the requirements for the degree of Master of Social Science (in the field of Public Policy). It has not been submitted before for any degree or examination at this or any other university.

---

Ntombifuthi Senani Khumalo

2015

## **Abstract**

Administrations of all kinds are experiencing pressure to make essential developments to the way they function in order to keep stride with frequently changing, political, economic, technological and social environments. Training and development of staff has played a significant part in assisting administrations to meet this challenge as it improves performance by increasing job satisfaction, improving attitudes and motivation, and enhancing skills. Swaziland like other developing countries has an obligation to deliver efficient services to its citizens. In this regard the “In-service Training policy” was promulgated in 2000, to improve and empower civil servants. The establishment of the policy through the Human Resource Training and Development Department (HRTDD) was in line with the country’s National Development Strategies (NDS) as well as a means of achieving the Millennium Development Goals (MDG’s). This paper seeks to examine the challenges and the successes of the implementation of the policy.

The literature reviewed indicates that policy implementation cannot be practical and understood in isolation of other policy stages and thus predicates that a comprehensive framework must be undertaken in order to reach policy ends. One reason is because it was isolated from other policy stages. Thus, a comprehensive framework must be developed for successful policy. The empirical data was gathered from in-depth interviews with officials from the Ministry of Public Service, Ministry of Health and Ministry of Commerce, Industry and Trade. The findings indicate that the implementation of the “In-service Training Policy” in Swaziland is constrained and challenged by bureaucracy, lack of resources (human and financial) and a proper monitoring and evaluation mechanism. This suggests that the “In-service training policy” of 2000 needs to be reviewed.

## **Acknowledgements**

First and foremost I would like to thank God, for guiding me throughout this project. To the Government of the Kingdom of Swaziland, thank you for affording me the opportunity to embark on this learning experience. The lessons learnt are too many to mention, I have grown as a person and more importantly as a professional. I know I will be able to use the skills and knowledge gained over this period to the benefit of the government of Swaziland.

To my supervisor, Dr Sagie Narsiah, thank you for your guidance through this research. Your insightful suggestions and constructive criticisms facilitated the timeous completion of the thesis. Your input and skills have been invaluable in the learning process and wishing you all the best in your future endeavors.

I would also like to thank everyone that contributed towards this research for their valuable input and the time taken to share their knowledge and experience with me. I would particularly thank all the civil servants from the Ministry of Public Service, Commerce, Industry and Trade and Health for their committed assistance in availing the much needed support for my research.

To my beloved mother, my rock, my prayer warrior, thank you for your prayers, sacrifices and believing in me. Mvulane, you have been my pillar of strength and true inspiration throughout the duration of my study. To my family and friends, your moral and emotional support sustained me throughout the duration of my study.

## **Dedication**

To my late father, Agrippa Mfanimpela 'Skelemu' Khumalo

## Table of Contents

Declaration .....	ii
Abstract .....	iii
Acknowledgements .....	iv
Dedication .....	v
Table of Contents .....	vi
Acronyms .....	x
Chapter One .....	1
Introduction .....	1
1.1 Introduction .....	1
1.2 Background to the Study .....	2
1.3 Research Questions of the Study .....	4
1.4 Objectives of the Study .....	5
1.5 Significance of the Study .....	5
1.6 Structure of the Thesis .....	6
1.7 Conclusion .....	7
Chapter Two .....	8
Literature Review .....	8
2.1. Introduction .....	8
2.2 In-service training .....	8
2.2.1 In-service Training Program Implementation .....	11
2.3 Overview of the In-service training Program in Swaziland .....	17
2.3.1 Introduction .....	17
2.3.2 Objectives .....	18
2.3.4 Training Eligibility .....	18

2.3.5 In-service Bonding.....	18
2.3.6 Monitoring and Evaluation .....	19
2.4 Policy implementation .....	20
2.5 Monitoring and evaluation.....	22
2.6 Theoretical framework.....	24
2.6.1 Introduction.....	24
2.6.2 Organizational Theory .....	24
2.6.3 Models of Policy Implementation.....	25
2.6.4 Policy .....	26
2.7 Conclusion .....	28
Chapter Three.....	30
Research Methodology and Study Area .....	30
3.1 Introduction.....	30
3.2 Research design .....	30
3.2 Type of study .....	31
3.3 Study Area .....	32
3.3.1 Swaziland: A brief profile.....	32
3.4 Research Methodology .....	36
3.4.1 Qualitative Methodology .....	37
3.5 Data Collection Technique .....	37
3.6 Sampling.....	39
3.7 Sample Size.....	39
3.8 Validity .....	40
3.9 Reliability.....	40
3.9 Data Analysis .....	41

3.10 Ethical considerations .....	41
3.12 Limitations .....	42
3.13 Conclusion .....	42
Chapter Four .....	43
Data Analysis and Findings .....	43
4.1 Introduction.....	43
4.2 Background to “In-service Training Policy of 2000” .....	43
4.3 Understanding of In-service training program and policy implementation in Swaziland .....	45
4.3.1 Formulators’ perspective .....	45
4.3.2 Under-Secretary Perspective (US) Ministry of Public Service) .....	46
4.3.3 Beneficiaries’ Perspective.....	48
4.4 Role of bureaucrats in the implementation of the policy within the Ministries and departments .....	48
4.5 Benefits of the In-service Training Policy .....	50
4.6 Challenges of “In-service Training Policy” .....	51
4.7 Monitoring and Evaluation of Program .....	55
4.8 Conclusion .....	56
Chapter Five.....	58
Conclusion and Recommendations.....	58
5.1 Introduction.....	58
5.2 In-service training policy implementation in Swaziland .....	59
5.3 Monitoring and Evaluation strategies employed by the Ministry of Public service on the in-service training program .....	60
5.4 Role of bureaucrats in implementing the in-service training policy within ministries and department .....	61



5.5 Benefits and Challenges faced by civil servants in the Ministry of Health and Ministry of Commerce, Industry and Trade in the implementation process of the In-Service Training policy .....	62
5.6 Recommendations.....	63
References.....	65
Appendices.....	73
Appendix one.....	73
Informed Consent Letter.....	73
Appendix two.....	76
Interview Guide/Question.....	76
Interview questions for policy formulators.....	76
Interview Questions for Under-secretary in the Ministry of Public Service (Administrator) .....	77
Interview guide for the bureaucrats in the Ministry of Public Service: .....	78
Interview guide for the training officers in the Ministry Commerce, Industry and Trade and Ministry of Health.....	79
Interview questions for the civil servants who have been part of the In-service Training program: .....	80
Appendix three.....	81
In-service training Bond Agreement Form.....	81

## **Acronyms**

<b>DFID</b>	<b>Department for International development</b>
<b>HRDD</b>	<b>Human Resources Development Department</b>
<b>IDM</b>	<b>Institute of Development Management</b>
<b>MOPS</b>	<b>Ministry of Public Service</b>
<b>MOH</b>	<b>Ministry of Health</b>
<b>MCIT</b>	<b>Ministry of Commerce, Industry and Trade</b>
<b>PS</b>	<b>Principal Secretary</b>
<b>SCOT</b>	<b>Swaziland College of Technology</b>
<b>SMME</b>	<b>Small Micro Medium Enterprise</b>
<b>SIMPA</b>	<b>Swaziland Institute of Management and public Administration</b>
<b>UNISWA</b>	<b>University of Swaziland</b>
<b>US</b>	<b>Under-Secretary</b>
<b>UK</b>	<b>United Kingdom</b>
<b>USA</b>	<b>United States of America</b>
<b>USAID</b>	<b>United States Agency of International Development</b>

## **Chapter One**

### **Introduction**

#### **1.1 Introduction**

Governments worldwide, in both developing and developed countries, have made great strides in improving performance and enhancing efficiency and effective service delivery to meet the demands of a competitive world. In most developing countries, governments have adopted and employed civil service reforms to ensure better performance and service delivery, such as staff training and capacity to meet this challenge. Civil/ Public service refers “to government ministries, departments and agencies, including people who advise on, develop, and implement government policies and programs, and those who manage day-to-day activities” (Roa, 2013:1). In most African countries, civil service reforms were necessary after gaining independence. As Dlamini (2008:1) notes, in Swaziland, Government reforms were established and directed at “localization, training and manpower development of staff of the inherited colonial administrative system.”

The emergence of the New Public Management (NPM), as global theory, which requires the public sector to transform from traditional public administration (professional bureaucracy) to the business management styles peculiar to the private sector, has also necessitated this move of capacitating the public servants. The introduction of NPM is regarded as a way to address government’s inefficiencies to enable them to deliver better services to its citizens. In an attempt to achieve sustainable development, to deliver efficiently and effectively and to strengthen the capacity of the civil service, Swaziland established the “In-service Training Policy” of 2000 under the Ministry of Public Service.

This chapter will give a background to the growth and establishment of the “In-service Training Policy” of 2000 in Swaziland. The chapter further outlines the research problem and clearly states the main aim of the study. The key questions are asked. Furthermore, what motivated the researcher to undertake this study as well as the significance of the study will be discussed. Lastly, the structure of the dissertation will be outlined.

## **1.2 Background to the Study**

In line with the United Nations Millennium Development Goals (MDGs) and the country's National Development strategy (NDS), the Government of Swaziland, through the Ministry of Public Service, established a Human Resource Development Department (HRDD) to develop and empower public servants. The HRDD was responsible for the establishment of the In-service Training program (Ministry of Public Service, 2015). The NDS emphasis is on promoting growth through educational policies and through programs such as in-service training. This particular program (in-service training) is integral and necessary for the attainment of sustainable development. As Maund (2001: 300) emphasizes "training of employees at all levels within an organization is a vital component in maintaining the competitiveness in an international arena".

Civil Service reforms in Swaziland were formulated and implemented against a framework of a realization of the need to reinforce the capacity of the civil service in order to render it development-oriented (Dlamini, 2008). Swaziland currently has around 39 000 civil servants and a total of thirty-two Ministries and Departments (Establishment register, 2013/2014). The HRDD under the Ministry of Public Service is responsible and mandated to roll out the In-service training program across the civil service. Section 51 of the Public Service Act of 1963 provides for the award of scholarships and training courses for officers. Prior to 2000, training in Swaziland was not structured. It was guided by the Government General Order and the Training and Establishment and Training Register (Dlamini, 2008). In-service training was donor funded, as the budget was inadequate.

The quest of attaining sustainable development resulted in the formation of the "In-service Training Policy" of 2000. This policy was "to establish a clear vision and policy framework to guide the introduction and implementation of new policy guidelines, procedures and practices, aimed at transforming Public Service training into a dynamic, needs-based and proactive instrument capable of playing an integral and strategic part in the process of strengthening individual and institutional capacity within the Public Service" (Ministry of Public Service and Information, 2000:2). The training would enable the civil servants to be more efficient and effective while executing their duties, hence improve service delivery to the public. Government's pledge to improve service delivery to its general public and to

regulate training is seen as a way of uplifting the socio-economic and political status of the country and increasing competitiveness on the world market while accelerating overall national development. Generally, most public sector departments have been characterized and stereotyped as being incompetent and inefficient. The Ministry of Public Service's core vision is "to transform the public service into efficient, effective lean and responsive machinery for good governance and national development" (Swaziland Government, 2014:1).

The rise of New Public Management (NPM), which emphasizes economic growth; leadership principles; measures of performance, output control and discipline in the public sector, played a significant role in establishing civil service reforms in the public sector (Cameron, 2009). NPM, motivated by the values of neo-liberalism, "aims at improving efficiency and effectiveness in the performance of the Public Service" (Pollitt and Bouckaert, 2011:9). As Naidoo observes that NPM introduction was "a way to address government inefficiencies, as it is rooted in private sector or corporate logic" (Naidoo, 2011:43). He argues further that "managers can bring about changes if they have the authority over decision making and resources". Pollitt and Bouckaert make the assertion that an "entrepreneurial government (NPM) was both worldwide and inevitable" (Pollitt and Bouckaert 2011: 9).

Furthermore, the NPM regards beneficiaries of government as customers and citizens are regarded as the shareholders of government's assets (Pollitt and Bouckaert, 2011). The increasing need for reforms in the public service has been necessitated by the public which seek improvements in ways which government serves its citizens. Further, the public seek a civil service that delivers better services and produces a contemporary public service that delivers improved services and extends their reach and coverage more effectively and efficiently (Naidoo, 2011).

An in-service training framework for public personnel is legislated and in some cases fixed in the constitution. It is worth mentioning that these policies vary from one country to another. For instance, in Swaziland, the "In-service Training Policy" was adopted by the government that regulates the In-service training programs in the civil service. The policy provides civil servants with training opportunities to improve their skills which could be viewed as an achievement towards realizing Swaziland's National development goals/strategies and in

particular, as a means of realizing the entire government's goal of capacitating its employees in order to develop and improve service delivery. The in-service training program has benefitted a number of civil servants. Since its inception, the statistics have increased, as significant numbers of civil servants have been part of this program and have acquired skill and expertise (Ministry of Public Service Public Service, 2000). The program allows civil servants to study locally, regionally and internationally, especially in countries with which Swaziland has bilateral relations. The Annual report of the Ministry of Public Service April 2013/ February 2014 reflects that through the HRDD "over 2, 577 (1,411 long terms and 1,166 short term) public servants from across all Ministries and Departments have benefited from the in-service training in the period 2007 – 2013" (Ministry of Public, 2014:3).

However, there has been continuing high level of exploitation of this policy's loopholes in recent years, which critics of this initiative view as a negative factor in the achievement of the policy and development goal of the country in general. Nonetheless, it is worth noting that there are positives of this policy, such as providing an opportunity to previously educationally under qualified segments of the civil servants.

The evaluation of the 'In-service training policy' of 2000 will assist to assess if policy implementation has succeeded in Swaziland. Punia and Kant (2013: 2) mention that "a training program is not complete until you have evaluated methods and results". In evaluating the "In-service training policy" of Swaziland, the Ministry of Health and Ministry of Commerce, Industry and Trade will be analyzed to assess the implementation of the policy. Importantly, evaluation of methods and results ensures that a program is complete.

### **1.3 Research Questions of the Study**

The key research questions which inform this study are:

- how has the "In-service Training Policy" of 2000 been implemented in Swaziland?
- are there measures and strategies in place by the Ministry of Public Service to monitor and evaluate the "In-service training policy" of 2000?
- what is the role of bureaucrats in the implementation of the policy within the Ministries and departments?

- what are the benefits and challenges faced by civil servants in the Ministry of Health and Ministry of Commerce, Industry and Trade in the implementation process of the “In-Service Training policy”?

#### **1.4 Objectives of the Study**

The objectives of this study are to:

- assess the implementation of the “In-service Training Policy of 2000’ within the civil service
- determine if there are any measures and strategies in place by the Ministry of Public Service to monitor and evaluate the ‘In-service training policy’.
- assess role of bureaucrats in the implementation of the policy within the Ministries and departments
- analyse benefits and challenges faced by civil servants in the Ministry of Health and Ministry of Commerce, Industry and Trade in the implementation process of the ‘In-Service Training policy’

#### **1.5 Significance of the Study**

The “In -service Training Policy” of 2000 “aims to transform the Public Service of Swaziland into a dynamic, needs-based and pro-active instrument; capable of playing an integral and strategic part in the process of strengthening individual and institutional capacity within the Public Service” (Ministry of Public Service 2000: 1). Using the Ministry of Health and the Ministry of Commerce, Industry and Trade, the study will examine and evaluate if the intended objectives of the policy have been met since its inception and also if the civil servants are utilizing and reaping the benefits of the in-service program. The use of the above mentioned ministries in this study was informed by time and financial constraints. Evidently, no comprehensive research has been undertaken to measure and evaluate the impact or effectiveness of the “In-service Training Policy” of 2000 in transforming the civil service in Swaziland. It is against this background that the study’s findings and recommendations can be used as a point of reference by the Ministry of Public Service in the future.

The study will explain and elaborate the procedures and processes involved in the implementation of the in-service training program within the civil service; it will assess if the

program's aims and objectives are being achieved. Further, the study will reveal if there are any effective performance measures or indicators used in the monitoring and evaluation of the in-service training policy. The study will make input in the field of policy implementation, by analyzing how monitoring and evaluation operates and can be improved.

## **1.6 Structure of the Thesis**

This study consists of five chapters which are described below:

Chapter one gives background information that informs the study.

Chapter two explores the literature on In-service training in general. The review of literature on Swaziland's "In-service Training Policy" of 2000 is outlined. Also reviewed in this chapter is how other countries (International and African) have implemented similar training programs. Additionally, the chapter will explore principal theory and models of policy implementation.

Chapter three discusses the methodology employed for this study. It summarizes the research design and approach that were used to conduct this study. Following this, there is an explanation of how the data was gathered and how interviews were arranged and conducted. This chapter will also deal briefly, with issues regarding limitations in collecting data. Lastly the chapter will describe the study area with regard to the hindrances and obstacles that were encountered.

Chapter four will present and analyze the data collected in evaluating the "In-service training policy" of Swaziland which will be guided by the theoretical framework and the literature reviewed in this study. The data collected draws from the field work conducted as well as secondary data in order to answer the key questions of this study.

Chapter five will be the conclusion to the study. In this chapter, the study will combine all the suppositions from all aspects of the research, in order to make an informed conclusion. The conclusion will be discussed in relation to the literature review and theoretical framework. Also in this chapter, recommendations will be proposed about how the In-service training policy in Swaziland can be improved to achieve its intended objectives and suggestions for further research.



## **1.7 Conclusion**

This chapter has highlighted the formation of the “In-service Training Policy” of 2000 in Swaziland and the conditions that led to its establishment. An outline of the study was presented and the significance of the study was explained.

## **Chapter Two**

### **Literature Review**

#### **2.1. Introduction**

This chapter embarks on a broad review of the existing literature and the policy frameworks on in-service training program across the world (international, regional and local) and identifies the gaps, challenges and opportunities for binding the implementation process. It highlights how these gaps will be addressed with a particular focus on the implementation of the ‘In-service Training Policy’ of 2000 in Swaziland.

The review of literature is therefore undertaken to avoid duplication of what has already been researched and thus to present a thorough understanding of the current knowledge base. The literature reviews secondary sources such as dissertations, conference papers, government documents, reviewed journals and books. The study further reviews literature from International and some African countries’ perspectives and experiences on the implementation of their In-service Training Policies.

#### **2.2 In-service training**

According to Omar (2014: 1), In-service training is “the totality of educational and personal experiences that contribute towards an individual being more competent and satisfied in an assigned professional role”. In-service training is viewed as a form of applied training which comprises both short and longer courses/ programs intended at enhancing skills and qualifications. McCourt (2013) observes that staff training and development are common programs for capacity-building that most developing countries have embarked on since attaining independence. He further mentions that lack of skills condemns the public service to be inefficient in terms of service delivery; however, this inefficiency can be corrected through training. For Okotoni and Erero (2013:1), “training and development helps to ensure that organizational members possess the knowledge and skills they need to perform their jobs effectively, take on new responsibilities, and adapt to changing conditions”. Staff training plays an integral part by enabling employees to effectively and efficiently provide services to its customers, as staff feel motivated, thus guaranteeing service performance, capacity and

sustainability over time. According to Mullins (1999) staff training aims is to improve knowledge and skills whilst changing attitudes.

To emphasize the importance of In-service training, Okotoni and Erero (2013: 34) state that “the government (civil service) of Nigeria recognizes that training offers a way of developing skills, enhancing productivity, building workers loyalty and thus improving quality of work”. Training has been necessitated by the rapid changes in organizational and technological changes due to the growing complexity of the work environment. Punia and Kant (2013) observe that Governments have embraced and prioritized training as a fundamental development for their employees in an effort to have the best human resources. Swanepol and Erasmus (2000: 496) argue that “staff development should result in the following: improve the standard and performance of employees, once their training needs have been identified; prepare them for future positions; increase their literacy levels; help the individual to make better decisions and increase job satisfaction” .

The Organization for Economic Cooperation and Development (OECD) indicates that, In-service training for public service had long been neglected; it was only in the late 1960s that governments started to discover the need for in-service training of public servants (OECD, 2008). Bratton and Gold (2012) argue that training is an important human resource management function. Benson et al., (2012) observe that the need for public servants to bring about goods and services to the public effectively, has justified the need to improve the public service over the years. “Civil servant training has also been very responsive to the changing environment and policy priorities of the government” (Yang et al., 2012). Training plays a significant role by developing and investing in the civil service. Akinnus (2008: 25) declares that “people are therefore the Public Service’s most valuable asset, and managing human resources effectively and strategically must be the cornerstone of the wider transformation of the Public Service”. Concurrently, the vision ‘In-service Training Policy’ of 2000 in Swaziland aims to develop “ a dedicated, productive and people- centered public servant whose performance is maximized and whose potential is fully developed through the comprehensive provisions of appropriate and adequate training at all levels”(Ministry of Public Service, 2000: 2).

Rouban (2013:167) argues that in-service reforms have revived the “social structures of the nineteenth-century public administration as well as political proposals from the 1970s to the 1980s aiming at separating the ‘real civil servants from ‘employees’ who are in-charge of welfare or educational missions and who can be managed through private law”.

However, Yang et al. (2012: 1) observe that this training encounters challenges during implementation as “training opportunities are unevenly distributed within the civil service; richer cities are allocated more lucrative budgets” (Yang et al., 2012: 1). A study conducted by Economic Commission for Africa concludes that the implementation of civil service reforms is hindered by numerous challenges such as a “lack of political and bureaucratic commitment, lack of ownership of the reform process and weakness of accountability” (Economic Commission for Africa, 2010:4). Measures should be put in place to make sure that there is a connection between the courses being studied and the work environment. This can be realized through co-ordination of action plans, supervisor involvement and review management. Hence, Grindle and Hilderbrand (1995: 445) state that “capacity building is rarely effective in an organizational vacuum”. Additionally, a study conducted by USAID states that in-service training has contributed to the enhancement of knowledge and skills (USAID, 2015). However, it concludes that In-service training program are faced with many challenges that include:

“poor coordination with no training calendar resulting in duplication of trainings and/or the same health workers receiving multiple trainings while others have none; an inability to track trainees and training programs; and ad hoc non-standardized trainings and service disruption” (USAID,2015:1).

Kirkpatrick (1996) suggests the ‘Four-level Evaluation Model ‘must be incorporated in measuring and evaluating training effectiveness. “The four levels of evaluation involve: (1) the reaction of the participant and their thoughts about the training experience; (2) the participant’s resulting learning and increase in knowledge from the training experience; (3) the participant’s behavioral change and improvement after applying the skills on the job; and (4) the results or effects that the participant’s performance has on the business” (Kirkpatrick, 1996:43).

According to Kirkpatrick (1996: 56) the four-level evaluation model “can enable policy implementers, to decide whether to continue offering a particular program; to improve future programs; and to validate one’s existence and job as a training professional”.

## **2.2.1 In-service Training Program Implementation**

### **2.2.1.1 International Perspective**

The resolution by the United Nations General Assembly devoted to public management and development adopted a resolution urging the world body to focus on “strengthening government capacity for policy development, administrative restructuring, civil service reform, human resources development and public administration training” (resolution 50/225). A number of countries in the world have seen the need to invest in the civil service. The Secretary General of the Department of Public Expenditure and Reform in Ireland was quoted saying “The civil service went too much in the direction of the generalist model and moved away from the specializing model, and we need to be specialising in a variety of areas ” (Kelpi 2014: 1). He further emphasized that there is a need to invest and develop the civil service.

Benson et al., (2012: 45) observe that” training of the civil service has been very receptive to the changing environment and policy priorities of the government”. They further highlight that “public sector reforms internationally have revealed that changes in political, social and administrative environments have impelled and driven radical changes in public administration and management systems” (Benson et al., 2012: 45). In 1998, the President of the World Bank, called attention to the need for “a well-trained properly remunerated civil service as one of the five essential features of good governance to deal with the global crisis of poverty and development” (World Bank, 1998: 2).

#### **2.2.1.1.1 In-service training in China**

Yang et al. (2012:169) observe that “despite disappointment at China’s slow progress in democratization, most observers acknowledge that through the Provisional Regulation on State Civil Service of 1993, China has developed a competent public service to the degree that it has ensured fast economic growth and social stability”. Hou et al. (2011: 44) argue that “as globalization needs a world-wide viewpoint on public management, civil service training can benefit from international experience and comparative analysis”. Furthermore, some

scholars argue that “China’s civil service is now less polluted and more balanced because party loyalty is no longer the primary factor in civil service recruitment and advancement, and professional competence has become equally important” (Bo, 2002: 33). Yang et al. (2012: 170) observe that the “centralized civil servant training system leads to high levels of outputs in a short period of time”. To execute training, “the Ministry of Personnel formulates 5-year training guidelines, in accordance with the party’s 5-year state plans, to outline the principles, goals, priorities and enabling measures of civil service training during a certain time period”( Yang et al., 2012: 172). They further highlight that in order to have high levels of outputs, training in the civil service should be a centralized system.

In addition, a number of civil servants have undergone training in the fields of “knowledge about their position, modern science and technology, public management, lawful administration, World Trade Organization (WTO), market economy, foreign language, and computer” (Yang et al., 2012: 175). Civil service training in China is in line with the Government’s changing environment and policy priorities. However, this training has challenges, for example, Yang et al. (2012) highlights that training opportunities are unevenly distributed - richer cities are allocated more lucrative budgets and there is a lack of interest among civil servants. In spite of these challenges “the public service workforce now is drastically different from the revolutionary cadres in the past, and it has supported the country’s economic growth and social development” (Yang et al., 2012:170). Hence, the civil service is competent and committed.

However, a study conducted on the implementation and evaluation of the in-service training concluded that employees expected to be rewarded upon completion of their training (Burns, 2007). Further the study revealed that there is an “evident gap between the objectives and what was happening on the ground” (Tsendajav, 2011:51).

Furthermore, Yang et al. (2012) observe that the government of China needs to have a performance evaluation system, to ensure that they select institutions that demonstrate a good performance record.

### **2.2.1.1.2 In-service training in Malaysia**

The need to improve and enhance the performance of individual civil servants, saw the Malaysian Government establishing and introducing a number of direct measures including the enhancement of staff training and development (Government of Malaysia, 2001). The significance of staff training prompted the Malaysian Government to make in-service training an imperative requirement for career advancement; hence an induction course has been made compulsory for new employees. Training of civil servants in Malaysia is “not only for improving knowledge, capability, and skills, but also for attaining attitudinal change, preparing candidates for promotion, inculcating positive values, and engendering an excellent culture of work”(Yusoff, 2003:7). Training programs in the Malaysian Public Service are guided by a Training Policy as spelt out in the Service Circular No. 6/1984 ( Government of Malaysia, 2014). The main objectives of the Training Policy are: -

- To develop capable and qualified officers;
- To ensure enhancement of skills, efficiency and productivity;
- To produce high quality results; and
- To develop employees who are able to produce output of high quality (Fauzilah et al., 2001:34)

Civil service training in Malaysia is organized by the “Training and Career Development Division of the Public Services Department and the National Institute of Public Administration, each department and agency carries out its own training activities through in-house sessions” (Government of Malaysia,2014:1 ). Among these are the following programs:

- training for top management;
- post-graduate training;
- training on the Malaysia Incorporated Concept;
- training on Development Administration Circulars;
- international training programs;
- induction training;
- special departmental training; and
- skills upgrading training programs (Yusoff, 2003:7).

Special attention is given to management development through advanced management training for top executives and mandatory courses for those recently promoted. Furthermore, the Government of Malaysia offers study leave and sponsorship facilities for public servants undertaking long term courses (Yussoff, 2003). Training selection is done by Search Committees in each ministry, with the exception of the officers of common (Administrative and Diplomatic Officer and Officer Information System), where the selection is made by the Services Division, Public Service Department. Classes are held either in or outside the country in various fields in accordance with service requirements (Government of Malaysia, 2014).

### **2.2.1.2 African Perspective**

The Economic Commission for Africa (ECA) in 2010 conducted a study and concluded that as part of state design, largely influenced by countries national development priorities and that national public management (NPM), most African and developing countries reformed their civil services. Countries noted by the ECA include Ghana, Namibia, Kenya and South Africa. Further, the ECA study asserts that civil service reforms adopted by many African countries are faced with operational and strategic challenges influenced by Structural Adjustment Policies (Economic Commission for Africa, 2010). The need for an effective public sector in Africa was further raised and emphasized during a NEPAD meeting, where Ministers of Public Service “agreed to a Pan-African Government and Public Administration capacity development program to strengthen public institutions and systems in Africa” (Economic Commission for Africa, 2010: 4).

The ECA study highlights that “the basic purpose of the public sector in Africa is to deliver goods and services to its populace based on the realization and representation of public interests and its possession of unique public qualities compared to business management”(2010: 5). In prioritizing training for its civil service the 1974 report of the Nigerian Public Service Review Commission (PSRC) highlighted on the significance of training and development:

“A result-oriented public service will need to recruit and train specialized personnel. The new public service will require professionals who possess the requisite skills and knowledge...Training should be part of a comprehensive education planning



program... of all the aspects of personnel management perhaps the most important for us in Nigeria is training.”(Okotoni and Erero, 2005: 5).

#### **2.2.1.2.1 In- service Training in Ghana**

The drive for improved government systems and effecting conditionality of global financial organisations has aggravated the need for civil service reforms in Africa (Adei and Boachie-Danquah, 2012). Ayee (2001:1) asserts that “due to the emergence of modern states, civil service in developing countries has evolved not only in formulating policies but implementing them”. Ghana, with donor assistance, established the Civil Service Performance Improvement Programme (CSPIP) to advance civil service in the country since 1994. In Ghana the reforms include:

- The introduction of a new performance appraisal system based on objective and target setting.
- A merit rather than a length of service based promotion system.
- The revision of the Scheme of Service as a strategy for the determination of career paths.
- The re-enactment of the Civil Service Law of 1993 after a revision of the old law.
- The establishment of an Incomes Policy and associated financial pay rationalization scheme.
- The retraining of redeployed and retrenched workers.
- The development of training plans.
- The production of personnel procedures.
- The introduction of management concepts for example, performance management (Adei and Boachie-Danquah, 2012: 6).

Ayee (2001: 20) mentions that “the Ghana Institute of Management and Public Administration (GIMPA) which emerged from the Institute of Public Administration (IPA) was the direct outcome of the work of the Mills-Odoi Commission in 1967”. The subsequent exercises in management training promoted the training of personnel in the public service, equipping them with improved management techniques and skills for changes envisaged in the organization structures and the new content of work in the public services. Ayee (2001: 21) further observes that “in any organization the role of training and manpower development is crucial to ensure that employees have the requisite knowledge, skills and attitudes in order to perform effectively their present job”

However, Adei and Boachie-Danquah (2012) mention that the programmes had inadequacies given that programmes were crafted by consultants without public participation and ownership. The focus on the reforms was designed for the civil service head excluding the civil service at large. The program lacked operative monitoring and evaluation mechanism and feedback. Hence, Adei and Boachie-Danquah (2012: 2) emphasizes that “reforms were created to achieve economy, effectiveness and efficiency, without a change in attitude, organizational behaviour and management culture”.

#### **2.2.1.2.2 In-service Training in Uganda.**

Human Resources Development Policy in Uganda can be traced from the early stages of the colonial administration. In an attempt to capacitate its Public Service, a training policy for the Public Service was designed and approved by the Ugandan Government in 2006. The policy is based on the principles of professionalism, transparency, equal opportunity, affirmative action (where necessary), demand driven approach, and value for money (Ministry of Public Service, 2006). The “aim of the policy is to build and maintain a Public Service as an efficient, effective and professionally competent administrative machinery of government capable of originating and implementing government programs”(Government of Uganda 2014: 2).

The training policy for public service of Uganda was established after the government:

... has undertaken extensive reforms to achieve an improved socio-economic status. The Public Service Reform Programme (PSRP) that was embarked on in 1991 was preceded by extensive research, conducted by the Public Service Review and Re-organization Commission (PSRRC) from 1989 to 1990, to identify weaknesses in the Public Service. One of the key findings was that the training function was being mismanaged. This was confirmed by various studies commissioned by the Government which included; Training Needs Assessment 1989, Skills Gap Study 2003, Leadership and Management Needs for Top and Senior Managers Study 2004 (Ministry of Public Service, 2006:1).

Objectives of the Ugandan Public Service training policy are to:

- put in place a strategy for keeping Government Officials abreast with up to date professional knowledge, skills and attitudinal orientation for best performance.

- ensure efficient and effective utilization of resources spent on training in the Public Service.
- establish a framework for institutional arrangements, procedures and practices that will ensure a systematic approach to training in the Public Service.
- ensure fairness in the management and administration of training opportunities.
- ensure that all Government Officials have opportunities to develop and progress in their career and that all professions have identified training milestones and job competencies.
- encourage the increased use of non-conventional training techniques in the Public Service.
- promote the concept of a “Learning Organization”, in the Public Service (Ministry of Public Service, 2006:3).

Public Service of Uganda guarantees promotion as a reward for those civil servants who complete their studies. Section 13 of Ugandan In-service training policy states that, “Government officials who attain higher educational qualifications shall be rewarded with salary increment as detailed in the policy implementation guidelines” (Ministry of Public Service, 2006: 10).

## **2.3 Overview of the In-service training Program in Swaziland**

### **2.3.1 Introduction**

The “In-service Training Policy” of 2000 for Public Service was “to establish a clear vision and policy framework to guide the introduction and implementation of new policy guidelines, procedures and practices for all Swaziland Government Ministries and Departments to determine their training and development requirements, priorities, and plan their training and development programs to meet their needs in consultation with the Human Resources Development Department of the Ministry of Public Service” (Ministry of Public Service, 2000,2). Hence, Olum asserts that the “Public Service is viewed as the institutional, structural, managerial and environmentally influenced mechanism through which the state or governments, by virtue of public trust, administer and deliver services to citizens” (Olum, 2003:6).

The “In-service Training policy” of 2000 “aims at transforming the Public Service training of Swaziland into a dynamic; needs-based and pro-active instrument; capable of playing an integral and strategic part in the process of strengthening individual and institutional capacity

within the Public Service” (Ministry of Public Service, 2000:1). The policy stipulates that only permanent and pensionable civil servants employed under the Public Service Act should be enrolled in the In-service Training policy. The policy states that, “Government Ministries and Departments are to classify and control their own training requirements and priorities in consultation with the Human Resources Division in the Ministry of Public Service, which is responsible for coordinating all Public Service training”(Ministry of Public Service, 2000: 2). The policy seeks to ensure that the public service is able to attract and retain highly qualified personnel, hence it focuses on the training and development needs and requirements of officers serving in Government (Ministry of Public Service, 2000). Furthermore, the Swaziland Education and Training Policy of 2011 states “ in order to maintain high levels of service quality ,officers need to be provided with knowledge and skills relevant to respective fields on a continuous basis”( Ministry of Education and Training, 2011:46)

### **2.3.2 Objectives**

The key objectives of the “In-service training policy” of 2000 are to:

1. establish clear and effective national norms and standards with reference to training principles, priorities, guidelines and practises;
2. promote a common public service organisational culture that supports training and the ethos of a new development-oriented professionalism within the service;
3. establish appropriate institutional arrangements for the implementation, monitoring and evaluation of the Policy ( Ministry of Public Service, 2000: 3).

### **2.3.4 Training Eligibility**

For an officer/civil servants to be considered for In-service training program he/she must be a pensionable and permanent Government Employee. However, there is an exception clause for non-Swazi citizens employed by government, who can only be considered for short-term training. According to the In-service training program, long-term training is defined as training more than six months, whereas short-term training is six months and below. The policy further states that officers who are 45 years of age or above are not eligible for long term training (Ministry of Public Service, 2000).

### **2.3.5 In-service Bonding**

Section 5 of the “In-service Training Policy” of 2000 has an In-service Training Bonding Agreement clause (see Appendix 3). This serves as a contract between Government and civil

servants awarded the scholarship, to prevent “the loss of high quality manpower to other sector in order to control ‘brain drain’ from the public service” (Ministry of Public Service, 2000: 26). It is stipulated that the bonding agreement shall be signed by an officer who will be away for six months or more.

Below is the table showing the period of training, bonding period and the salary adjustments:

Period of training	Bonding Period	Salary Adjustment
6-12 months	2 Years	100 %( First Year)
13-24 months	3Years	75% (Second Year)
25-38 months	4 Years	50% ( Third Year)
Above 36months	5 Years	25% (Fourth Year)

Source: Ministry of Public Service (2000:26)

However, the clause further states that, in the event that an officer wants to leave the Public Service, he/she shall be subjected to the Bonding implications and financial penalties stipulated in the Bonding Agreement.

### **2.3.6 Monitoring and Evaluation**

Section IV of the “In-service Training Policy” of 2000 states that “a variety of different mechanisms will be used for monitoring the performance of public sector officials affected by this Policy” (Ministry of Public Service, 2000: 23). The policy document further mentions that, the HRDD has the sole responsibility to monitor the effectiveness of the in-service program across the civil service, while supervisors of heads of departments are expected to monitor their respective ministries. To complement monitoring, the policy highlights that an evaluation mechanism will be developed that will directly relate to the aims and objectives and anticipated outcomes of the policy (Ministry of Public Service, 2000).

All Ministries and Departments are expected to establish a Training Committee to liaise with the Ministry of Public Service. The committee includes heads of departments, a representative from the personnel office, a training officer from the respective Ministries, and a training officer from the Ministry of Public Service (from HRD). The committee should at least meet monthly to make needs assessments for their departments and also to draw up and

submit quarterly reports to the Ministry of Public Service through their respective Principal Secretaries.

## **2.4 Policy implementation**

Implementation according to Hill and Hupe (2008:3) means: “to carry out, accomplish, fulfill, produce and complete”. Concurrently, Edwards (1980: 10) views policy implementation “as a stage of policy making between the establishment of a policy (such as the passage of a legislative act, the issuing of an executive order, or the promulgation of a regulatory rule) and the consequences of the policy for the people whom it affects”. Policy implementation includes interpreting the aims and purposes of a policy into a working, continuing program. O’Toole (2000:263) argues that, policy implementation is “what develops between the establishment of an apparent intention on the part of government to do something or to stop doing something, and the ultimate impact in the world of action”. Implementation is a crucial aspect of the real world of public policy making. According to O’Toole (2000: 265), it is imperative when defining policy implementation “to make a concrete distinction between the policy implementation process and policy results, even though these collaborate in practice. The process involves action on behalf of the policy, while policy results refer to the ultimate outcome on the policy problem”.

The success or failure of implementation according to Bernard (2005) is due to behavior during the course of implementation. Hence, Grol (2001: 46) concedes “that a program or project that has to be implemented should have well-articulated guidelines and preferably pilot tested”. From this it could be deduced why most government policies fail, as evidently most of them are not pilot tested, but most of the time they are imposed on the people. To attest, Makinde (2005: 67) observes that “the problem facing developing countries, most of the time is not that of policy formulation but of implementation”.

Lane (1983) observes that policy failure may come in different forms: for example, when the programs are unworkable and un-operational; when the program does not satisfy the objectives and when the results are dysfunctional in terms of achieving the policy goals.

Kerr (1976:355) observes that implementation may fail due to the following factors:

- A policy that cannot be implemented cannot be a successful policy;
- If a policy does not fulfil the purpose or purposes of the policy
- It is normatively not justifiable.

Lane (1983) mentions that policy failure or success depends on how environment and policy implementation is perceived. He further argues that “what is successful policy implementation to one group is policy failure to another group because the groups perceive or interpret the ends, the means and the outcomes differently” (Lane, 1983: 526). Policy implementation failure can also be attributed to communication, lack of resources and bureaucratic structures (Makinde 2005). Makinde further highlights some important issues of which policy makers should be cognizant for successful policy implementation:

- Target beneficiaries should be involved at the formulation stage in order for them to have an input into what affects their lives. This will also give them a sense of belonging and, therefore, a sense of commitment.
- Attention should be paid to both the manpower and financial resources which will be needed to implement the policy.
- There must be effective communication between the target beneficiaries and the implementers of policy programmes.
- The culture of discontinuing a policy once there is a change in government should be discouraged because even though government comes and goes, administration is continuous. There should be continuity in policy except if the policy is found not to be useful to the people.
- Provision should be put in place for adequate monitoring of projects, as poorly monitored projects will only yield undesired results (Makinde, 2005: 69).

Martin (2009) states that implementation involves a variety of actions. The way an organization manages its project or program greatly impacts on the policy outcome and these include: innovation and technology; organization structures; materials and equipment; human resource finance; facilities; as well as providing benefits and services to target groups.

However, scholars like Makinde (2005) argue that the complexity of policy content negatively influences its implementation. To sum up, Makinde (2005:68) concludes that “for any government to be judged to be administratively competent, there must be evidence of bridging the gap between the intention of a policy and the actual achievement for any policy maker, be it government or governmental organization, to take the issue of policy implementation seriously even at the formulation stage”.

## **2.5 Monitoring and evaluation**

Policy evaluation involves “comparing the planned and actual effects of public policies and can refer to insight regarding policy outcomes and impacts” (Knill and Tosun, 2012: 174). Evaluation can either be summative or formative. Formative evaluation has “the purpose of improving a certain policy measure by providing advice to implementing actors and other stakeholders” (Davies, 1999:1). Policy monitoring and evaluation should be effected at early stages of the policy implementation in order to effect corrective measures and adjustments, should it happen to produce unanticipated, unintended or unsatisfactory results (Crosby, 1996). Monitoring systems are necessary to classify and monitor pointers which represent key inputs, processes and outputs in addition to impact (Anglin,1995).

“Building monitoring and evaluation systems helps strengthen governance in countries by improving transparency, by strengthening accountability relationships, and by building a performance culture within governments to support better policymaking, budget decision making, and management”, Engela and Ajam (2010). In evaluating public policy implementation, a conceptual framework is proposed by Sabatier (1988:129) that “focuses on the belief systems of advocacy within policy subsystems as the critical vehicle for understanding the role of policy analysis in policy oriented learning and the effect in turn, of such learning on changes in government programs”. For Wissink and Cloete (2000: 232) policy evaluation is an “essential part of the rational policy process for ascertaining whether a policy is effective or not”. Hence, Cloete (2007: 274) postulates that “policy evaluation or assessment should be viewed as a judging process to compare explicit and implicit policy objectives with real or projected outcomes”. Basically, “monitoring asks whether the things intended are done correctly, while evaluation questions are we doing the right things, are we effective, efficient, and providing value for money, and how can do it better” ( Department of Performance Monitoring and Evaluation, 2011: 3).

According to Brunner (2004) monitoring and evaluation must be context-sensitive taking into account differences and changes in value outcomes relevant to the development and changes in the decision process relevant to empowerment. Brunner further states that empowerment strives to increase participation of community members in making important decisions throughout the decision process. For Engela and Ajam (2010: 2) “building monitoring and



evaluation systems helps strengthen governance in countries—by improving transparency, by strengthening accountability relationships, and by building a performance culture within governments to support better policymaking, budget decision making, and management” .

The importance of evaluating policy implementation, highlighted in the Public Service Commission (PSC) newsletter, is to “demonstrate a strong predictive (and directive) capacity by being able to identify problems timeously, and ensure that findings and recommendations are directed to the appropriate levels before crises are experienced” (Ramofoko, 2012:3). Further, Ramofoko highlights “that monitoring and evaluation remains a priority in guiding the transformation of the Public Service into an effective institution that delivers on the objectives of Government”. Hence, monitoring and evaluation is crucial in ensuring a performance-oriented public service (Public Service Commission, 2012). However, Naidoo cautions that evaluation can be “psychologically threatening, as it implies judgment, and people are often uncomfortable with others judging their world” (Naidoo, 2011:44).

The significance of program monitoring and evaluation is to give feedback to policy players on the development of the policy implementation procedures. According to Wolman (1981: 458) “feedback and evaluation on the impact of program/policy are vital in order to learn whether and how well a program is working”. He further cautions that the feedback must not only be documented but implemented for the betterment and effectiveness of policy.

Nwagboso (2012:65) postulates that “government’s failure to embark on intensive monitoring and evaluation largely explains why public policies abysmally fail to achieve pre-determined goals, especially in third world countries”. Subsequently, evaluation of public policy or program decreases bureaucratic bottleneck which slows down implementation as well as cost reduction, which ultimately makes the program accessible and affordable to the target group (Sharma and Sadana, 2006).

## **2.6 Theoretical framework**

### **2.6.1 Introduction**

This study uses organizational theory and implementation approaches as its theoretical framework in evaluating the “In-service training policy” in Swaziland with specific reference to the Ministry of Commerce, Industry and Trade and the Ministry of Health.

### **2.6.2 Organizational Theory**

Starbuck mentions that organizational theory owes “its existence to social and technological changes that occurred during the last half of the nineteenth century and the first half of the twentieth century” (Starbuck, 2005:1). It characterizes the merger of “scientific management, bureaucratic theory, and administrative theory” (Groth, 2009: 334). According to Groth (2009: 334) organizational theory deals “with the study of formal social organizations, such as businesses and bureaucracies, and their interrelationship with the environment in which they operate”. In this study the organization is the Government of Swaziland and its environment is the civil service (Ministry of, Commerce, Industry and Trade, Health, and Public Service). Further, organizational theory assesses the behavior of technocrats within an organization and suggests ways it copes with rapid change. Hence the use of these theory will assist to ascertain how the civil servant respond and implement the in-service training program within their ministries and departments within the government of Swaziland. Traditionally, organizational theory focused on private organizations, in general, and on private companies, in particular (McCourt, 2013).

The public administration model in developing countries is essentially the classic Weberian model of bureaucracy harnessed to the needs of the developmental state. The German sociologist Max Weber located its origins, in the growth and complexity of the tasks of modern organizations; also in democratization, which created an expectation that citizens, and members of an organization, would be treated equally. The main features of the model are:

- A separation between politics and elected politicians on the one hand and administration and appointed administrators on the other
- Administration is continuous, predictable and rule-governed
- Administrators are appointed on the basis of qualifications, and are trained professionals

- There is a functional division of labor, and a hierarchy of tasks and people
- Resources belong to the organization, not to the individuals who work in it
- Public servants serve public rather than private interests (Minogue, 2001:36).

### **2.6.3 Models of Policy Implementation**

Further, the study will employ the synthesis approach as its theoretical approach. Implementation is defined as “the carrying out of a basic policy decision, usually incorporated in a statute but can be in the form of important executive orders or court decisions” (Mazmanian and Sabatier, 1983:45). American scholars “Jeffrey Pressman and Aaron Wildavsky are regarded as the ‘founding fathers’ of implementation studies in in the 1970s” (Hill and Hupe, 2002:14). This theory synthesizes two approaches of public policy implementation, which are the top down and bottom up. In implementation analysis, the top-down and the bottom-up models are the two models often cited. The top-down model takes a hierarchical approach to policy-making. According to proponents of the top-down model, the task of policy-makers is to “make policy goals clear and consistent; to minimise the number of actors; to limit the extent of change necessary; and to place implementation responsibility in an agency sympathetic with the policy’s goals” (Matland,1995:147).

There is also the bottom up model, which takes a democratic/participatory approach. Advocates of the bottom-up model argue that policy-making is not the domain of policy specialists but, that different actor and policy sub-systems should be involved in and contribute to the formulation of public policy. Central to the bottom-up model is the notion that one can gain an in-depth understanding of policy implementation if one looks at implementation from the perspective of beneficiaries of the policy and those involved in delivering the intended benefits of the policy.

Implementation, according to this model of policy-making, occurs at macro and micro levels (Matland, 1995:148). Macro level implementation is concerned with the central level that formulates the general implementation strategy of a policy. Micro level implementation deals with implementers at local level who have to develop plans and strategies to translate the national plan into actions relevant to the local context. In explaining the role of the individual actor in policy implementation McLaughlin states that, “in addition to factors such as local

capacity, individual will (or motivation), and the system of supports and pressure impacting policy implementation, individual interpretation of policy dramatically influences how a policy is implemented” (McLaughlin, 1987: 174). “Policy implementation research offers the important connection between political and economic analyses of policy implementation and the organizational/institutional analysis of public administration” (Hull and Hjern, 1987:78). In evaluating the implementation of the “In-service Training Policy” of 2000, assessment and analysis will be done in order to find out what and how the bureaucratic structures of the government of Swaziland influenced the rolling out of the policy within the civil service. Program designing can largely contribute to theory.

#### **2.6.4 Policy**

Colebatch (2002:1) defines policy as “the pursuit of goals”. This understanding of policy implies that policy has a definite beginning – the identification of goals – and a definite end – the formulation of policy statement(s) that is/are geared towards the actualization of the identified goal(s). Policy in Government described as a “course of action designed to achieve certain results” (Bridgman and Davis, 2000:6). For Denney, policy is “a declaration and implementation of intent” (quoted in Cloete and Wissink, 2006:11). A policy statement either by government, organizations or institutions, could therefore be seen as a formal articulation of an intention.

In understanding the concept of policy, Colebatch, Hoppe and Noordegraaf (2010:12) mention that “Governments recognize problems and make decisions to bring public authority and resources to bear upon these problems with ‘Policy’ as the expression of these decisions”. However, they observe that the connotation of policy is not always clear and indicate that policy meaning depends on the context and people involved (Colebatch, Hoppe and Noordegraaf, 2010). With reference to the above, the Government of Swaziland recognized the need to train its employees for effective and efficient service delivery, through the in-service training program. Hence, the government opted to use training officers to be responsible for rolling out the in-service program in the different ministries and departments.

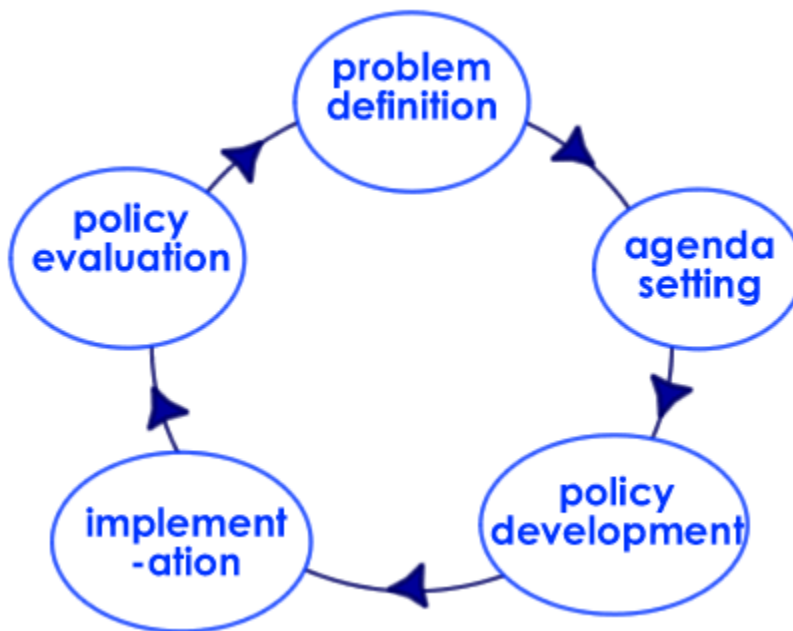
According to Dye (1995:2):

Public policy is whatever governments choose to do or not to do ... Governments do many things; they regulate conflict within societies; they distribute a great variety of symbolic

rewards and material service to members of the society; and they extract money from society, most often in the form of taxes ... Public policy may regulate behavior, organize bureaucracies, distribute benefits, or extract taxes - or all these things at once...

Scholars have identified different stages of policy making. Colebatch (2002:49) identifies five stages for successful policy process or policy cycle: “determining the goals; choosing courses of action; implementing this course of action; evaluating the results and modifying the policy”. Dunn (1981) identifies five stages in the policy cycle: the identification of the policy problem, the formulation of alternative solutions to the identified problem, the making of decisions about the alternative to choose, the implementation of the decision and the evaluation of implementation.

**Figure 1: Policy Cycle stages**



*Figure 1(Gerson, 2014)*

According to Gerson 2014:95 the policy cycle stages begin with:

[...] the agenda setting stage with recognition and definition of a significant public problem and an organized call to government action. In response, the legislative and bureaucratic machinery of government may formulate, adopt, and implement a strategy for addressing the problem. Analysis of policy effectiveness in turn often reveals shortcomings in formulation or implementation or new problems to add to the policy agenda (Gerson, 2014: 95).

### **2.6.5 Contextualizing policy cycle stages in the Implementation of the “In-service Training Policy” of 2000**

The recognition of a need for transforming the public service by the government of Swaziland is problem definition in the policy cycle. In order for government to address this issue and improve service delivery, government conceived that integral to its vision attracting and retaining highly qualified personnel would help its agenda. The In-service Training Policy” of 2000 was then developed by government, with the Ministry of Public Service as the custodian of this policy. In implementing the policy, the policy states that, “Government Ministries and Departments are to classify and control their own training requirements and priorities in consultation with the Human Resources Division in the Ministry of Public Service, which is responsible for coordinating all Public Service training”(Ministry of Public Service, 2000: 2). The policy document further mentions that, the HRDD has the sole responsibility to monitor the effectiveness of the in-service program across the civil service, while supervisors of heads of departments are expected to monitor their respective ministries (Ministry of Public Service, 2000: 23).

### **2.7 Conclusion**

Literature from previous studies on the subject matter has been explored in this chapter. A review of literature on in-service training and Swaziland’s “In-service Training Policy” of 2000 was outlined and elaborated. Further, the research identified and discussed experiences of how other countries (International and African) have implemented the training perspective. The aim of the study is to evaluate the In-service training policy. Literature on policy implementation was highlighted in terms of its significance to this research. The importance of monitoring and evaluation was also emphasized in this review of literature.

Further, the research adopted organizational theory and implementation approaches as its theoretical framework. The synthesis approach of policy implementation was discussed in relation to implementation. Additionally, the policy cycle stages such as, agenda settings; policy development; implementation and policy evaluation were identified. The theoretical framework seeks to understand and analyze policy implementation evaluation of the in-

service training policy in Swaziland. The next chapter will discuss the research design and methodology employed in the study.

## Chapter Three

### Research Methodology and Study Area

#### 3.1 Introduction

This chapter describes the research design which guides the study. The ethical issues that had to be considered before and during the data collection are described. The methodology and research design used in the study are acknowledged and deliberated in detail. This chapter incorporates the processes and methods used for data collection; sampling and sample method; limitations of study, and the ethical considerations which informed gathering and analyzing the data.

#### 3.2 Research design

Bryman (2004: 89) explains research design as “the criteria employed when evaluating social research and a framework for the generation of evidence that is suited both to certain set of criteria and to the research questions to be answered by the research”. Blanche et al. (2006: 161) notes that research designs are “plans that define the elements (e.g. variables, participants) their interrelationship and methods (sampling and measurements) that constitute a particular research”. They further state that a research design’s main purpose is to combine and specify important features and approaches so to maximize validity. Hence, they summarize a research design as a protocol or plan for research. Basically, a research design functions to guarantee that evidence found allows researchers to answer the initial question as explicitly as possible. Robson (1993: 171) writes that “applied research in general is seen as being concerned with defining real world problems, or exploring alternative approaches, policies or programs that might be implemented in order to seek solutions to such problems.” Terre Blanche and Durrheim (1999: 111), mention that applied research “aims to contribute towards practical issues of decision making, policy analysis and community development”. The study used the exploratory and descriptive design in evaluating and understanding the “In-service’ training policy” of Swaziland, focusing on the Ministry of Commerce, Industry and Trade, Health and Public Service.



### **3.2 Type of study**

Research purpose is reproduced in the kinds of conclusion the researcher's study aims or goals (Terre Blanche and Durrheim, 1999) .This study used both the descriptive and explanatory approach. Descriptive studies aims at describing the phenomenon and “seek to get accurate observations and the research design should focus on validity and reliability” (Terre Blanche and Durrheim, 1999: 111). A descriptive research is a “non-experimental research design used to observe (measure) a variable when little conceptual background has been developed on specific aspects of the variable under study” (Roberts and Burke, 1989: 359). In research it is able “to collect accurate data on and provide a clear picture of the phenomenon under study” (Mouton & Marais, 1999: 44). From a descriptive point of view, the study aims to describe how the In-service Training Policy been implemented in Swaziland; to enquire whether the policy has achieved objectives and how it can be improved where necessary. Terre Blanche and Durrheim (1999: 111) view explanatory studies as providing a casual explanation of the phenomenon “[...] designed to identify causality and the focus of the designs should not be eliminating a plausible rival hypothesis”. Explanatory studies are designed to test whether one event causes another. Based on the explanatory view point, the study provides a causal explanation in order to determine whether failure or success of the policy is a result of effective of lack of channels for the Ministry of Public Service to gain feedback from other governmental departments such as the Ministry of Commerce Industry and Trade and Ministry of Health.

### 3.3 Study Area



**Figure 2 Map Showing the Kingdom of Swaziland (Swaziland Government, 2014)**

#### 3.3.1 Swaziland: A brief profile

Swaziland is a land-locked country surrounded by South Africa and Mozambique. It is roughly seventeen thousand (17 000) square kilometres in size. Swaziland gained its political independence from the British in 1968 and has maintained relative peace and stability since independence to date. It is a homogenous society, with 98% of the population belonging to the Swazi with a small mixed population of non-Swazi residents (Swaziland Government, 2015). The population is estimated at around 1.2 million. Swaziland is labelled as a “peaceful country characterised with a rich traditional heritage” (Swaziland Government, 2014:1). There are challenges posed by poverty, income distribution patterns, HIV/AIDS and gender imbalance (AHW, 2009). Swaziland is divided into four administrative regions namely Manzini, Lubombo, Hhohho and Shiselweni. Hhohho is the largest industrial area while commercial agricultural activities are mostly found in the Lubombo region. The country is further divided into 55 constituencies known as Tinkhundla (AHW, 2009.). Today Swaziland has a Constitutional Monarchy in which executive authority is vested in the king, King Mswati III who rules in “consultation with a government comprising modern

institutions (executive, legislature and judiciary) and traditional institutions (Swazi National Council or Libandla” (Matsebula 1988: 23). Swaziland is governed through the *Tinkhundla* System of governance, “a participatory system that emphasizes devolution of state power from central government to Tinkhundla areas and individual merits for election and appointments to public office” (Swaziland Government, 2014:1).

Parliament consists of the House of Assembly and Senate. Ten members of Senate are elected by the House on its first sitting and twenty are appointed by the King. The House of Assembly comprises 65 members: 55 are democratically elected by the people from the Tinkhundla constituencies and 10 appointed by the King (Section 94 and section 95 of the Constitution of Swaziland). Cabinet and government are headed by the Prime Minister, whose mandate is to keep the Head of State (King) informed and advised on the Government operations in order to improve good governance and sound leadership (Matsebula,1988).

The capital city of Swaziland is Mbabane, in the Hhohho region and houses all the government ministries and departments (Swaziland Government). The ministries that are of particular relevance to this study are that of Ministry of Public Service (custodian of the “In-service training policy”), Ministry of Health and Ministry of Commerce, Industry and Trade.

### **3.3.1.1 The Ministry of Public Service**

The function of the Ministry of Public Service is “to ensure Public Service is qualitative, responsive, meritorious, and of the right size to support national development challenges, bearing in mind National Priorities and the Millennium Development Goals (MDG)” (Swaziland Government, 2015:1). The Ministry of Public Service “contributes towards national development by ensuring that the public service is the right size, responsive, and meritorious; providing a framework for the development of a quality national human resource base; supporting the growth and development of a focused, vigilant and responsible information and media sector; and participating effectively on behalf of Swaziland in regional and global forums” (Tsabedze, 2011: 23).

The Ministry of Public Service “aims at promoting a culture of and commitment to public duty by ensuring effective public service management by transforming the Public Service

in an efficient, effective, lean and responsive machinery for good governance and national development by 2022” ( Swaziland Government, 2015:1)

The ministry’s objectives are to:

- attain effective general public service management.
- performance improvement.
- attain effective development and utilization of human resources.
- attain effective general public service management.
- attain effective development and utilization of human resources.
- promote ethics and accountability.
- determine and maintain the right size and cost of the public service (Swaziland Government, 2015:1)

### **3.3.1.2 The Human Resources Department Division**

The department was established in 1985 by Swaziland Government Gazette Legal Notice No 29 of 1985. Other legal documents that endorse its existence are the Swaziland Government Gazette Legal Notice No 194 of 1996, Constitution of Swaziland Act, and Legal Notice No 25 of 2009. The (HRDD) function was to establish a framework to ensure appropriate and adequate training to meet current and future needs in order to improve delivery in the civil service for all the other government ministries and departments (Swaziland Government, 2014).

The importance of staff training is further emphasized by the United Nations report which highlights that “in many countries, public administration remains weak largely owing to a shortage of human resources and to deficiencies in staff training and motivation” (UN, 2005: 13).). The HRDD annual report (April 2013 – February 2014) recorded that about 956 civil service officers have been on the in-service training program between 2005- 2014, for both short and long-term. Qualifications obtained include: Masters Degrees; Bachelor’s degrees; Diplomas and Certificates.

The HRDD Objectives are to:

- ensure adequate supply of knowledgeable, skilled and committed Public Servants at all levels for efficient and effective productivity.
- ensure return on investment on in-service trainings and assess the impact thereof using the re-integration plan.

- ensure effective implementation and evaluation of the in-service Training Policy.
- ensure that critical skills gap are addressed while professionalizing the public service.
- contribute in the attainment of all national development goals through a public service that is capacitated with relevant and contemporary expertise.
- maintain a data base of all Public Servants who benefited from the in-service Human Resource Development investment by the government of Swaziland. (Swaziland Government, 2014: 2)

The HRDD strategic functions include to:

- develop and manage a sound Human Resource Development System and relevant policies.
- conduct and analyse in-service training needs assessment to inform training investment.
- develop, consolidate and analyse training plans to invest where the impact is to be high.
- develop and implement a re-integration plan to ensure return on investment with regard to in-service training. This further entails monitoring and evaluating the impact of all in-service trainings offered.
- award and manage government and donor funding directed to in-service training while ensuring that all awardees meet all guidelines. i.e. government bonding agreement, cut off age of 45 years, the confirmation requirement among others.
- develop and manage a sound data base for all in-service related trainings.
- recommend and ensure compliance to all guidelines for external travel related to both short and long term in-service training. (Swaziland Government.2015:1).

### **3.3.1.3 Ministry of Commerce, Industry and Trade**

The Ministry of Commerce, Industry and Trade “strives to be a key driver in the facilitation of an enabling environment for economic growth and equitable prosperity for all in the Kingdom of Swaziland” (Swaziland Government.2015). The MCIT core mandate is to formulate policies and promulgate regulations and laws that:

- ensure a fair trading environment and free competition
- promote export
- promote industrial development in the Swaziland (Ministry of Commerce, Industry and Trade, 2014: 2).

Objectives of the MICT include to:

- develop a Regulatory and Quality Infrastructure to enhance and / or enable Swaziland products to compete favorably in the domestic and global market by complying with set national and international standards and regulatory requirements
- create an enabling environment through streamlined and focused policies and legal instruments that will compliment Government's effort to stimulate growth of Small and Medium enterprises
- promote the economic development of the people of Swaziland through capital formation by encouraging a sustainable management of cooperative enterprises (Ministry of Commerce, Industry and Trade, 2014: 2)

The MICT has different departments under it and they include: Commerce; Industry; SMME; Co-operative; International Trade; standards and Quality Assurance; Weights and Measures; Handicraft; Intellectual Property and the Registrar of Companies.

#### **3.3.1.4 Ministry of Health**

The MOH seeks to “improve the health status of the people of Swaziland by providing preventive, primitive, curative and rehabilitative services that are of high quality, relevant, accessible, affordable, equitable and socially acceptable” ( Swaziland Government, 2015).

Objectives of the MOH:

- Reduce morbidity, disability and mortality that is due to diseases and social conditions.
- Promote effective allocation and management of health and social welfare sector resources.
- Reduce the risk and vulnerability of the country's population to social welfare problems (Ministry of Health, 2014:2).

“The country health care system consists of the formal and informal sector. The informal sector consists of traditional health practitioners and other unregulated service providers. The health service that is based on western medicine is considered to be formal and consists of public and private health services” (Swaziland Government, 2015:1).

#### **3.4 Research Methodology**

Methodology in research refers to “a systematic way of gathering data from a given population so as to understand a phenomenon and to generalize facts obtained from a larger population” (Cohen et al., 2000: 44). In essence the methodology offers direction how the

study should be designed and implemented. Further, it aims at comparing the planned and real effects of public policies and can also offer insights concerning policy results and/or effects. In the Social Sciences, research methodology employed is commonly categorized as being either quantitative or qualitative and the data collection method could further be classified into a primary or secondary basis (Jayaratne and Stewart, 1999). A qualitative approach was used for this research.

### **3.4.1 Qualitative Methodology**

Qualitative research allows the researcher to “study selected issues in depth, openness and detail as they identify and attempt to understand the categories that emerge from the data” (Terre Blanche et al., 1999: 111). In qualitative methods data is collected through spoken language or written format and also observations that are documented so that the data can be thematically analyzed (Thomas and Hodges, 2010). In this study, qualitative methods were utilized to collect the data. Qualitative research involves investigating how people give meaning and interpret their surroundings based on their experiences and interactions (Bhekie, 2002). The study findings can provide a starting point when little or no preliminary research has been done on the subject matter.

### **3.5 Data Collection Technique**

Cotty (1989: 2) defines methods as “techniques or procedures used to gather and analyze data related to the research question”. Qualitative methods of data collection comprise literature reviews, observation, semi-structured interviewing and in-depth interviews (Babbie and Mouton, 2001:270). In this study, literature reviews and semi-structured interviews which used open-ended questions were utilized as instruments to get data on evaluating the “In-service training policy” of 2000 in Swaziland. Such detail is usually necessary “to determine the appropriate questions to ask in an evaluation, and to identify the situational and contextual conditions under which a policy, program or project works or fails to work” (Guion, 2006: 1).

The first method used to collect data for the study was a critical review of documents that pertain to the “In-service training policy” of Swaziland. DeVos (1998: 360) mentions that when reviewing literature it usually consist of “examination of selected empirical research, reported practice and identified innovations relevant to the particular concern under study”.

It offers an understanding of the extents and complication of the problem. Relevant policies and documents of government were reviewed to gain insight knowledge of the position of government and the implementation of the “In-service Training Policy”. Further, literature on civil service training programs both international and regional was reviewed. An advantage of this review is that “it is unobtrusive and the data are permanent [...] and can be subject to re-analysis” (Robinson, 2002: 358).

When conducting semi-structured interviews, the researcher “has predetermined questions, but the order can be modified based upon the interviewer’s perception of what seems most appropriate” (Robinson, 2002:270). “An interview is a purposeful discussion between two or more people” (Kahn and Marshall and Rossman, 2006:78). “In-depth interview is an open ended, discovery-oriented method and the goal of the interview is to explore in depth the respondent’s point of view, feelings, and perspectives” (Guion, 2006: 223). This method allowed the researcher to follow-up on new ideas that arose during the course of the interview. An interview guide was used during the interviews. Interviews help reveal relevant insights directly derived from the lived experiences of the respondents. Interviews enable the researcher to encourage respondents not to exceed the parameters of the interview guide or to introduce extraneous subject material.

Interviews were conducted with the one of the policy formulators; Undersecretary and two officials from the HRDD in the Ministry of Public Service; human resources officers from the Ministry of Health and Ministry of Commerce, Industry and Trade and the beneficiaries of the in-service program. Participants were allowed to express themselves either in SiSwati or English during the interview so that they could express themselves freely and comfortably and also increase understanding of the issues. Interviews offer the researcher opportunities to capture interviewee viewpoint of an experience (Creswell 2003). Bloomberg and Volpe (2004: 82) describe qualitative interviewing as an “attempt to understand the world from the subject perspective, to unfold the meaning of people’s experiences to uncover their lived world.” The participants were purposively selected because they are well placed to provide relevant information for the study. The interviews were recorded and transcribed. Permission was requested from the participants to record the interviews. According to Bryman (2004:342) recording and transcribing is advantageous inasmuch as it:



- helps to correct the natural limitations of our memories and of the intuitive glosses that we might place on what people say in interviews;
- It allows more thorough examination of what people say;
- It permits repeated examination of the interviewees answers;
- It opens up the data to public scrutiny by other researchers, who can evaluate the analysis that is carried out by the original researchers of the data (that is a secondary analysis);
- It therefore helps to counter accusations that an analysis might have been influenced by a researcher's values or biases;
- It allows the data to be reused in other ways from those intended by the original researcher.

### **3.6 Sampling**

Sampling is a vital part of research due to the “nature of conclusions that can be drawn from the research depends directly upon whom the research was conducted” (Terre Blanche and Durrheim, 1999:274). Sampling involves selecting participants from an entire population. Purposive non-probability sampling was used for selecting the study sample. Patton (2000:65) states the advantage of purposeful sampling in research as, “any common patterns that emerge from great variation are of particular interest and value in capturing the core experience and central, shared dimensions of a setting or phenomenon”. In purposive sampling, the researcher has a purpose in mind which guides the selection of the study sample. In this sampling method, “a sample is built up which enables the researcher to satisfy her [his] specific needs in the project” (Robinson, 2002:265). The sampling technique enabled the researcher to select only those participants that have the requisite knowledge and are in a position to respond to the study's questions. The study seeks to get perceptions and experiences from civil servants who have been part of the program, thus snowballing sample strategy was utilised. The beneficiaries were selected through snowballing sample, bureaucrats and other beneficiaries identified other individuals who have been part of the in-service training program. The number of interviewees was determined by the limited resources and time allocated to conduct this study.

### **3.7 Sample Size**

According to Zikmund (2003: 312) “a sample is taken from the target population being researched. If the sample is adequate it will have same characteristics of a population”. Marshall (1996) advises that a selected sample is perceived appropriate if it answers the research questions. Choosing a sample is a significant step for any research, hence Marshall

(1996:522) observes that “it is rarely practical, efficient or ethical to study a whole population”. Sample size is dependent on factors such as time and resources available for data collection.

To select the sample the researcher used purposive sampling, as the potential sample was known in advance. The choice of respondents was informed by their possession of the relevant information, their understanding of the issues and their ability to contribute to the study (Flick, 2009). According to Patton, “in qualitative research, sampling may be covered under the broad term of ‘purposeful sampling...qualitative inquiry typically focuses in depth on relatively small samples, even single cases, selected purposefully” (Patton, 1990: 627). There were 25 civil servants in all who were interviewed ; one formulator of the In-service training policy; three participants from the Ministry of Public Services (administrator and two officers from the HRDD) and two training officers from the Ministry of Commerce, Industry and Trade and Ministry of Health respectively (Human resources personnel). Also ten beneficiaries of the in-service program from the Ministry Health and ten beneficiaries of the in-service program from the Ministry of Commerce, Industry and Trade made up the sample. The sample size is in line with Gray’s (2013) argument that in qualitative research the sample of people should be small and purposive.

### **3.8 Validity**

“Validity is seen as strength of qualitative research, but it is used to suggest determining whether the findings are accurate from the standpoint of the researcher, the participants, or the readers of an account” (Creswell, 2003: 10). In qualitative research validity may be increased through triangulation which is the use of two or more data collection methods in a study (Cohen et al., 2007). In this dissertation, the validity of the research was checked against the interviewees involved in the research by verifying with them whether the conclusions were accurate and matched reality. The author’s interpretation of the interviews was verified with two interviewees to guarantee that understanding of the interview sessions was congruent with the responses given during the interviews.

### **3.9 Reliability**

According to Zikmund and Babin (2012:73) “reliability is an indicator of a measure’s internal consistency”. Reliability is a suggestion of how reliable the results are based on the methods

of data collection and analysis (Bryman, 2004). Reliability refers to “the extent to which results are consistent overtime, and are accurate representation of the total population under study” (Joppe, 2001:20). Reliability, therefore, is concerned if results can be reproduced using similar methodology. For Wellington (2004), reliability denotes the degree to which a data gathering tool produces similar outcomes across a range of settings.

### **3.9 Data Analysis**

Terre Blanche et al., (1999:115) highlight that adequate data analysis strategies will guarantee that the “design is coherent, as the researcher matches the analysis to a particular type of data, to the purposes of the research, and to the research paradigm”. They further, mention that data analysis procedures can be divided into quantitative and qualitative techniques.) describe Qualitative data analysis is described “as a search for general statements and about relationships among categories of data” (Marshall and Rossman 1995:65). Quantitative techniques employ a statistical analyses and qualitative begin by classifying themes in the data and connections amongst these themes. This study employed content analysis to analyze the one on one interviews and literature reviews. Bryman (2004:456) defines content analysis as an “approach to the analysis of documents and data that seeks to quantify content in terms of predetermined categories and in a systematic and replicable manner”.

Data was transcribed, organised and verified before being analysed. Thereafter the results of the interviews were sorted under key themes of the study guided by the broad research issues; the theoretical framework; the key research concepts and the specific sample groups using through thematic analysis. Flick (2014: 3) states that “thematic analyses move beyond counting explicit words or phrases and focus on identifying and describing both implicit and explicit ideas within the data, that is, themes. It is important is that data is well organized and verified by the research before being analyzed”.

### **3.10 Ethical considerations**

For any study, ethical issues involving the protection of participants are an imperative concern (Marshall and Rossman 2006). Blanche et al. (2006: 63), describe research ethics as a “professional conduct that researchers are expected to maintain in their dealings with colleagues, research participants, sponsors and funders”. Research projects must be conducted safely, fairly and with integrity. It is a researcher’s responsibility to inform and

protect respondents. “The research process involves enlisting voluntary cooperation and it is imperative that participants are informed about the study’s purpose” (Berg and Lune, 2004: 134). An informed consent letter (Appendix 3) was read and given to all participants to sign before the interviews took place, with emphasis on confidentiality of information and that the research is voluntarily. The respondents were informed that the data would be stored in a secure environment and later disposed when the study is complete. Ethical considerations are in line with the UKZN Research Ethics Policy. It is essential for researchers at the University of KwaZulu-Natal (UKZN), School of Social Sciences that a researcher conducting a study involving humans should apply for ethical clearance.

### **3.12 Limitations**

The limitations experienced in the study include: the researcher is a civil servant employed by the Government of Swaziland, however to avoid researcher biases and hence limit the research findings, the researcher kept it in mind that the truthful presentations of the findings will enable achievement of the objectives of the government of Swaziland, which is to achieve sustainable development; deliver efficiently and effectively and to strengthen the capacity of the civil service. Therefore, the author of this study endeavoured to separate herself from her role as a government official and to focus on her role as a researcher for the duration of the research. Also the lack of comprehensive statistics from the HRDD on the exact number of civil servants that had been on the in-service program since 2000 created a challenge for the researcher and to some extent made it more difficult to realise the aims and objectives of the study.

### **3.13 Conclusion**

This chapter presented an overview of the research design and methodology that was employed in the study. Also issues of validity and reliability of the research findings were deliberated. Further, location or study areas of the research and ethical considerations were detailed. It was explained that qualitative research was used for this study; in essence the methodology enabled the researcher to get interpretation and experiences from the respondents to assist in the evaluation of the in-service training policy/program. The following chapter will present and analyze the research findings

## Chapter Four

### Data Analysis and Findings

#### 4.1 Introduction

This chapter will examine the collected data and present the findings. The purpose of the study is to evaluate the “In-service Training Policy” of 2000 in Swaziland. Primary data collection was conducted in Mbabane, Swaziland to provide participants from the Swazi government, in particular the Ministry of Public Service, Ministry of Health and Ministry of Commerce, Industry with the following opportunities. (1) To assess the implementation of the In-service Training Policy of 2000 within the civil service. (2) To determine if there are any measures and strategies in place by the Ministry of Public Service to monitor and evaluate the In-service training policy. (3) To assess role of bureaucrats in the implementation of the policy within the Ministries and departments. (4) To analyze benefits and challenges faced by civil servants in the Ministry of Health and Ministry of Commerce, Industry and Trade in the implementation process of the In-Service Training policy.

A qualitative research methodology was used to collect the data. Semi-structured interviews were utilized in data collection. Four sets of interview guides were planned for the purposes of this study and these guides were crafted taking into consideration the participants’ experiences and knowledge of the topic. The data is presented thematically based on the research question presented in Chapter 1. The participants included: administrator (“In-service training policy” formulator); under-secretary (Ministry of Public Service); bureaucrats (human resources officers from MOPS, MOH and MCIT) and civil servants who benefitted from the program.

#### 4.2 Background to “In-service Training Policy of 2000”

According to in-service training policy formulators in Swaziland, prior to 1999 there was no budget set aside by the Swaziland Government for the training of civil servants. Training of civil servants was ad-hoc. Any civil servant could come in; as long as the scholarships were available, they would be granted. However, scholarships dried up after donors such as the USA and Britain pulled the plug on funding. Funders’ justification for pulling out was that when these scholarships were given to the Swazi government, it was according to agreements

on time frames of funders. Secondly, the funders felt they had achieved their mandate and had done enough in providing support to the government to train officers. The formulator explained:

*When I moved to the Ministry of Public Service in 1999, after being transferred there to be Undersecretary for Human Resources Development and Training, I found out that Government was not allocating budget for civil servants training. There was also no proper structure and procedures for allocating and rolling out the in-service program trainings. Government relied on Training and Establishment register and the general orders to as its manual roll out training. So, it really did not have an impact yet it was a whole department responsible for training, and this had been going on for quite some time. Thirdly, we found that scholarships had dried up, countries that were supporting the training for civil servants just completely pulled out, for instance UK, USA, USAID, DFID. Countries, like Australia reduced their intake, for instance they were not taking four students instead of the fifteen that was initially being awarded. Then as a department we sat down and deliberated how they could transform training program so that it continues serve its purpose of training the civil servants. We looked at what sort of training could be provided first that could suite the public service, it was long-term and short-term training and also those scholarships that were still available. The first step was to develop a training policy, first draft produced in house, we consulted different significant stake holders and consultations were conducted with the different stakeholders asking for their input. Thereafter, the second step was to submit it to Cabinet it was taken to Cabinet for approval and it was our bible as a department.*

From this background the “In-service Training Policy” of 2000 was developed and established. The key objective of the Human Resources Development Department (HRDD) in the Ministry of Public Service (MOPS) was to establish a framework to ensure appropriate and adequate training to meet current and future needs in order to enhance delivery in the civil service for all the other government ministries and departments. Even though funders had pulled out, the government of Swaziland felt there was still a need to continue training its officers in order to improve service delivery. In order to realize that, the government aligned the training program with the government budget.

Monthly meetings with all the facilitators/training officers from all government ministries and departments were held to discuss issues of training. The policy required that all ministries and departments come up with a training plan based on ministry’s skills needs. The allocation of scholarships now depended on government financial year budgets. For rolling out the policy and expertise on short-term training, government institution, Swaziland Institute of Management and Public Administration (SIMPA) was used. Those on long-term training

were sent to some African countries and those overseas countries that still afforded scholarships.

### **4.3 Understanding of In-service training program and policy implementation in Swaziland**

#### **4.3.1 Formulators' perspective**

The in-service training program was informed by the need to transform the civil service. When the government of Swaziland rolled out the "In-service training policy", policy formulators designed two types of in-service training namely; (1) Accelerated training: when a ministry had no civil servants with degrees, then the ministry of Public Service would provide as many as possible scholarships for the ministry to have officers with relevant skills. For instance the formulator mentioned that "*the National Libraries did not have a single person with a degree or a graduate and they had to send ten officers to Namibia at a go and they came back to Namibia*". (2) Normal type: when the officers had a degree, then they would go to pursue a master's degree in a particular field as required by his/her job

The In-service training program was driven by government and developmental partners (scholarships). Some developmental partners' scholarships were partial funding and Government had to top up the remainder from its own coffers. The HRD was allocated a budget to run this program. Ministries would recommend officers for training, after they had evaluated the scarce skills programs and priority areas based on that particular ministry training plan. Processes of implementing in-service training involved: (1) The Ministry of Public service are required to inform ministries about scholarships offered by developmental partners; (2) Ministries are required to prioritize the courses based on ministry's demand, and the priority list from departments is driven by National Development goals and submitted to the Ministry of Public Service for scrutiny and prioritizing, as well according to financial realities; (3) Officers are required to sign the Bond before the final scholarship award (4) There was a committee responsible for allocation of scholarships to the different ministries. A number of scholarships went to the Ministry of Health and Ministry of Education which was a key priority area for the country and in instance where their allocation quota was not fully utilized scholarships would be spread out through to other ministries. Sometimes the priority list would not be followed to complement the scholarships requirements offered by

the developmental partners. This was because of qualification requirements that may be attached with regard to that particular scholarship.

Government provided transport costs for those who studied outside the country (cars and flights). The formulator also highlighted that, as a department they physically visited the institutions where their officers were enrolled, especially in the SADC countries, to check their programs vis-a-vis Government priorities; to know where these institutions were located and to find out on the officer's welfare.

#### **4.3.2 Under-Secretary Perspective (US) Ministry of Public Service)**

According to the Ministry of Public Service's Undersecretary, in-service training is meant to identify skills gaps in terms of performance within government working with line ministries in an attempt to try to address those skills gaps so that officers could come back and perform better in their designated posts. . He explained that *"you find that as government recruits qualified people they lack expertise and skills; and also the ever evolving demands put on the public service and government forces government to further train those civil servants so as to remain relevant in delivering quality services"*. The in-service training program addresses two issues (1) skill gaps and (2) career development. The latter involves developing the officer rather than just addressing skill deficiencies in government. Career development is meant to motivate officers, in particular, the younger ones who have aspirations to develop their careers and move to higher posts. Government tries to strike a balance by addressing critical skills that would make people perform and also their career development aspects as well,

The Human Resources Development Department (HRDD) is mandated to co-ordinate and direct in-service training for the entire government. Respective ministries are expected to submit their training plan to the Ministry of Public Service. The training plan format involves: (1) Identifying areas that need training in respective ministries. (2) Assessing emerging issues that have culminated in the ministry making a decision to say they need training in that particular field. (3) Respective ministries have to indicate the name of the officer they intend to take for training and their designation. (4) Age consideration of proposed officer identified for training bearing in mind that government retirement age is 60, hence cut off age for long-term training is 45. However, if there is a special agreement with the developmental partner



or private sponsor to sponsor that particular officer, a provision to allow that officer to go for training is made but these are few cases. (5) Objective of training. (6) The gender of the proposed officer to ensure gender balance when implementing in-service program. (7) Employment number of officer recommended for training, for management purposes. (8) Indication by officers whether they have a sponsor or will be paid for by government or sponsor. (9) Whether training is full time or partial, (10) Briefing session whereby government makes sure officers understand that the skill they will acquire does not belong to them but to the government and the people of Swaziland. (11) Bonding and staggering process. (13) The re-integration plan.

The undersecretary stated that in-service training is not supposed to be a long term engagement that exceeds 5 years considering that officers are expected to execute government duties and must be at their posts. Thus, their training should be short to medium term so as not to distract government operations. There are two types of funding in the in-service training program, namely, full and partial scholarships due to financial implications. The In-service program is funded by government and sponsorships from developmental partners and the private sector. Scholarship funders include the Austrian government, and Commonwealth scholarships through UK, which are normally full scholarships, as well as Singapore, Malaysia, Taiwan and Asia who mostly offer partial scholarships. Partial scholarships tend to be a challenge for government as they have to top up and cover the balance without being accommodated in their initial budget. Furthermore, the In-service training program also allows civil servants to be enrolled in local institutions such as Swaziland Institute of Management and Public Administration (SIMPA), Swaziland College of Technology (SCOT), Institute of Development Management (IDM), the University of Swaziland (UNISWA).

Once an officer has submitted the acceptance letter from the institution, they are then called for a briefing session at the Public service. They are accompanied by their supervisors or training officer and the person representing the PS. Worth noting is that according to one officer from the HRDD, *“the briefing session is not under the in-service training policy of 2000 but included in the Review Policy that is still not official. It is implemented because there was a gap and HRD officers felt they could not wait for official policy to effect it”*.

During the briefing session the respective ministries make a final justification to the Public Service as to why that particular officer must go to school. It is where the Government shares their expectations from the officer and ministry. This was where the officer is made aware of the In-service training policy conditions and also the documentation that is required for the signing of the bond. A bond is a contract between the officer and the government of Swaziland to bind officers to work for government upon completion. It ensures that people come back to plough back to the Swazi government. It is also used to facilitate study leave request for the officer.

One human resources officer in the MOPS defined and explained the “In-service training policy” as *“a unique tool made and used by government on to develop civil servants to be relevant on carrying out their mandates in order to keep up with national goals and international standards”*.

#### **4.3.3 Beneficiaries’ Perspective**

The officers who benefited from the in-service program generally understand in-service training policy as a program afforded to government employees to acquire necessary skills for the position currently occupied by officers. One beneficiary mentioned that the in-service program *“is an initiative by government to upgrade and improve their employees and all I know is that you do not pay it back if you comply with the bonding guidelines”*. Another beneficiary defined in-service training as a program aimed at increasing skill capacity in tackling changing demands as globalization predicates change, thus requiring public servants to adapt and evolve in order to respond to the changing demands. However, in their responses most of beneficiaries confessed that they had never seen the “In-service training policy” document; hence they were not aware of all the policy guidelines and processes.

#### **4.4 Role of bureaucrats in the implementation of the policy within the Ministries and departments**

The role of the undersecretary in the Ministry of Public Service in implementing in-service training involves co-coordinating and directing in-service training within the civil service of Swaziland. Since government is ever evolving, the departments’ mandate is to keep abreast of issues and international standards by doing what is expected from government by citizens or clients in line with principles of good governance.

The undersecretary noted that it is close to impossible to fully understand the needs of different ministries on the ground as some are technical such as Health. The Ministry of Public Service is the custodian of the policy but works directly with line ministries with what could be called ‘sectorial officers’ who are referred to as training officers in various ministries and departments of government. The training officers with supervisors identify gaps, compile and develop a training plan. Ministries and Departments are requested to submit their training plans to the HRDD once a year with the training needs in a prioritized manner. The rationale behind prioritizing is that needs outweigh resources that are available; hence ministries are requested to prioritize their skills gap. Once the compilation is done at ministerial level then the training plans are sent to the HRDD.

One bureaucrat from the HRDD mentioned that once all the ministries have submitted their training plans, a master training plan is then compiled. The training plans are scrutinized and prioritized, taking into consideration financial realities. Further, the HRDD informs ministries and departments on available scholarships by developmental partners. The HRDD conducts workshops for training officers on the in-service training program. However, the challenge is that training officers are human resources personnel who get to be changed or transferred now and again to different posts in a different ministry. Thus, they find themselves having to start all over again and re-train different individuals every year as the officer leaves with the skill acquired. Another challenge, as one of the bureaucrats in the HRDD pointed out, is that they were not given the opportunity to also benefit from the in-service training program. This negligence demoralizes and hinders their ability to grow, thus affects their productivity.

The training officer from the Ministry of Health mentioned that his responsibility is to ensure compliance to policy and liaise with Public Service. Furthermore, he is expected to identify training needs for the ministry and coordinate needs for training institutions in accordance with identified sector priorities. Another training officer from the Ministry of Commerce, Industry and Trade mentioned that her responsibility “*is to receive invites from public service about courses offered by institutions and inform the staff about the courses... and it is on first come first serve basis*”. The above quote signifies that there is lack of confidence and inability

to execute policy implementation as this is an added responsibility to her daily work or normal job.

#### **4.5 Benefits of the In-service Training Policy**

Staff training plays an integral part by enabling any staff/employees to effectively and efficiently deliver services to its customers (McCourt 2013). The findings for this research reveal that the implementation of the “In-service training policy” has seen the government taking up its responsibility as an employer to train its employees in a structured manner, across ministries and departments thus ensuring efficient and effective service delivery and the establishment of the in service training. The Ministry of Public Service noted that implementation success is determined by a number of factors. Empirical findings reveal that the In-service program has made a significant contribution in the civil service of Swaziland: a number of civil servants have benefitted and obtained their qualifications. To concur with the above statement, the Ministry’s annual report for April 2013- February 2014 shows the number of civil servants enrolled in the in-service training program and of those, 151 were enrolled for Master’s degree; 125 for Bachelor’s degree; 58 for Diplomas and 14 for Certificates.

The US in HRDD mentioned that government has decreased reliance on consultants and work now is given to the civil servants, who have undergone training and acquired necessary skills, to execute that task. He illustrated:

*For instance, the Management Services Division (MSD), whose mandated to assist in finding solutions to problems encountered by Principal Secretaries of Ministries and Heads of Department in terms of productivity, lack of motivation, organization, staffing numbers, quality of staff, job grading, and systems and procedures, now consults in house as it now has a number of skilled officers who have been part of the in-service training program to deal with finding those solutions.*

There has also been an increase in the number of Masters Degrees holders being promoted to senior Government positions and there has also been a slight increase in officers qualified in specialized skills. The US mentioned that, “*the in-service program has enabled equipped Swazi citizens to take up positions that were earlier occupied by foreigners*”. The human resource officer from HRDD observed that in-service training has immensely improved civil servants performance especially in sectors like Education and Health.

Most of the beneficiaries who were interviewed, and who have been on the in-service training, mentioned that had benefitted from the program as they gained knowledge and skill. The skill acquired has positively impacted them to efficiently and effectively execute their jobs. One beneficiary noted that *“the In-service training benefitted her greatly in that she is now more articulate, exercises her duties with ease; participates in management meetings and also she was promoted”*. One beneficiary observed that the program could be more as beneficial to government to properly address skills gap in the civil service with proper needs assessment conducted. Even though the officers felt they had benefitted from the program, one interviewee stated that *“even though I feel empowered academically, there was no eminent results, as nothing has changed, citing government hierarchy that stifles growth”*.

#### **4.6 Challenges of “In-service Training Policy”**

Responding to questions about challenges in implementing the in-service training policy, the US pointed out that the quality of training needs assessment is very poor in ministries. He stated that *“ministries and departments submit a shopping list of request for in-service training in their training plans against limited resources allocated for training.”* Ministries tend not to prioritize and link their training plans to ministry’s needs (strategic development) and Government goals. Furthermore, the US cited budget cuts and shortage of staff in the HRDD to service the whole civil service as factors that obstruct the efficient implementation of the in-service training. The US stated that *“currently there were six people in the department and they were expected to coordinate with all the ministries and departments, consolidate training plans, co-ordinate training and also do the payments that has to do with in-service training programs”*. This stifles their working operations as a department as illustrated by one human resource officer in the HRDD who mentioned *“that the shortage of staff greatly affects their working relations in that they are unable to have departmental meetings with the US, as they were always busy, yet we would like to convey our challenges to him”*. The use of human resources personnel as training officers also hinders the implementation of the in-service, as they were never trained for the training function but they are now coordinating training. The practice of human resources officers getting transferred or promoted to different ministries at any time raises a challenge to the HRDD as it has to re-train other people. One of the training officers confessed that *“they lacked of confidence in executing the policy as they do not deal with the in-service training program on a daily basis,*

*for them it felt like an added responsibility to their job description*". This could explain why most officers revealed that they had never seen the policy document, they hear about it from other officers. Hence, the respondents felt there is a need for government to employ designated training officers in all ministries to enable proper smooth implementation of the policy.

With regard to the issue of civil servants leaving civil service after completion of their training, it was revealed that some never return or buy themselves out of the contract, which sets back government in realizing and achieving the policy's objectives. To avert this 'brain drain', the bureaucrats suggested that government should consider a salary upgrade or some form of recognition for those officers who have benefitted from the in-service training program.

Remarking further on the issue of challenges, the human resources officers from the HRDD mentioned that ministries and departments do not submit on time, for instance, if there is a scholarship from one of the developmental partners they write and inform relevant ministry or department on that scholarship and they don't respond promptly and end up missing submission deadlines which result in loss of scholarship. She further stated that also students (officers) take time to submit progress reports which delays payments from government. Institutions also take time to forward government with invoices for government to timeously process payments.

In addition the training officers observed that there is a discrepancy in awarding of scholarships by the HRDD between ministries. They pointed out that some ministries are prioritized more than others and that they are not informed all the time about available scholarships offered by developmental partners. The suggestion was that ministries should be given autonomy to control their budgets and administer the whole process of awarding the scholarship.

It is also noteworthy that even though the developmental funding provides assistance, bureaucrats assert that most of the time sponsors/funders use this funding to serve their own interest which hinders efficient implementation of the policy. This hindrance adversely impacts on government's efforts to achieve the in-service training program objectives of

identifying and addressing skills gaps; it also affects the order of preference on which ministries construct their training plans. A case in point is when one finds that government has a pool of civil servants with the same qualifications. The officer mentioned that *“developmental partners funding sometimes changes the priority list in respect of what they are offering which may not necessary be coherent with the order of preference set out by government”*. The training /human resources officers revealed another problem, namely that even though respective ministries would prioritize certain courses, the undersecretary HRDD would interfere and prioritize what she regards as important. For instance one beneficiary illustrated that:

*I did all the required procedure as stipulated in the In-service training policy with the assistance of my human resources officer, but when we submitted to HRDD, I was told that there were scholarships from Singapore and they issued me forms to fill up, in spite that I had already been accepted in a South African university. The worse thing was that there deadline for that scholarship was in two days. After a much deliberations between my ministry and the HRDD, they finally agreed that I go and study in South Africa.*

Some of the beneficiaries mentioned that the processes and requirements are cumbersome. This discourages individuals from participating in the in-service program. For instance, they pointed out that a lot of paper work needed to be completed before awarding the scholarships. The ever-changing directives and inconsistencies in the awarding of scholarships by the HRDD, affects the implementation of the in-service program

One beneficiary observed that the human resources officers were not well capacitated; as a result he had to get information and processes on in-service training on his own, as the human resources officer in his ministry could not assist. He was made to run back and forth. He said that *“when you go to the HRDD they send you back to your ministry’s HR and the HR will tell you to go back to HRDD”*.

However, beneficiaries from the ministry of health mentioned that their training officer was of great assistance and co-operative. One officer stated that *“I had an interest and had indicated to training officer and supervisor, and then the training officers had facilitated the applications with the institution”*

The beneficiaries identified lack of adequate support from the government, especially those studying outside Swaziland. All the beneficiaries testified that the officials from the HRDD had never been to their institutions physically to find out about their welfare. This was asserted by one officer, who explained that there was a strike action and the university had to shut down and they had to vacate and they were left stranded. Government never communicated with them, not even to at least find out if they were safe. They were saved by the University of Botswana administration that came to their rescue. The beneficiaries also listed as follows the only forms of support they got from government was: tuition fee, accommodation, subsistence allowance, meals allowance, books allowance and transport costs. Government did not pay for their medical aid cover whilst studying, or for their study permit costs.

The beneficiaries identified salary staggering as being unfair and uncalled for. They mentioned that it felt more like punishment for being away to study, and one beneficiary said *“why should the salary be staggered as government does not hire someone to feel in my position”*? Another beneficiary concern was that prior to going to school they already had financial commitments that are serviced by their salaries, so staggering them greatly affects them she pointed out that *“staggering of salary is problematic because responsibilities do not go away because one is studying”*.

Another example of the unfairness of staggering was revealed by their observation that doctors salaries were not staggered throughout their studying. There was a further complaint that upon completion, the work environment does not enable a civil servant to implement what he has learnt; there is always resistance when one comes back.

Most of the beneficiaries noted that their supervisors and human resource officers had negative attitudes and that sometimes the beneficiaries get a hostile reception when it comes to training issues. For instance, one beneficiary illustrated that *“I had a challenge with my immediate supervisor who did not want to sign for me and was very hostile and against my going to school, eventually I had to find another matron to sign for me”*. This could be associated with the lack of capacity and capability by the officers within the ministries on training related issues.



Some of the beneficiaries raised the concern about the age limitation of 45 years for long term training, as stated in the policy document. They pointed out that government retirement age is 60 years, so they observed that there is a lot a person could contribute in 15 years. They further observed that it was normally the age when people are promoted to management positions. Hence, they argued that there is a need to be trained at that age to facilitate easy adaptation to the new position. On the other hand, one beneficiary suggested that *“45 years age limit is correct but needs to be re-evaluated, flexibility needs to be there, for example if one is over 45 years of age wants to pursue a Master’s degree, there must be an agreement, on cost sharing between the government and the officer and also do your masters part-time.”*

In addition to the challenges discussed above, there are other challenges faced by bureaucrats and officers alike, for instance, officers not knowing the contents of in-service training policy of 2000. Moreover, both bureaucrats and beneficiaries noted funding as a big obstacle in implementing the in-service training program in Swaziland.

#### **4.7 Monitoring and Evaluation of Program**

According to Cloete (2007:274), “policy evaluation or assessment should be viewed as a judging process to compare explicit and implicit policy objectives with real or projected outcomes”. Monitoring seeks to ascertain whether aims and objectives of a plan are implemented correctly, while evaluation ascertains whether plan as implemented is effective, efficient, and providing value for money, and identifies areas of improvement” (Naidoo, 2011:3). During policy formulation, monitoring and evaluation (M&E) was allocated to one of the departments under HRDD; to evaluate if there were any benefits for the Government and the recipients once they got back; officers had to fill in a form upon return. The M&E officer was to follow up and do a debriefing with the beneficiary and find out the relevance of qualification obtained and daily job. Ministries were to monitor civil servants performance upon return and report if there was more training required by the civil servant. The HRDD officers physically visited the institutions, to check their programs vis-a-vis Government priorities and to know where these institutions were located. However, due to lack of capacity there was lack of effective monitoring and evaluation.

According to the US, currently there is no monitoring and evaluation plan taking place due to lack of capacity, even though the policy clearly states that there should be a monitoring

and evaluation plan. He mentioned that the HRDD is working on a Re-integration plan that will follow individual officers on regular basis to monitor people from various ministries to ascertain whether the program improved efficiency and effectiveness. The only mechanism of monitoring employed the in-service training program by HRDD is the submission of progress reports by beneficiaries yearly. When asked for statistics on the trained civil servants under in-service, the human resources officers mentioned that they were available but were not comprehensive. The HRDD was in the process of compiling a detailed report. Equally, training officers from the ministry of health and the ministry of commerce, industry and trade revealed that they had no records of the trained officers; they relied on the ministry of public service for quantifying those numbers.

The beneficiaries' viewed the process of monitoring and evaluation as weak and close to non-existent. *"The government show no concern when you are away, they are only concerned or worry about when are you coming back, and only my sponsor monitored my progress"*. Beneficiaries suggested that HRDD should come up with a more strict monitoring mechanism, instead of relying on progress report which opens up loopholes for people to submit fraudulent qualifications which will have negative impact on one's working performance. The policy further requires that beneficiaries are expected to submit a report upon completion; however, the beneficiaries concern is that they never get any feedback from the HRDD. Hence, they don't know if their report recommendations are implemented. Wolman (1981) attests that there is a tendency to ignore or discount the feedback. To concur, Cloete (2009) states that effective M&E happens when policy implementers learns from feedback and use that information to make changes or adjustments.

#### **4.8 Conclusion**

This chapter generally presented and discussed data as collected from the Ministry of Public Service, Ministry of Health and the Ministry of Commerce Industry and Trade which was the research focus area for this research. The research findings were presented incorporating the reviewed literature and theoretical framework as deliberated on the previous chapters. The research questions and objectives highlighted in chapter 1 were utilized in discussing and interpreting the data.

Additionally, the data was interpreted and discussed thematically, and these themes were developed taking into consideration the research questions and objectives. The themes that emerged include: background to the “In-service Training Policy of 2000”; understanding of In-service training program and policy implementation in Swaziland; role of bureaucrats in the implementation of the policy within the Ministries and departments; benefits of the In-service Training Policy; challenges of “In-service Training Policy”; evaluation of the In-service training policy/program and Monitoring and Evaluation of the in-service training Program. The following chapter will present a summary of findings and recommendations for the government of Swaziland to efficiently and effectively implement the in-service training program in the future.

## Chapter Five

### Conclusion and Recommendations

#### 5.1 Introduction

The aim of this study was to evaluate the In-service Training Policy of Swaziland with reference to the Ministry of Health and the Ministry of Commerce, Industry and Trade. In-service-training was discussed in relation to training and also as implemented in Swaziland. The literature review provided in-depth definitions and analyses of in-service training program/policy. Further the perspective of International and African experience gave an understanding of the experiences and challenges in policy implementation of similar programs. The objectives of the study were to assess the implementation of the “In-service Training Policy of 2000’ within the civil service; determine if there are any measures and strategies in place by the Ministry of Public Service to monitor and evaluate the ‘In-service training policy’; assess role of bureaucrats in the implementation of the policy within the Ministries and departments and analyze benefits and challenges faced by civil servants in the Ministry of Health and Ministry of Commerce, Industry and Trade in the implementation process of the ‘In-Service Training policy’.

The study focused on understanding the In-service training policy in Swaziland and the implementation process. Additionally, as shown by the literature on developed and developing countries, the government of Swaziland should be able to learn from other countries’ experiences and understanding of in-service training.

The purpose of the study was to answer the following questions: (1) how has the In-service Training Policy been implemented in Swaziland? (2) are there measures and strategies in place by the Ministry of Public Service to monitor and evaluate the In-service training policy? (3) what is the role of bureaucrats in the implementation of the policy within the Ministries and departments? (4) what are the benefits and challenges faced by civil servants in the Ministry of Health and Ministry of Commerce, Industry and Trade in the implementation process of the In-Service Training policy? In order to achieve the aims and objectives of this particular study, organizational theory and implementation theory were used as theoretical frameworks to guide the study. This chapter seeks draw information and findings from the

previous chapters in order to determine whether this study has been able to achieve its objectives.

## **5.2 In-service training policy implementation in Swaziland**

McLaughlin (1987) explains that individual interpretation of policy dramatically influences how a policy is implemented, hence communication is an important element for effective implementation of public policy; distorted information can result in policy failure. This study's findings have exposed inconsistencies in the processes and procedures of awarding the scholarships by the Ministry of Public Service which impacts the proper implementation of the in-service training program. Again, the study revealed that there is not much information available on the in-service training within ministries and departments from the human resources officers. This has resulted in civil servants not knowing the contents of the policy and how it should be rolled out. The HRDD's attempt to realize the policy's objectives is negatively affected by the fact that there are no designated training officers in the different Ministries and Department to effectively implement the "In-service Training Policy", since human resources officers are working as training officers. Only the Ministry of Health has a designated training officer. As has been discussed in the study, organizational theory assesses the behavior of technocrats within an organization and suggests ways in which an organization copes with rapid change. However, lack of policy content knowledge and procedures by the civil servants and technocrats leads to a deduction and contribute towards policy failure as they will not be able to cope with rapid changes.

Further, the study revealed that effective policy implementation requires and involves more than just formulating a policy. As Muangasame and McKercher (2015: 501) argue, "an all-inclusive approach in policy implementation is where formulation and execution are seen as part of the same process...which also comprises sufficient resources; the capacity to monitor and give feedback; lack of communication to policy recipients about the nature of policy". Policy monitoring should be conducted throughout the policy cycle stages. The implementation model employed by the Ministry of Public Service in the policy formulation stage was a top down approach which took a hierarchical approach in terms of crafting the policy as it was done in-house. The bottom up approach was employed later in the policy

cycle as other stakeholders from other ministries were consulted on later stages of the policy formulation.

Since implementation success is determined by a number of factors, the empirical findings reveal that the In-service program has made a significant contribution in the civil service of Swaziland. A number of civil servants have benefitted. They have obtained their qualifications and also there has been an increase in their rates of promotion: for instance some Master's degree holders have been promoted to top Government positions. However, the study revealed that the in-service training program is not sufficient to address skills shortages in Swaziland because officers are required to take up courses based on their current scope of work and rather takes minimal consideration of what government priorities needs and seeks to achieve. The skill needs gap that ministries and department are required to conduct seem to be non-existent.

### **5.3 Monitoring and Evaluation strategies employed by the Ministry of Public service on the in-service training program**

The study revealed that there is no proper monitoring and evaluation of the policy in practice as outlined in Section VI of the "In-service training policy of 2000". There are no effective measures and mechanisms employed by the HRDD in monitoring and evaluating the 'In-service Training Policy'. The only monitoring mechanism mentioned in the study by all respondents' is progress reports submitted by the beneficiaries to the HRDD yearly. Monitoring and evaluation are absolutely essential and crucial tools that can improve the performance and the rate of feedback in policy implementation. Failure to learn from M&E feedback would result in policy implementation failure. As attested by Kerr (1976) implementation can be said to have failed as a policy as soon as it does not fulfill the purpose or purposes of the policy. Lack of adequate monitoring and evaluation mechanism, for instance, hinders the HRDD from getting feedback, especially from the beneficiaries, and thus prevents the HRDD from making informed decisions on future policy improvements. This has a negative effect on the viability of the program. Moreover, the lack of comprehensive statistics of civil servants that have benefitted from the in-service training program since policy conception in 2000 makes monitoring and evaluation a difficult and futile exercise.

As much as the study revealed that there was currently no monitoring and evaluation strategy, when one employs Kirkpatrick's 'Four-level Evaluation' one is able to monitor and evaluate the current implementation of the In-service training of Swaziland. When considering the first level that measures and evaluates the reaction of the participants and their thoughts about the training experience, the study revealed that most of the participants were not familiar with the contents of the policy which made it difficult to measure their training experiences against policy guidelines and dictates. When considerations of the second level are employed to measure the participants' learning outcomes and increase in knowledge from the training experience, the study revealed that most participants felt that after partaking in the in-service training there was increased knowledge gained. The third layer of the model measures participant's behavioral change and improvement after applying the skills on the job. Here, most participants felt that their training made executing their respective mandates easy. The fourth layer measures the results or effects that the participant's performance has on the job. In this regard, the study revealed that training officers who are tasked to monitor and evaluate participants upon return from training cited satisfaction in participants' job performances.

#### **5.4 Role of bureaucrats in implementing the in-service training policy within ministries and department**

Organizational theory stipulates there must be: a separation between politics and elected politicians on the one hand and administration and appointed administrators on the other. The theory also stipulates that there must be a functional division of labor, and a hierarchy of tasks and people (Minogue, 2001). From the findings of this study, the Ministry of Public Service and the respective ministries considered by this research seem to comply with organizational theory based on hierarchical protocol.

The key role of the undersecretary in the Ministry of Public Service in implementing in-service training is to co-coordinate and direct the in-service training within the civil service of Swaziland. Since the government is a huge institution, the Ministry of Public Service works directly with line ministries (sectorial officers) and in this context, with the Ministry of Health and the Ministry of Commerce, Industry and Trade. Sectorial officers (who are referred to as training officers) in various ministries and departments together with supervisors identify skills gaps within departments and ministries and develop a training plan

to address those skills gaps. Ministries and Departments are requested to submit their training plans to the HRDD once a year with the training needs listed in order of priority. The HRDD informs ministries and department on available scholarships by developmental partners. The HRDD conducts workshops for training officers on the in-service training program.

However, findings unearthed firstly, that of the Ministries that were part of this study, only the Ministry of Health has a designated training officer; secondly, that lack of policy content knowledge by civil servants and lack of designated training officers in ministries contradicts or stifles organizational theory's feature of assessing behavior of technocrats within an organization and suggesting ways it copes with rapid change. Thirdly, the study highlighted that Organizational theory advocates that administrators must be appointed on the basis of qualifications, and be trained professionals. However, during fieldwork, the study found that some administrators in certain ministries have been found wanting as they could not adequately provide expected support and information to civil servants.

### **5.5 Benefits and Challenges faced by civil servants in the Ministry of Health and Ministry of Commerce, Industry and Trade in the implementation process of the In-Service Training policy**

The literature review showed that policy implementation failure can also be attributed to communication, lack of resources and bureaucratic structures (Makinde 2005). Issues of resources are critical in implementing public policies. Human resources is considered crucial in policy implementation. Inadequate financial support affects policy implementation. The findings highlighted that the HRDD budget does not adequately meet the training needs of all the Ministries and departments. The lack of designated training officers affects the implementation of the in-service training program within ministries and departments. However, one can deduce that this is not unique to the Swazi context. Rather, it is in line with Yang's argument that challenges encountered during implementation of training include uneven distribution of training opportunities, and lack of interest amongst civil servants. Lack of interest translates, in this context, as lack of knowledge about the policy by most civil servants. As Minogue argued resources belong to the organization and in this context



government, not to the individuals who work in it and public servants must serve public rather than private interests (Minoque, 2001).

Whilst the Ministry of Public Service in Swaziland has rolled out the in-service training program, a paradox revealed by the study is that some policy cycle stages have not been grasped fully by the ministry, thus negatively impacting the policy implementation process.

## **5.6 Recommendations**

To ensure that the “In-service training policy” of 2000 and program succeed in achieving their intended goals in the civil service of Swaziland, the following recommendations are offered:

- The “In-service Training Policy” of 2000 should be reviewed to match international standards and be relevant to current world standards markets.
- The Ministry of Public Service should hire designated training officers, instead of using Human resources as training officers. To elaborate, the Ministry should hire officers who are able to do in-depth needs assessment, to evaluate training programs and to co-ordinate the training function.
- Government needs to work on a legally binding document in regard to civil servants who leave government after completion of their studies, and to find incentives to retain the investment. In other words, there should be some form of incentive or recognition for civil servants who complete their studies. This would encourage more civil servants to enroll.
- The Ministry of Public Service should consult and use the Ministry of Labor and Social Security strategy to get back the money from beneficiaries who resign from the civil service.
- The Ministry of Public Service should encourage Masters Students to write dissertations on issues that affect or impact the country and encourage them to publish. This would ensure that there is enough literature and information about the country.
- Monitoring mechanism by Government should be reviewed, and the Ministry of Public Service should come up with a more strict monitoring mechanism.

- The Ministry of Public Service needs to make a policy intervention. The Ministry should evaluate participatory approaches through assessing views, perceptions and challenges and experiences of the civil servants so as to make sure that the policy yields the desired results.
- The process of awarding the scholarships should be transparent. For instance, there should be an inter-ministerial committee which will monitor and evaluate the implementation. All the different stakeholders should be represented in this committee.
- Government should utilize its own institutions like SIMPA for group training; this would cut costs for Government.
- Government should strengthen the recruitment stage. People with proper qualifications should be recruited as recruiting unqualified people creates a burden on the In-service training program. The program should be utilized, not for basic training, but solely for developing special skills and career development.

## References

- Adei, S. and Boachie-Danquah, Y. (2003). The civil service performance improvement programme (CSPIP) in Ghana: Lessons of experience. African Journal of Public Administration and Management, 14(1), 10-23.
- AHWO, (2009). Human Resources for Health Country Profile: Swaziland. Available at: [http://www.hrh-observato-ry.afro.who.int/images/Document\\_Centre/Country\\_profile\\_Swaziland.pdf](http://www.hrh-observato-ry.afro.who.int/images/Document_Centre/Country_profile_Swaziland.pdf). [Accessed 23 October 2014].
- Akinnusi, D. M. (2008). Benchmarking of human resource management in the public sector: prospects, problems and challenges: original research. SA Journal of Human Resource Management, 6(2), 25-31.
- Anglin, D. (1995). International Monitoring of the Transitional to Democracy in South Africa. African Affairs, 94(377), 519-543.
- Ayee, J. R. (2001). Civil service reform in Ghana: a case study of contemporary reform problems in Africa. African Journal of Political Science, 6(1), 1-41.
- Babbie, E. and Mouton J. (2006). The Practice of Social Research. UK: Oxford University Press.
- Benson, L.; Gella Y; and Bulila N.B (2012). Public Service reforms and The Millennium Development Goals. The Nigerian Academic Forum, 23(1), 1-7.
- Berman, E. M. ...et al. (2012). Human resource management in public service: Paradoxes, processes, and problems. London: Sage.
- Berg, L. and Lune, H. (2004). Qualitative research methods for the social sciences. Boston: Pearson.
- Bhattacharjee, A. (2012). Social Science Research: principles, methods, and practices. USA: University of Florida.
- Bhekhe, A. (2002). Course Reader Qualitative Methods & Study Design. Bellville, South Africa. University of the Western Cape.
- Blanche, M., Blanche, M., Durrheim, K. and Painter, D. (Eds.). (2006). Research in practice: Applied methods for the social sciences. South Africa: Juta and Company Ltd.
- Bloomberg, L. and Volpe, M. (2012). Completing your qualitative dissertation: A road map from beginning to end. London: Sage Publications.
- Bo, Z. (2002). Chinese provincial leaders: Economic performance and political mobility since 1949. New York: M. E. Sharpe.

- Burns, J. P. (2007). Civil service reform in China. OECD Journal on Budgeting, 7(1), 1-25.
- Bratton, J., & Gold, J. (2012). Human resource management: theory and practice. Palgrave Macmillan.
- Bryman, A. (2004). Social Research Methods. New York: Oxford University Press.
- Bryman, A. (2012). Social research methods. New York: Oxford University Press.
- Creswell, J. (2003). Research design. Qualitative, quantitative and mixed methods approaches. London: Sage Publication.
- Cloete, F. (2007). Knowledge management and trust in government: Lessons from South Africa. Paper presented at the 7<sup>th</sup> Global Forum on Reinventing Government: Building Trust in Government, 26 – 29 June 2007 Vienna, Austria.
- Cloete, F. (2009). ‘Evidence-Based Policy Analysis in South Africa: Critical Assessment of the Emerging Government-Wide Monitoring and Evaluation System. Journal of Public Administration, 44(2), 293-311.
- Colebatch, H. 2002. Policy. Philadelphia: Open University Press.
- Colebatch, H., Hoppe, R., and Noordegraaf, M. (Eds.). (2010). Working for policy. Netherlands: Amsterdam University Press.
- Cohen, L., Manion, L. and Morrison, K. (2000). Research in education. London: Routledge Falmer.
- Creswell, J. W., Fetters, M. D. and Ivankova, N. (2004). Designing a mixed methods study in primary care. Annals of Family Medicine, 2(7), 7-12.
- Department of Performance Monitoring and Evaluation (2011). National Evaluation Policy Framework. Available at [http://dev.absol.co.za/Publisher\\_ME/MediaLib/Home/Publications2/National%20Evaluation%20Policy%20Framework.pdf](http://dev.absol.co.za/Publisher_ME/MediaLib/Home/Publications2/National%20Evaluation%20Policy%20Framework.pdf) [Accessed 20 October 2014].
- De Vos, A., and Fouche, C. (1998). Research at grass roots. Pretoria: Van Schaik.
- Dlamini, M.P., (2008), “From Development to the Developmental State: Challenges for African Countries” A Paper Presented at the 30<sup>th</sup> AAPAM Annual Roundtable Conference, Accra, Ghana. Available at <http://unpan1.un.org/intradoc/groups/public/documents/aapam/unpan033586.pdf> [Accessed 28th September 2012].
- Dunn, W. (1981). Public Policy Analysis: An Introduction. Englewood Cliffs: Prentice Hall.

- Dye, T. (1972). Understanding Public Policy. London: Prentice-Hall International.
- Economic Commission for Africa (2010). Innovations and Best Practices in Public Sector Reforms: The Case of Civil Service in Ghana, Kenya, Nigeria and South Africa. Available at [http://www.uneca.org/sites/default/files/publications/innovations\\_in\\_the\\_public\\_sector.pdf](http://www.uneca.org/sites/default/files/publications/innovations_in_the_public_sector.pdf) [Accessed 22 November 2014].
- Edwards, G. C. (1980). Implementation public policy. Washington DC: congressional Quarterly Inc.
- Engela, R. and Ajam, T. (2010). Implementing a government-wide monitoring and evaluation system in South Africa. World Bank.
- Flick, U. (2009). An Introduction to Qualitative Research. London: Sage Publication Ltd.
- Fauzilah, S., Noryati, Y. and Zaharah, D. (2011). The influence of skill levels on job performance of public service employees in Malaysia. Business and management Review, 1(1), 31-40.
- Fowler, F. J. (2014). Survey research methods. London: Sage Publications Ltd.
- Gerston, L. N. (2014). Public policy making: Process and principles. London: Routledge.
- Government of Malaysia. (2001). The civil service of Malaysia: strengthening the administrative reform agenda. Kuala Lumpur: MAMPU, Prime Minister's Department.
- Government of Malaysia (2014). Public Service Department of Malayasia. Available at: [http://www.jpa.gov.my/index.php?option=com\\_content&view=article&id=260%3Asponsorship&catid=55%3Aservices-principle&lang=en](http://www.jpa.gov.my/index.php?option=com_content&view=article&id=260%3Asponsorship&catid=55%3Aservices-principle&lang=en) [Accessed 12 October 2014].
- Gray, D. E. (2013). Doing Research in the Real World. London, SAGE Publications Ltd.
- Grol, R. (2001). Successes and failures in the implementation of evidence-based guidelines for clinical practice. Medical care, 39(8), 11-46.
- Grindle, M. and M. Hilderbrand (1995) 'Building sustainable capacity in the public sector: What can be done?' Public Administration and Development, 15(5), 441-463.
- Guion, L. A. (2006). "Conducting an In-Depth Interview" University of Florida. Available at: <http://edis.ifas.ufl.edu>. [Accessed 28 September 2014].
- Hill, M. and Hupe, P. (2002). Implementing public policy: governance in theory and practice. London: Sage.

Hill, M., and Hupe, P. (2008). Implementing public policy: An introduction to the study of operational governance. London: Sage Publications Ltd.

Hill, M. (2014). Policy Process: A Reader. London: Routledge.

Hull, C. J., and Hjern, B. (1987). Helping small firms grow: An implementation approach. New York: Croom Helm.

Ismail, W., Ariffin, R. and Cheok, C. (2014). Human Trafficking in Malaysia Bureaucratic Challenges in Policy Implementation. Administration & Society, 15(113), 1-20.

Horton, S. (2013). New public management: its impact on public servant's identity. International Journal of Public Sector Management 19(6) .Available at <http://www.emeraldinsight.com/doi/pdfplus/10.1108/09513550610685970> [Accessed 20 February 2015].

Hou, Y., Ni, A., Poocharoen, O., Yang, K., & Zhao, Z. (2011). The case for public administration with a global perspective. Journal of Public Administration Research & Theory, 21(1), 41-51.

Ibrahim, A. (2012). Is the New Public Management relevant to developing countries? International Relations Students. Available at <http://www.e-ir.info/2012/10/19/is-new-public-management-irrelevant-to-developing-countries/>[Accessed 12 March 2015].

Jayaratne, T. E. and Stewart, A. J. (1991). Qualitative and Quantitative Methods in the Social Sciences. Indiana: Indiana University Press.

Kelpi, C. (2014). Civil service 'needs more specialists in its ranks': Independent.ie. Available at <http://www.independent.ie/business/irish/civil-service-needs-more-specialists-in-its-ranks-30278615.html> [Accessed 18th November 2014].

Kerr, D. (1976). The Logic of Policy and Successful Policies. Policy Sciences, 7(3), 351-363.

Kirkpatrick, D. (1996). Great ideas revisited. Training and Development 50(1). Available at [http://iptde.boisestate.edu/FileRepository.nsf/bf25ab0f47ba5dd785256499006b15a4/693b43c6386707fc872578150059c1f3/\\$FILE/Kirkpatrick\\_96.pdf](http://iptde.boisestate.edu/FileRepository.nsf/bf25ab0f47ba5dd785256499006b15a4/693b43c6386707fc872578150059c1f3/$FILE/Kirkpatrick_96.pdf) [Accessed 20<sup>th</sup>February 2015].

Knill, C. and Tosun, J. (2012). Public policy: A new introduction. New York: Palgrave Macmillan.

Lane, J. E. (1983). Higher education- Public policy-making and implementation. Higher Education, 12(5), 519-565.

Maud, L. (2001). Introduction to human resource management: theory and practice. New York: Palgrave.

- Makinde, T. (2005). Problems of policy implementation in developing nations: The Nigerian experience. Journal of Social Science, 11(1), 63-69.
- Malaysian Public Service Circular No 6/1984
- Muangasame, K. and McKercher, B. (2015). The challenge of implementing sustainable tourism policy: a 360-degree assessment of Thailand's "7 Greens sustainable tourism policy". Journal of Sustainable Tourism, 23(4), 497-516.
- Mangkol, K. (2011). The Critical Review of New Public Management Model and its Criticisms. Research Journal of Business Management, 5(1), 35-43.
- Ministry of Commerce, Industry and Trade (2014). Annual Performance Report: Financial Year 2013/2014. Mbabane: Apollo Printers.
- Ministry of Education and Training (2011). The Swaziland Education and Training Sector Policy. Available at: <http://planipolis.iiep.unesco.org/upload/Swaziland/SwazilandEducationSectorPolicy2011.pdf> [Accessed 11 November 2015].
- Ministry of Health (2014). Annual Report 2014. Mbabane: Apollo Printers.
- Ministry of Public Service (2000). The In-service Training Policy of 2000. Mbabane: Apollo Printers.
- Ministry of Public Service (2006). The Public Service Training Policy of Uganda. Available at <http://workspace.unpan.org/sites/internet/Documents/Uganda%20Training%20policy.pdf> [Accessed 3 March 2015].
- Ministry of Public Service (2013). Performance Report. Mbabane: Apollo Printers.
- Matland, E. R. (1995). Synthesizing the Implementation Literature: The Ambiguity-Conflict Model of Policy Implementation. Journal of Public Administration Research and Theory, 5(2), 145-174.
- Matsebula, J. M. (1988). A history of Swaziland. London: Longman.
- Marshall, M. N. (1996). Sampling for qualitative research. Family practice, 13(6), 552-526.
- Marshall, C. and Rossman, G.B, (2006). Designing Qualitative Research. Thousand Oaks: Sage Publication.
- Mazmanian, D. A. and Sabatier, P. A. (1983). Implementation and public policy. USA: Scott Foresman.

McLaughlin, M. W. (1987). Learning from experience: Lessons from policy implementation. Educational evaluation and policy analysis, 9(2), 171-178.

Minoque 2001, 'Should flawed models of public management be exported? Issues and Practices', Cheltenham, Edward Elgar.

Mouton, J. and Marais, H. C. (1992). Basic concepts: Methodology of the behavioural sciences. Pretoria: Human Sciences Research Council.

Naidoo, I. A., (2011). The Role of Monitoring and Evaluation in promoting Good Governance in South Africa: A case study of the Department of Social Development. PHD Thesis, University of Witwatersrand, Johannesburg.

Nwagboso C.I. (2012). Public Policy and the Challenges of Policy Evaluation in the Third World. British Journal of Humanities and Social Sciences, 5(1), 60-75.

OECD, (2008). The State of the Public Service. Paris: Organization of Economic Co-operation and Development.

Olum, Y. (2003). Public Service Reform in Uganda (1989–2002): A Critical Appraisal. AAPAM Paper. Available at <http://www.unpan1.un.org/intradoc/groups/public/documents/AAPAM/UNPAN025827.Pdf>. [Accessed 12 September 2014].

Okotoni, O. and Erero, J. (2005). Manpower training and development in the Nigerian public service. AJPAM, 16(1), 2-13.

Omar, C. (2014). The Need for In-Service Training for Teachers and its Effectiveness in School. International Journal for Innovation Education and Research, 2(11), 189-190.

O'Toole, L. J. (2000). Research on policy implementation: Assessment and prospects. Journal of public administration research and theory, 10(2), 263-288.

Patton, M. Q. (1990). Qualitative Education and Research Methods. Newbury Park, CA : Sage Publications.

Punia,B and Kant,S. (2013). A Review of Factors Affecting Training Effectiveness Vis-À-Vis Managerial Implications and Future Research Directions. International Journal of Advanced Research in Management and Social Sciences, (2)1, 151-164.

Rao, S. (2013). Civil service reform. United Kingdom: University of Birmingham.

Ramafoko (2012) NEWS: Revolution of Monitoring and Evaluation in the South African Public Service [On-line]. Available at:[http://www.psc.gov.za/newsletters/docs/2012/K-9555%20PSC\\_6th%20edition%20magazine\\_DevV11.pdf](http://www.psc.gov.za/newsletters/docs/2012/K-9555%20PSC_6th%20edition%20magazine_DevV11.pdf) [Accessed 7<sup>th</sup> September 2014].



- Roberts, C. A. and Burke, S. O. (1989). Nursing research: a quantitative and qualitative approach. Boston: Jones & Bartlett Publishers.
- Robson, C. (1993). Real world research: A resource for social scientists and practitioners-researchers. Oxford: Black, well Publishers Ltd.
- Rouban, L. (2013). Back to the nineteenth century: the managerial reform of the French civil service. Labor History, 54(2), 161-175.
- Sabatier, P. A. (1988). An advocacy coalition framework of policy change and the role of policy-oriented learning therein. Policy Sciences, 21(3), 129-168.
- Satish, M. (2004). Civil Service Reforms. *Centre for Good Governance Presentation*. Available at <http://demo.cgg.gov.in/CGGCMS/workingpapers/CivilServicesReform.pdf> [Accessed 20 November 2014].
- Sharma, M. and Sadama, B. (2006). Public administration in theory and practice. New Delhi: Kitab Mahal.
- Starbuck, W. H. (2005). The Oxford Book of Organization Theory. New York: Oxford University Press.
- Swanepoel, B. and Erasmus, B. (2000). Human Resource Management. Cape Town: Juta.
- Swaziland Government (2014). Establishment Register. Mbabane: Apollo Printers
- Swaziland Government (2015). Ministry of Public Service. Available at [http://www.gov.sz/index.php?option=com\\_content&view=article&id=252&Itemid=388](http://www.gov.sz/index.php?option=com_content&view=article&id=252&Itemid=388) [Accessed 14 October 2014].
- Terre Blanche, M. and Durrheim, K. (1999). Research in Practice Moon-Stats CD & User Guide Applied Method for the Social Science. South Africa: University of Cape Town Press.
- Thomas, D. R. and Hodges, I. D. (2010). Designing and Managing Your Research Project: Core Skills for Social and Health Research. London: Sage Publications.
- Tsabedze, V. (2011). "Records Management in Government Ministries in Swaziland", MA Thesis, University of Zululand, Available at <http://uzspace.uzulu.ac.za/bitstream/handle/10530/1113/Records%20%20management%20in%20Government%20Ministries%20in%20Swaziland%20by%20Vusi%20Tsabedze.pdf?sequence=1>. [Accessed 20 February 2015].
- Tsendjav, E. (2011). Factors affecting the implementation effectiveness of civil service reform policy in Mongolia. Available at <http://libdcms.nida.ac.th/thesis6/2011/b175242.pdf> [Accessed 20 November 2014]. PHD Thesis, Public Administration National Institute of Development Administration: Thailand.

United Nations, (2005). Public Administration and Development – Report of the Secretary General. In: Sixtieth Session: Item 43 of the Preliminary List.

USAID (2015). Improving Efficiency, Effectiveness and Sustainability of In-service Training in Swaziland. Available at [https://www.usaidassist.org/sites/assist/files/swaziland\\_in\\_service\\_training\\_jun15\\_a4\\_ada.pdf](https://www.usaidassist.org/sites/assist/files/swaziland_in_service_training_jun15_a4_ada.pdf)

Wellington, J. (2004). Educational Research: Contemporary Issues and practical Approaches. London: Continuum.

Williams, H., Rayner, J. and Allinson, C. (2012). New public management and organisational commitment in the public sector: testing a mediation model. The International Journal of Human Resource Management, 23(13), 2615-2629.

Wissink, H., & Cloete, F. (2000). Improving public policy. Pretoria: Van Schaik.

Wolman, H. (1981). The Determinants of Programme Success and Failure. Journal of Public Policy, 1(4), 433-464.

World Bank (1998). The Other Crisis. Washington, D. C.: World Bank.

Yang, K., Fan Wu, Xu, X. and Chen, T. (2012). The Challenge of Civil Servant Training in China: A Case Study of Nanning City. Review of Public Personnel Administration, 32(1), 169-191.

Yusoff, M. B. M. (2003). Globalization and human resource development in the Malaysian Public Service. Paper presented at the EROPA 19th General Assembly and Conference.

Zikmund, W. G. (2003). Sample designs and sampling procedures. Business research methods, 1(7), 368-400.

Zikmund, W and Babin, B. (2012). Essentials of marketing research. USA: Cengage Learning.

## **Appendices**

### **Appendix one**

#### **Informed Consent Letter**

Dear Participant,

My name is Khumalo Ntombifuthi (205506736). I am a Masters candidate studying at the University of KwaZulu-Natal, Howard College, Campus. The title of my research is: An evaluation of the “In-service Training Policy” in Swaziland with specific reference to the Ministry of Health and the Ministry of Commerce, Industry and Trade. The aim of the study is to evaluate the implementation of the “In-service Training Policy” by the Ministry of Public Service within the above-mentioned ministries. Due to the strategic significance of the, “In-service Training Policy” the researcher feels that interviewing someone from this office will give useful insight into the topic under research. I am interested in interviewing you so as to share your experiences and observations on the subject matter.

Please note that:

- The information that you provide will be used for scholarly research only.
- Your participation is entirely voluntary .You have a choice to participate, not to participate or stop participating in the research. You will not be penalized for taking such an action.
- Your views in this interview will be presented anonymously .Neither no your name or identity will be disclosed in any form in the study.
- The interview will take about 30 Minutes.
- The record as well as other items associated with the interview will be held in a password-protected file accessible only to myself and my supervisors. After a period of 5years, in line with the rules of the university, it will be disposed by shredding and burning.

•If you agree to participate please sign the declaration attached to this statement (a separate sheet will be provided for signatures)

I can be contacted at: School of Social Sciences, University of KwaZulu-Natal, Howard College Campus, and Durban. email : [205506736@stu.ukzn.ac.za](mailto:205506736@stu.ukzn.ac.za) Cell: 0730937906

My supervisor is Dr Sagie Narsiah who is located at the School of Social Sciences, Howard College Campus, Durban of the University of KwaZulu-Natal. Contact details :email: [narsiah1@ukzn.ac.za](mailto:narsiah1@ukzn.ac.za); Phone number: 031 260 2470

The Humanities and Social Sciences Research Ethics Committee contact details are as follows: Ms Phumelele Ximba, University of KwaZulu-Natal, Research Office, Email: [ximbap@ukzn.ac.za](mailto:ximbap@ukzn.ac.za), Phonenumber+27312603587.

Thank you for your contribution to this research.

Yours sincerely,

Ntombifuthi Khumalo

(Researcher)

## DECLARATION

I..... *(full names of participant )*  
hereby confirm that I understand the contents of this document and the nature of the research project ,and I consent to participating in the research project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire. I understand the intention of the research. I hereby agree to participate.

I consent / do not consent to have this interview recorded (if applicable)

SIGNATUREOFPARTICIPANT

DATE

.....

## **Appendix two**

### **Interview Guide/Question**

#### **Interview questions for policy formulators**

##### **Introduction**

1. What was the ministry's intention with the 'In-service Training Policy' (ITP)?
2. Could you briefly give me the historical background of the ITP
  - When was it thought about?
  - Who initiated it?
3. Could you please take me through the processes that were involved in the formulation of this policy
  - Who were involved in the process?
  - What were their roles?
  - Were there any problems encountered during this process? If so, what were they?
  - (Public Participation)

##### **Implementation**

1. How did you go about implementing the policy? (When did you start to implement the policy?)
2. What role did you play in the policy implementation process eg decision making, budgeting etc?
3. What processes are involved in awarding the scholarships?
4. Did you have enough capacity to implement the policy?
5. Who was this in-service training directed to junior staff, middle- management or senior management?

##### **Monitoring and evaluation**

1. What measures/structure were put in place to make sure that work is not affected during the period the civil servants is away on training?
2. What monitoring mechanisms were put in place with regard to this program?

##### **Alternative /Way forward**

1. In your view, can policy implementation be improved?
2. Do you think this policy is adequate when it comes to addressing the skills shortage in Swaziland?
3. Are there any shortcomings in the policy? How do you think this could be addressed going forward?

## **Interview Questions for Under-secretary in the Ministry of Public Service (Administrator)**

### **Introduction**

1. What do you understand by the In-service training policy?
2. How long have you been in your current position?

### **Implementation**

6. How did you go about implementing the policy? (When did you start to implement the policy?)
7. What processes are involved in awarding the scholarships?
8. How does in-service training policy inform to advance capacity? (Do you have adequate capacity to do this?)
9. As an Administrator, what is your role in the policy implementation process eg decision making, budgeting etc.
10. Who is this in-service training directed to junior staff, middle- management or senior management?
11. How many civil servants have gone through the in-service training program (statistics)?

### **Challenges**

1. What have been some of the key challenges in your role as Under-secretary in administering the policy?
2. In your view, what has been some of the major successes of the policy?

### **Monitoring and Evaluation**

1. What measures/structure are put in place to make sure that work is not affected during the period the civil servants is away on training?
2. What monitoring mechanisms are in place with regard to this program?

### **Alternatives/ Future**

4. In your view can policy implementation be improved?
5. What is the nature of career progression for someone who has gone through this program?
6. Do you think this policy is adequate when it comes to addressing the skills shortage in Swaziland?
7. Are there any shortcomings in the policy? How do you think this could be addressed going forward?

## **Interview guide for the bureaucrats in the Ministry of Public Service:**

### **Introduction**

1. How long have you been with this department ( Human Resources Development Department)
2. What do you understand by the In-service training program/ policy?

### **Implementation**

1. What is your role in the implementation process of the In-service Training Policy?
2. Could you say you are well capacitated to realise the policy implementation process within the civil service?
3. What processes are involved in awarding the scholarships?
4. Who is this in-service training directed to junior staff, middle- management or senior management?
5. Is there any budget allocated to your department to implement the policy?
6. How has this training program improved civil servants performance?
7. What is the nature of career progression for someone who has gone through this program?
8. Do you think government is committing enough financial resources toward the implementation of the In-service training policy? Explain.
9. How many civil servants have gone through the in-service training program (statistics)?

### **Monitoring and Evaluation**

1. In your view, what has been some of the major successes of the policy?
2. What monitoring mechanisms are in place with regard to this program?
3. What support do you provide when civil servants are away on training?

### **Alternatives/Way Forward**

1. Do you collaborate with other ministries in implementing the policy?
2. Are there any shortcomings in the policy? How do you think this could be addressed going forward?
3. Do you think this policy is adequate when it comes to addressing the skills shortage in Swaziland?



## **Interview guide for the training officers in the Ministry Commerce, Industry and Trade and Ministry of Health**

### **Introduction**

1. How long have you been with this department ( Human Resources Development Department)
2. What do you understand by the In-service training policy?

### **Implementation**

1. What is your role in the implementation process of the In-service Training Policy?
2. Could you say you are well capacitated to realise the policy implementation process within the civil service?
3. Who is this in-service training directed to junior staff, middle- management or senior management?
4. What processes are involved in awarding the scholarships
5. How has this training program improved civil servants performance?
6. What is the nature of career progression for someone who has gone through this program?
7. Is government committing enough financial resources toward the implementation of the In-service training policy? Explain.

### **Monitoring and Evaluation**

1. In your view, what has been some of the major successes of the policy?
2. What monitoring mechanisms are in place with regard to this program?
3. What support do you provide when civil servants are away on training?
4. How many civil servants have gone through the in-service training program (statistics) in your ministry?

### **Challenges/Alternatives**

1. Do you collaborate with other ministries in implementing the policy?
2. Are there any shortcomings in the policy? How do you think this could be addressed going forward?
3. Do you think this policy is adequate when it comes to addressing the skills shortage in Swaziland?

## **Interview questions for the civil servants who have been part of the In-service Training program:**

### **Introduction**

1. 1. Gender: Male..... Female.....
2. 3. Age: 21-30..... 31-45..... above 45.....
- 3 Which Ministry/Department do you work for and for how long have you been employed there?
- 4 Have you participated in the in-service training program?
- 5 What do you understand by the In-service training policy?
- 6 What qualifications did you possess before joining the civil service:
  - (1) Matric/ O'level
  - (2) Certificate/Diploma
  - (3) Under-graduate degree
  - (4) Post-graduate
- 7 What did you study through the program (type and name of degree)?

### **Implementation**

1. How did you choose your program of study and how is it related to your current job?
2. How has the training benefitted you?
3. How did the training help you improve in the challenges in your ministry?
4. Do you think government is committing enough financial resources toward the implementation of the In-service training policy? Explain?

### **Challenges**

1. How were you supported by the Government during your training?
2. Who assess and monitor your academic progress and social welfare during the training period?
3. What challenges did you experience during your training?
  - a) Did the government provide any assistance in his regard? If yes, what? If no what did you do?
4. Is there any stage that you feel that the policy implementation should be improved?

### **Alternatives/ Way forward**

1. Are there any shortcomings in the policy? How do you think this could be addressed going forward?
2. Do you think this policy is adequate when it comes to addressing the skills shortage in Swaziland

**Appendix three**

**In-service training Bond Agreement Form**

IN-SERVICE TRAINING BONDING AGREEMENT BETWEEN THE GOVERNMENT OF THE KINGDOM OF SWAZILAND (THE EMPLOYER) AND

Mr/Mrs/Miss/Dr:.....(THE EMPLOYEE)

FULL TIME STUDY

Whereas the Government is desirous of encouraging its employees through in-service scheme to gain requisite qualification for therein post duties and to use their expertise in the service of Government;

And whereas for the above purpose, the Government wishes to ensure that it benefits from the in-service training scheme and retain its trained personnel for a minimum of two years or longer depending on the duration of the training;

And whereas the Government wishes to enter into an In-service Training Bonding Agreement with the beneficiaries of the in-service scheme which sets out the obligations of the parties thereto;

Now therefore this agreement is made on.....

Between the Government of the Kingdom of Swaziland (the Employer) and .....

.....(the Employee) of P.O. Box .....

.....supplemental to the Employee's contract of

employment with the Employer whose terms are set out in particulars dated.....  
.....(the Contract).

OPERATIVE CLAUSES:

The employee shall have leave of absence from the employer from  
.....to.....for the  
sole purpose of attending a course (title of course).....  
.....  
to be held at (place of course and address.....  
.....

The Employee shall as part of his duties under the contract attend the course diligently and apply the whole of his energies during the course to the acquisition of the skills and knowledge taught or otherwise made available in connection with the course and to the successful achievement of all work, tests and examinations set in connection with the course.

The Employer shall pay the whole of the fees which amount to E.....for the course (“the course fees”) and all necessary and incidental expenses including passages from and to Swaziland where applicable.

The Employer shall during the course pay to the Employee a salary which amount to E.....in accordance with Establishment Circular Number 2 of 1994.

The Employee's attendance of the course shall not constitute a break in the continuity of his employment under the contract.

There shall be a minimum Bonding period of two (2) years in respect of each beneficiary of the in-service training scheme, but this period may be extended when the training period exceeds two (2) years. In this connection, your bonding period is \_\_\_\_\_year/s.

The Employee shall reimburse to the Employer:

If the employee resigns from Government Service before completion of the training, an amount equal to the full training cost incurred by Government up to the time of resignation. This will include passages, course fees, traveling and incidental expenses, salary and allowance;

If the Employee resigns from Government Service after completion of the training, an amount equal to the undischarged bonding period in relation to the employee's current salary.

If the Employee abandons the training course on any ground other than ill-health, an amount equal to the full training cost incurred by Government up to the time he abandons the course. This will include passages, course fees, traveling and incidental expenses, allowances and salary.

The Employee shall not be liable to make any reimbursement to the employer under this agreement if:

He resigns his employment with the employer in consequence of any conduct by the employer which amounts to "constructive dismissal" for the purpose of the law relating to dismissal of public servants.

The employer contrary to any existing law relating to the dismissal of public servants dismisses the employee from its employment.

Any amount due to the Government under clause 7 herein shall be a civil debt claimable in a Court of Law in Swaziland.

Except as varied by this agreement the contract shall remain in Full force and effect.

THUS DONE and signed at MBABANE this.....Day of .....2014

.....

GOVERNMENT OF SWAZILAND

AS WITNESS:

.....

.....

.....

EMPLOYEE

AS WITNESS:.....

