

Human Resource Development Strategy

For the Public Service

2002-2006

First Edition



**Skills Development
for Transformation
and Service Delivery**

FOREWORD BY THE MINISTER

In his address at the occasion of the 90th Anniversary of the ANC in January 2002, the President reminded us that one of the tasks that we will have to attend to urgently if this country is to meet the challenges that we face, is that

"...We will have to attend to the improvement of the state machinery on a sustained basis so that it is both responsive to the needs of the people and accessible to the masses. Among other things, this requires that those who serve within the public service should have the necessary skills to provide the required goods and services as well as commitment to serve the people."

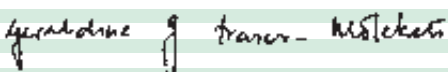
Skills development seen in this context is therefore not only a way to improve capacity for individual employees of the state it constitutes the strengthening of the most important vehicle available to the state to achieve its goals for changing the entire South African society Skill development has to be aimed at making people better at the roles that they play in the developmental state In addition, skill development becomes an important vehicle through which we can transform the less tangible aspects of the public servants - their attitudes, their commitment and the manner in which they engage with our people As a very important spin-off, it is expected that public servants, which make up a significant proportion of our population, can play an increasingly important role in their respective communities to accelerate the achievement of our overarching goals for this country even faster.

Given the clear importance of skill development of the public service, it is thus an important goalpost that we have reached by publishing this edition of the Human Resources Development Strategy for the Public Service It builds on the foundations that have previously been put in place through the National Skills Development Strategy (NSDS) and the National Human Resource Development Strategy (NHRDS).

The strategy opens up the opportunity for us to benefit from better co-ordination and alignment of development initiatives that are already taking place in the public service It is imperative that the country's developmental needs and the specific shortages that currently exist in the public service and what we can already identify as shortages for the public service in years to come, should inform any skills development efforts Further to this it has become important that we get a better handle on the actual impact of our development efforts The continued certification of individuals in ever increasing numbers is not the final outcome that we have in mind We want to see that any development opportunity translate in greater effectiveness in the performance of the individual in their responsibilities The strategy makes ample provision for better monitoring and evaluation of the development effort.

The document that we are releasing has an emphasis on training and education These are only some of the important aspects of the overall menu of interventions which fall within the broad ambit of human resource development We deliberately chose to focus on areas of activity that are already in existence and that needs urgent intervention to ensure that we derive the optimal benefit from this Other aspects of integrated human resource development for the Public Service will receive more in-depth attention in later editions of this work that will be published at yearly intervals, as we fine-tune the strategy document after every annual review.

I trust that we will be able to look back in a year's time, and unequivocally declare that the publication of this strategy has made a difference and has contributed to us moving closer to our ideal of a democratic society in which we are managing to defeat poverty!



The Hon. Geraldine Fraser-Moleketi
Minister for Public Service and Administration

CONTENTS

EXECUTIVE SUMMARY	3
I. BACKGROUND	6
1.1 Relevant Government Policies and Legislative Framework	6
1.2 Features of the Public Service	12
1.3 Stakeholders	14
1.4 Problems to be Addressed	15
1.5 Supporting Interventions	16
2. HUMAN RESOURCE DEVELOPMENT STRATEGY	17
2.1 Introduction	17
2.2 Vision	18
2.3 Mission	18
2.4 The Strategy	18
3. IMPLEMENTATION FRAMEWORK	28
3.1 The Integrated Human Resource Management System	28
3.2 Learning Principles	28
3.3 Roles and Responsibilities	29
4. FINANCE AND BUDGETING	33
5. MONITORING, REPORTING AND EVALUATION	34
ANNEX A: RELEVANT LEGISLATION	35
ANNEX B: CURRENT PROGRAMMES FOR SENIOR MANAGERS	37
ANNEX C: DONOR-FUNDED PROGRAMMES	40
ANNEX D: STAKEHOLDER ANALYSIS	41
ANNEX E: DOCUMENTATION	43
ANNEX F: INVESTORS IN PEOPLE	44
ANNEX G: SCARCE SKILLS STRATEGY	49
ANNEX H: INTERNSHIP FRAMEWORK	65

EXECUTIVE SUMMARY

The Government's commitment to promoting active labour market policies and guaranteeing the quality of training and education provided is well demonstrated in the Skills Development Act, 1998, the Skills Development Levies Act, 1999, and the SAQA Act, 1995. This legislation introduces new institutions, programmes and funding policies designed to increase investment in skills development. There are two overriding priorities that this legislation seeks to address. The first is the ever-present reality of the global economy and the imperative to increase skills within the country to improve productivity and the competitiveness of its industry, business, commerce and services. The second is to address the challenges of an unequal society, to make it more inclusive and to encourage greater cohesion.

For the Public Service to succeed in its mandate of providing effective and efficient service delivery for the citizens of the country, it needs to invest in training and development. The government has committed itself to training and development in the Public Service through its White Paper on Public Service Training and Education (WPPSTE, 1998).

The Human Resource Development Strategy concept was adopted to support a holistic approach to human resource training and development in the Public Service. To enable it to actualize its constitutional mandate of creating a better life for all, the government envisages a Public Service that is guided by the ethos of service and committed to the provision of high quality service. The Public Service is faced with the challenge of training and transforming its employees in a manner that will not only benefit government in its quest for excellent service delivery, but will empower the individual employee as well.

The following are the key challenges facing human resource development in the Public Service:

<i>Ensuring effective service delivery</i>	<i>Coordinating missions and goals</i>
<i>Keeping effective managers and people with scarce skills</i>	<i>Establishing effective management information systems</i>
<i>Coping with limited resources</i>	<i>Complex organizational structures</i>
<i>Effective financial practices</i>	<i>Establishing effective interfaces between systems</i>
<i>Integration of career and life goals</i>	<i>Impact of HIV/AIDS</i>
<i>Meaningful advancement of women and the disabled in the Public Service</i>	<i>Performance management in the Public Service</i>

The *Baseline Information on Public Service Training and Education* report of November 2000, which was commissioned by the Department of Public Service and Administration, makes five recommendations.

- **The need for a national human resource development strategy for the Public Service in South Africa:** It was recommended that a national training strategy should be drawn up and implemented and that training should take place primarily on the basis of relevant training policies. If training is further linked to departmental strategies, the impact of training could be enhanced in terms of job performance, service delivery and attitudes.
- **The role of the South African Management Development Institute (SAMDI):** A centralised training structure under the jurisdiction of SAMDI was recommended. This would facilitate the coordination of training, needs analyses, skills audits and public service training.
- **The role of management:** Recommendations focused on making senior managers more aware of and sensitive to changes in the training and education field, as well as the benefit of investing in people.
- **Strategies to strengthen training:** It was recommended that partnerships with formal training providers be formed.

- **Status of trainers and training:** The status of trainers and training units is often very low and it was recommended that this be addressed. In view of the concern that trainers may not be placed strategically to influence decisions at higher levels, the elevation of training into a separate directorate headed by a director was proposed. It was recommended that a professional competence framework be developed for public service trainers and that their career pathing be reconsidered.

The HRD Strategy for the Public Service aims at addressing the major human resource capacity constraints currently hampering the effective and equitable delivery of public services, including dealing with the consequences of the HIV/AIDS epidemic and the threat that it poses to the development of the public sector. The HIV/AIDS question adds urgency to the already difficult quest to improve access to and the quality of service in the Public Service.

The Public Service at national, provincial and local government levels needs the relevant skills to implement the policies and programmes that have been introduced to improve living standards and reduce levels of poverty.

The Government of South Africa subscribes to the following principles in the delivery of services to its clients and beneficiaries.

1. Consult clients
2. High service standards
3. Equal access to services
4. Treat clients with courtesy and consideration
5. Full and accurate information
6. Openness and transparency
7. Redress inadequate services
8. Value for money

Based on the above **Batho Pele** principles, the Department of Public Service and Administration (DPSA), in consultation with stakeholders, has formulated the following strategy for human resource development within the Public Service.

Vision

A dedicated, responsive and productive Public Service

Mission

To maximize people development, management and empowerment through quality skills development to accelerate transformation and service delivery that will benefit the people of South Africa

Strategic Objective

"By the end of 2006 the Public Service competently delivers effective and equitable services to the people of South Africa".

The Strategic Objectives

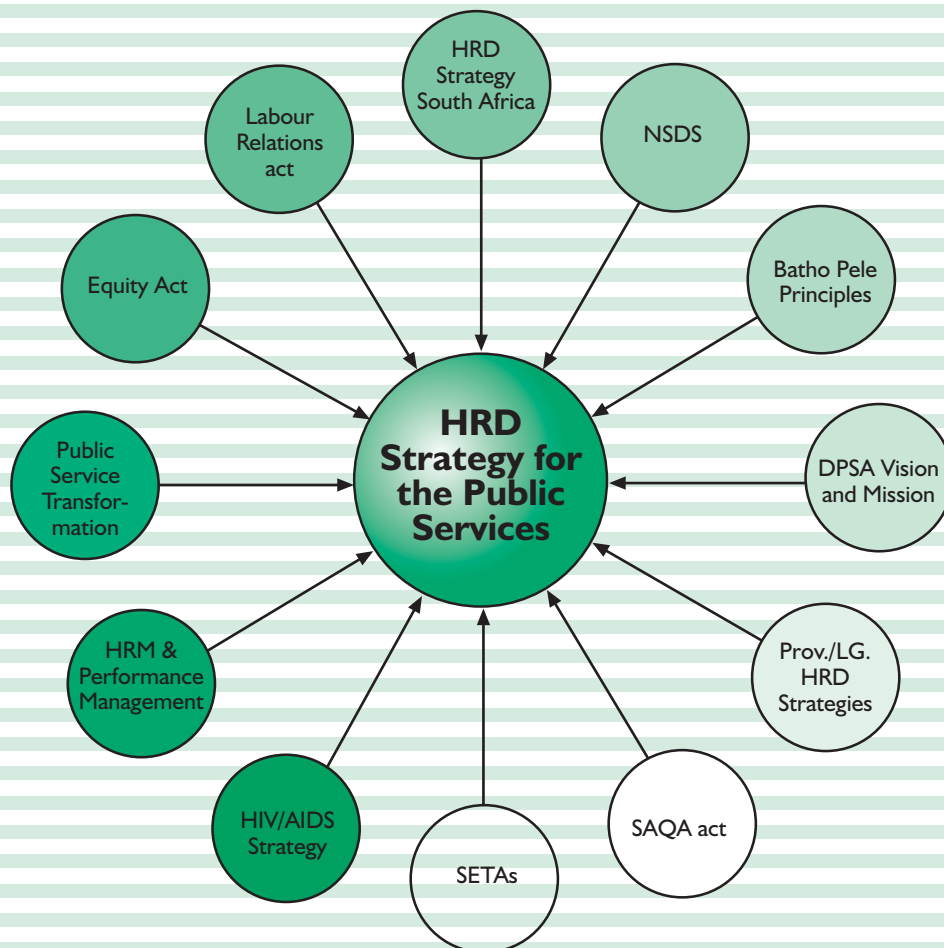
The strategic objective will be achieved by attainment of the following key results:

1. **Full commitment to promote and implement the HRD Strategy in all Public Service institutions and organizations**
2. **An effective strategic and operational HRD planning framework established within the Public Service**
3. **Relevant competencies established within the Public Service**
4. **Effective management and coordination of the implementation of the HRD Strategy for the Public Service ensured**

The implementation framework is underpinned by the vision of an integrated human resource management system. In order to ensure that required competencies are effectively utilized, developed and nurtured, it is crucial that the development of human resources in the Public Service is integrated with other human resource processes and systems. The DPSA will facilitate, coordinate and monitor the implementation of the strategy.

I. BACKGROUND

I.1 Relevant Government Policies and Legislative Framework



The Government's commitment to promoting active labour market policies and guaranteeing the quality of training and education provided is well demonstrated in the Skills Development Act, 1998, the Skills Development Levies Act, 1999, and the SAQA Act, 1995. This legislation introduces new institutions, programmes and funding policies designed to increase investment in skills development. There are two overriding priorities that this legislation seeks to address. The first is the ever-present reality of the global economy and the imperative to increase skills within the country to improve productivity and the competitiveness of its industry, business, commerce and services. The second is to address the challenges of an unequal society, to make it more inclusive and to encourage greater cohesion.

For the Public Service to succeed in its mandate of providing effective and efficient service delivery for the citizens of the country, it needs to invest in public service training and development. The government has committed itself to training and development in the Public Service through its White Paper on Public Service Training and Education (WPPSTE, 1998). The main aim of the WPPSTE is to provide a new national strategic policy framework on training and education for public servants that will contribute positively to the goals of public service transformation. It also aims to bring public service training and education into line with International best practices, current global trends in human resource development and the national strategic policy context. The WPPSTE acknowledges that training and education are not the solution to all organizational problems, but recognizes that education and training contribute to a strategy for human resource development. Training and education thus need to be systematically linked to the broader processes of human resource development.

In view of the high demand for skilled personnel in the Public Service, the two strategies mentioned below must be adhered to in order to give direction to the promotion of cohesive and integrated human resource development.

1.1.1 Human Resource Development Strategy for South Africa

The Human Resource Development Strategy for South Africa ensures that the various components of the state work together to deliver opportunities for human development. The aim of the Human Resource Development Strategy for South Africa is therefore to ensure that relevant constitutional provisions are progressively implemented.

The overall vision of the strategy is "*A nation at work for a better life for all*".

Its key mission is "To maximize the potential of the people of South Africa through the acquisition of knowledge and skills to work productively and competitively in order to achieve a rising quality of life for all and to set in place an operational plan together with the necessary institutional arrangements to achieve this".

The strategy has three overarching goals, namely -

- *to improve the social infrastructure of the country;*
- *to reduce disparities in wealth and poverty and develop a more inclusive society;*
- *to improve international confidence and investor perceptions of the country.*

The Human Resource Development Strategy has five strategic objectives;

- Improving the foundations for human development
- Improving the supply of high-quality skills (particularly scarce skills), which are more responsive to societal and economic need
- Increasing employer participation in lifelong learning
- Supporting employment growth through industrial policies, innovations, research and development
- Ensuring that the four pillars of the Human Resource Development Strategy are linked

Two of the strategic objectives of the Human Resource Development Strategy for South Africa with their respective indicators have specific relevance to the Public Service. These are the following:

Strategic Objective 3: Increasing employer participation in lifelong learning

Indicator	Indicative Action	Responsible Agent
<i>Public sector education and training to support service delivery</i>	<p><i>Department of Public Service and Administration (DPSA) and Public Service Sector Education and Training Authority (PSETA) specify transversal skills areas that are a priority for the Public Service - in consultation with other government departments.</i></p> <p><i>SAMD and other providers prepare to deliver programmes in the short term.</i></p> <p><i>PSETA recommends existing and new qualifications to SAQA, registers assessors and accredits providers. Also undertakes monitoring and evaluation through WSPs.</i></p> <p><i>All government departments specify functional areas that are critical for service delivery, taking due account of relevant sector skills plans.</i></p> <p><i>In the short term, existing programmes are used. In the longer term, government departments with their line-function sector education and training authorities (SETAs) ensure standards etc are available for functional training.</i></p>	<p><i>DPSA / PSETA</i></p> <p><i>All Government departments informed by their line-function SETA</i></p>
	<p><i>All government departments prepare integrated WSPs including both transversal and functional skills priorities drawn down from service delivery targets.</i></p> <p><i>Departmental training budgets are aligned with skills plans.</i></p> <p><i>WSPs are submitted to both PSETA and line-function SETAs for quality assessment against public service and sector priorities respectively</i></p> <p><i>Plans are implemented, monitored and evaluated on NSDS target 2 (at least five national government departments to be committed to or have achieved an agreed national standard for enterprise-based people development).</i></p>	<p><i>Department of Labour</i></p>

Strategic Objective 5: Ensuring that the four pillars of the Human Resource Development Strategy are linked

Indicator	Indicative Action	Responsible Agent
<i>Effective functioning of SETAs in all economic sectors, including the Public Service</i>	<p><i>Government departments participating in relevant economic SETAs, and supporting them financially.</i></p> <p><i>Sector skills plans influenced by government departments, and used by them in planning processes.</i></p> <p><i>Sector skills plans used to inform training needs, and for the development of appropriate learnerships.</i></p> <p><i>All government departments to participate in the PSETA</i></p>	<p><i>All government departments</i></p>

1.1.2 The National Skills Development Strategy

The second strategy, *The National Skills Development Strategy*, identifies priorities for skills development and the contribution they make towards an emerging national human resources development strategy. The National Skills Development Strategy makes provision for a new system of learning, which combines structured learning and work experience, culminating in nationally recognized qualifications that signify job readiness within the National Qualifications Framework (NQF).

The National Skills Development Strategy (NSDS), which was adopted by the Minister of Labour in February 2001, has five objectives:

Developing a culture of high-quality life-long learning

- Fostering skills development in the formal economy for productivity and employment growth
- Stimulating and supporting skills development in small businesses
- Promoting skills development for employability and sustainable livelihoods through social development initiatives
- Assisting new entrants in the employment market

Through the NSDS the government, in partnership with employers, workers and communities, aims to improve the employability of the country's workforce.

Of the five objectives included in the strategy, objectives 1 and 2 are of special importance to the Human Resource Development Strategy for the Public Service.

Objective 1: Developing a culture of high-quality life-long learning	Success indicator 3: By March 2005, an average of 20 enterprises per sector (to include large, medium and small enterprises) and at least five national government departments to be committed to or have achieved an agreed national standard for enterprise-based people development.
Objective 2: Fostering skills development in the formal economy for productivity and employment growth	Success indicator 4: By March 2005, all government departments assess and report on budgeted expenditure for skills development relevant to public service, sector and departmental priorities. Achieving these success indicators will mean the effective implementation of much of the skills development legislation.

1.1.3 The Skills Development Act

The Skills Development Act, 1998, forms the core piece of legislation upon which the Human Resource Development Strategy for the Public Service is based.

The main purpose of the Skills Development Act (SDA) is to develop the skills or human resources of the South African workforce and to improve workers' quality of life, their prospects of work and labour mobility.

The Act also aims to improve the delivery of social services by providing employees with the opportunity to acquire new skills by encouraging employers to use the workplace as an active learning environment. The SDA therefore offers a concrete strategy for developing skills.

Structure	Role
National Skills Authority	To advise the Minister of Labour on policies and strategies regarding the NSDS and its implementation
Sector Education and Training Authority	<p>To compile sector skills plans and provide information on the sector</p> <p>To determine, design, market and register learnerships</p> <p>To act as an education and training quality assurer (ETQA) for standards and qualifications</p> <p>To disburse money from the NSD Levy</p>

1.1.4 The Human Resource Development Strategy for the Public Service

The Human Resource Development Strategy for the Public Service is one of the cornerstones for giving practical effect to both the National Skills Development Strategy and the Human Resource Development Strategy for South Africa. It is further guided by a combination of public service policies, which include the following.

POLICY	PURPOSE
Batho Pele White Paper	To provide a policy framework and a practical implementation strategy for the transformation of public service delivery.
Public Service Act.	To provide for the organization and administration of the Public Service of the Republic, the regulation of the conditions of employment, terms of office, discipline, retirement and discharge of members of the Public Service, and matters connected therewith.
Public Service Regulations	To provide a new framework for the management of the Public Service, including decentralized decision-making and planning within the boundaries of national strategies, programmes and policies.
White Paper on Public Service Training and Education	<p>To provide a framework for Public Service training and education that is appropriate, adequate and accessible and meets the current and future requirements of public servants, the Public Service and the public.</p> <p>The White Paper will guide the formulation of the HRD Strategy for the Public Service.</p>
White Paper on a New Employment Policy for the Public Service	To ensure that human resource management in the Public Service becomes a model of excellence, in which the management of people is seen as everyone's responsibility and is conducted in a professional manner.
White Paper on Human Resources Management in the Public Service	To become a model of excellence, in which service to society stems from commitment rather than compulsion. The management of people should be regarded as a significant task. White Paper on for those who have been charged with that responsibility and should be conducted in a professional manner.
White Paper on the Transformation of the Public Service	To establish a policy framework to guide the introduction and implementation of new policies and legislation aimed at transforming the Public Service.

The new policy context that emanates from these policies points to the need for a major investment in human resource development to improve the service delivery, performance, productivity, quality and cost-effectiveness of the Public Service.

The strategy locates the approach to skills development within a broader policy context and will be guided by national priorities. Implementation of the strategy will be supported by proposals for effective coordination at national and departmental levels.

The Human Resource Development Strategy for the Public Service applies to all employees as defined in the Public Service Act, 1994.

The demands of a complex and changing economy, which is characterized by increasing use of information, complex technologies and a general rise in the skill requirements of jobs, require higher levels of applied competence. This competence together with the motivation and adaptability of the workforce will be a determining factor in the performance of the country in the global economy.

At departmental level, workers will need sound basic skills to support adaptability in the workplace as well as higher skills levels. Management will need improved interpersonal, people management and business management skills and will have to introduce well structured public service entry-level training programmes and regular upgrading of the skills of workers and management. The introduction and extension of adequate and appropriate training and education programmes for public servants as set out in the White Paper on Public Service Training and Education is seen as an essential condition for the successful implementation of the Human Resource Development Strategy for the Public Service.

The legislation set out in Annex A is of further importance to the development of the Human Resource Development Strategy for Public Service.

1.1.5 Public Service Sector Education and Training Authority (PSETA)

The PSETA was established by the Department of Labour on 20 March 2000 in terms of the Skills Development Act.

Vision: A skilled public service that will competently serve our nation.

Mission: The development of a coordinated framework for ensuring the provision of appropriate and adequate public service education and training, which will meet the current and future needs of the Public Service.

The PSETA's objectives for this financial year are as follows:

- Implement and foster a culture of life-long learning
- Develop skills for productivity and employment growth within the Public Service
- Support SMMEs working as partners with government through education and training measures
- Promote opportunities for skills development in social development initiatives
- Assist new entrants to the public service labour market
- Put in place functional work groups and workplace coordination committees for thorough consultation of stakeholders
- Build capacity for standing committees, functional work groups, workplace committees, PSETA board members and secretariat staff
- Finalize and communicate PSETA's membership and financial status
- Launch a communication and awareness campaign

1.1.6 South African Qualifications Authority Act

The South African Qualifications Authority (SAQA) Act has initiated a new framework for education and training in South Africa by -

- *creating a single, unified system for education and training qualifications in the country; and*
- *creating the institutions to ensure that these qualifications are of a high quality.*

The SAQA Act provided ways of ensuring that training in South Africa is of a high quality and that it provides many different entry, exit and re-entry points. In order to achieve this, the National Qualifications Framework (NQF) was instituted. The NQF provides a framework within which the quality of all learning can be assured - whether it takes place at school, at work or at home and whether the learners are young or mature. Education and training are recognized as different forms of learning with the same status. All learning now has to be recognized through national standards and qualifications. The recognition of prior learning (RPL) is an acknowledgement that skills acquired outside the context of a formal course equally deserve recognition and goes some way to redressing the disregard of informal learning in the past.

The SAQA Act looks towards a future where skills development extends throughout the entire working life of a person and endorses the concept of life-long learning for all citizens.

The SAQA Act states the following:

- *All skills must be formulated as learning outcomes. These outcomes will be recognized through national standards and qualifications.*
- *A qualification is made up of standards, each of which carries a number of smaller parts called credits.*
- *People can earn credits without going to a formal course if they can show that they already have the skills and knowledge required in the standards and qualifications (RPL).*

1.1.7 HIV/AIDS Strategic Plan, South Africa 2000-2005

In February 2000 the Inter-ministerial Committee on HIV/AIDS and the South African AIDS Council approved the HIV/AIDS Strategic Plan for South Africa 2000-2005. This document provides a strategic framework for the response to HIV/AIDS by all sectors, including government departments.

The plan identifies lead agencies to take action on specific objectives. Government departments have been allocated a number of responsibilities, two of which have particular resource development implications:

- A broadened responsibility for the prevention of the transmission of HIV in all sectors of government and civil society
- The development and implementation of counselling and care programmes for all national government departments

Consequently, the Human Resource Development Strategy for the Public Service needs to include measures to identify the requirements for HIV/AIDS prevention, counselling and care and to design relevant human resource development programmes to meet these requirements.

1.2 Features of the Public Service

The Human Resource Development Strategy concept was adopted to support a holistic approach to human resource training and development in the Public Service. To enable it to actualize its constitutional mandate of creating a better life for all, the government envisages a Public Service that is guided by the ethos of service and commitment to the provision of high quality service. The Public Service is faced with the challenge of training and transforming its employees in a manner that will not only benefit government in its quest for excellent service delivery, but empower the individual employee as well.

The following are the challenges facing human resource development in the Public Service:

Service delivery. There is growing impatience on the part of the general public towards poor service delivery. Most government services are not accessible, there is a lack of information on government services and government institutions are not friendly.

Keeping effective managers and people with scarce skills. The management cadre of the Public Service remains alarmingly small (0,4% of the entire Public Service) compared with the very broad base of production-level, skilled workers. To aggravate this even further, the distribution of senior managers is skewed between the national and provincial departments. Every effort must be made to retain people with identified scarce skills in the Public Service.

Coping with limited resources. The effects of interest rates, inflation, energy costs, socio-economic deficit costs, personnel costs and the need for capital investment create a need to develop strategic planning processes that result in effective use of the total resources of the organization. All spheres of government are going to have to learn to do more with less.

Complex organizational structures. Provincial governments are large complex organizations. As missions broaden, the processes of monitoring and managing organizational health become more complex and uncertain. To minimize wasted resources, problems must be anticipated, not just solved as they arise. The need to diagnose and understand increased complexity in public service delivery has become evident throughout the country.

Coordinating missions and goals. Diversification of services and, in some instances, the numbers of departments, together with the growth and decentralization of facilities and activities, make it difficult to maintain a unified organizational purpose. However, strategic planning that results in action plans and accountability, appropriate use of information and knowledge management processes and the effective utilization of resources help in developing a coordinated effort.

Managing information systems. There has been a concerted drive to train public service managers to use computers and handle large amounts of data. This is happening slowly and the skills that are being imparted are basic skills only. Most senior managers in the Public Service need line managers who are fully computer-literate and familiar with software that creates and maintains efficient systems. Many members of the Public Service are not able to utilize the technology that is now available. This in itself will hold back service delivery in the short to medium term.

Performance management in the Public Service. Many managers do not appreciate the link between human resource development and systems of performance appraisal and review that actually lead to performance improvement, accountability and increased productivity.

Effective financial practices. Part of the question of resource allocation in the provincial administrations is the financial tradeoffs between various identified priorities, strategies and tactics. Until recently the dilemma was whether a human resource development programme is more or less important than an allocation for new capital equipment.

Integration of career and life goals. There is poor career planning and little or no integration of career plans with life goals in the Public Service. As a result, employees tend to job-hop.

Poor interface between systems. The human resource development practitioner of the future will need to understand systems thinking, i.e. have a knowledge of how to integrate mechanical systems, financial systems, social systems, computer systems, information and knowledge management systems and human systems.

Impact of HIV/AIDS. AIDS-related mortality leads to a loss of valuable skills and experience. Some of the consequences of the resultant labour shortages will be increased wage pressure, job-hopping and a drain from the public to the private sector. The HIV/AIDS epidemic, coupled with the effect of other diseases, probably represents the most serious threat to the domestic economy acquiring a sufficiently skilled workforce in the long run.

Departmental structures and new processes are no longer adequate to cope with changing demands. Departments and provincial administrations are becoming increasingly complex in terms of size, financial resources, utilization of personnel and service diversification.

Task forces, project groups and other such operations are required to help the Public Service adapt and react to its ever-changing environment. To permit the Public Service to be proactive rather than reactive, matrix structures and processes need to emerge. These provide the flexibility to utilize resources.

Human resource professionals in the Public Service need to understand and be able to apply the principle of matrix organization. They also need to recognize that many organizational theories and assumptions have become obsolete. HRD professionals need to learn to -

- conduct organizational analyses and interpret the results for management;
- serve as communication linkers within the organization; and

- *help people become comfortable with change and work effectively within their organizations while coping with and initiating change.*

Many jobs and skills are becoming obsolete at an increasing rate. HRD professionals need to utilize their human resources more appropriately. In assuming the responsibility in the adaptive process, HRD professionals should forge close, effective links with both line and staff personnel. New methods of training and development based on adult learning principles place greater emphasis on creativity and innovation. It has become increasingly futile to look at the present range of jobs in the Public Service and then teach employees about these jobs. Re-skilling the skilled is necessary for many people.

1.3 Stakeholders

STAKEHOLDER	ROLE
Department of Labour	Develop National Skills Development Strategy Monitor Implement
DPSA	Human Resources Policy formulation & advice for Public Service
SETAs	Quality assurance Develop sector skills plan Funding ETQA Accreditation Learnerships Ensure that transversal training is catered for
Heads of Department	Effective training of staff Efficient management and administration of their departments
Human resource development professionals	Provide expert advice and support for managers who are applying the Human Resource Development Strategy Facilitate the formulation and implementation of plans for personal development of staff
Skills development facilitators	Every government department is required to appoint a skills development facilitator, whose main task is to develop and implement the implement the departmental workplace skills plans (WSPs)
Learning committees	Consultative Assist in the development of WSPs Inform employees about developments around WSPs Meet to discuss and become informed on ongoing skills planning issues Report on progress regarding the implementation of WSPs Meet on a regular basis to discuss and become informed on ongoing skills planning issues
Managers	Ensure that employees are given opportunities to learn Approve formal learning activities-
Employees	Determine their training and development needs Plan and manage learning and career development Demonstrate willingness to grow Participate in learnerships and skills programmes
Organized labour	Motivate members to take up opportunities for self-development

SAMDI	Provide training Develop collaborative working relationships with managers in departments and with other stakeholders Identify the performance required of employees if accelerated service delivery is to be achieved Work with management and other personnel to determine all the interventions required if high performance is to be achieved
Government agencies/ Commission for Gender Equality	Gender mainstreaming Promote gender equity Monitoring
SAQA	Assess and accredit courses
SA Development Community (SADCC)	Networking Sharing of information
Training institutions	Provide training
Public	Clients/customers of Public Service
PSC	Monitoring role
Portfolio Committee	Articulate citizens' interests in terms of service delivery issues (public interest)

(For a detailed analysis please refer to Annex D)

1.4 Problems to be Addressed

The following are key areas of concern and problems:

<ul style="list-style-type: none"> Fragmented and uncoordinated approach to training and education across the Public Service, resulting in the absence of resources and accountability for ensuring that public servants are empowered to take on the challenges. Lack of a strategic, needs-based, outcomes-based and competency-based approach to PSTE, directly related to the developmental needs of the Public Service as outlined in the RDP, the WPTPS and other intended policy documents. Inappropriate nature of the training and education that is provided by many in-service providers. Continuous changing of priorities in HRD deliverables. Fragmented and uncoordinated training strategies among HRD components in the Public Service Poor alignment between the different SETAs and organizations as far as the SAQA Act, Skills Development Act, and the specific functions of the ETQA, learnerships, RPL and workplace skills plans are concerned High rate of resignation of skilled and professional personnel. Inadequate resources to implement the HRD strategy. Understaffing of HRD components. AIDS pandemic coupled with other diseases is a serious threat to the stability of the Public Service. HIV/AIDS will have a negative effect on HRD planning. There is no commitment from HRD managers to implementing the objectives. HRD professionals clinging to old and obsolete methods and procedures. Current levels of skills in the Public Service do not match HR global competition requirements. Inadequate levels of investment in training and development. Education and training are recognized as different forms of learning with equal status. Training and education are seen as marginal issues and not as priorities.
--

1.5 Supporting Interventions

1.5.1 South African Management Development Institute

As a training and development institution, the South African Management Development Institute (SAMDI) needs to consider current trends in people and organizational development and determine the most appropriate and cost-effective means of delivering the necessary end results. In order to achieve this, SAMDI has identified a number of core functions to enhance performance and ensure service delivery to departments. These include the following:

- *Provision of training*
- *Organizational development*
- *Consultation, policy formulation, interpretation and coordination in the development of people and departments*
- *Research, diagnosis and reporting in terms of training and organizational development*

In order to provide relevant and value-adding HRD-related interventions, SAMDI offers programmes in the following fields:

- Senior management and MEC development
- Human resource management and development
- Training of trainers
- Change management and leadership interventions
- Provisioning administration
- Service delivery and customer care

The following are some of the benefits of attending SAMDI programmes:

- Improved performance and service delivery
- Upgrading of employee skills
- Avoidance of managerial obsolescence
- Improvement in managers' ability to identify and solve organizational problems
- Promotion and managerial succession
- Addressing of personal growth needs

1.5.2 Labour Market Skills Development Programme

The Labour Market Skills Development Programme (LMSDP) is a three-year programme designed specifically to assist in the implementation of the Skills Development Act and the Skills Development Levies Act. The Chief Directorate: Employment and Skills Development Services of the Department of Labour initiated the LMSDP and is responsible for its implementation.

The LMSDP aims to equip South Africa with the skills to succeed in the global market and to offer individuals and communities an opportunity for self-advancement so that they can play a productive role in society.

The training units in departments are offering short courses targeting capacity-building for lower-grade workers. The South African Qualifications Authority (SAQA) has established a process of accrediting these programmes, allowing the departments to develop relevant learnerships for the Public Service.

1.5.3 Other Interventions

In the medium term: Local and international agencies have supported human resource development programmes. Public servants have been sponsored to visit other countries to expose them to different ways of setting up administrative systems, amongst other things.

In the long term: Universities have invested money in developing programmes directed at public service needs. As part of the transformation process in South Africa, academic institutions/schools of government have been established to cater for public service needs, which include a range of qualifications.

2. HUMAN RESOURCE DEVELOPMENT STRATEGY

2.1 Introduction

Following the election of the first democratic Government in 1994, one of the new Government's most important tasks was to establish an equitable society in which all citizens could enjoy equal rights, benefits and access to social and economic development. One of the main instruments available to the Government for achieving these objectives is the Public Service, which is responsible for establishing equal access to basic human rights, security and safety, social welfare, education and skills development, employment, health services, housing, environmental protection, etc.

While the apartheid system had established a skew system with very few and low-quality services available to the majority of the population, the Government is now faced with the challenge of establishing a new system of public service that -

- *is strategically linked to the broader process of transformation and institution building;*
- *is demand-driven and needs-based;*
- *delivers efficient and effective services;*
- *ensures equal access to the Public Service..*

To achieve the above objectives the Government must ensure that the basic conditions necessary for improving delivery in the Public Service - availability of resources, infrastructure, systems and relevant competencies - have been established.

All departments and components must become true learning organizations where -

- the strategy, structure and culture of the enterprise become part of the learning system;
- the learning of all employees is facilitated and the organization continuously transforms itself;
- a willingness to accept that learning occurs continuously at all levels and needs to flow freely to where it is needed is displayed; and
- by facilitating and making use of the learning of all their employees, their knowledge and understanding of themselves and their environment improves over time.

The management capacity of training and development units in departments must be strengthened by-

- *developing the skills of HRD managers and practitioners in all departments;*
- *maintaining records on training and development in all the departments; and*
- *establishing uniform and efficient HRD management systems in all departments.*

The HRD Strategy for the Public Service aims at addressing the major human resource capacity constraints currently hampering the effective and equitable delivery of public services, including dealing with the consequences of the HIV/AIDS epidemic and the threat that it poses to the development of the Public Service. The HIV/AIDS question adds urgency to an already difficult quest to improve access to and the quality of service delivery in the public sector.

The Public Service at national, provincial and local government levels has a need for the relevant skills to implement the policies and programmes that have been introduced to improve living standards and reduce levels of poverty.

2.2 Vision

A dedicated, responsive and productive Public Service

2.3 Mission

To maximize people development, management and empowerment through quality skills development to accelerate transformation and service delivery that will benefit the people of South Africa

2.4 The Strategy

The Human Resource Development Strategy for the Public Service aims at contributing to the establishment of equal access to an effective and efficient Public Service.

The implementation of the HRD strategy will ensure that the capacity of the staff of the Public Service is built up to a level of competence that will ensure that all South Africans have access to equal and competent service, provided that adequate resources in the form of human resources, equipment, infrastructure and other supplies are made available in accordance with the agreed plans.

2.4.1 Strategic Objective

"By the end of 2006 the Public Service competently delivers effective and equitable services to the people of South Africa".

Strategic Development Indicators:

- Reduction in the general backlog of services
- Reduction in the number of complaints received
- Increase in the number of public service departments, institutions and organizations that have achieved "Investors in People" accreditation

2.4.2 The Strategic Objectives

The strategic objective will be achieved by delivery of the following key results:

Strategic Objective 1:	<i>Full commitment to promote and implement the HRD Strategy in all Public Service institutions and organizations</i>
Strategic Objective 2:	<i>Effective strategic and operational HRD planning framework established within the Public Service</i>
Strategic Objective 3:	<i>Relevant competencies established within the Public Service</i>
Strategic Objective 4:	<i>Effective management and coordination of the implementation of the HRD Strategy for the Public Service ensured</i>

2.4.3 Main Activities

Strategic Objective 1	Success Indicators
<i>Full commitment to promote and implement the HRD Strategy in all public service institutions and organizations</i>	<ul style="list-style-type: none"> At least five government departments have committed themselves to attaining the "Investors In People" standard by 2005
Activities for Strategic Objective 1	
1.1	Formulate and implement information and communication strategy
1.2	Include implementation of HRD strategy in performance agreements of managers
1.3	Establish systems for recognition of contributions to improved performance
1.4	Formulate and disseminate equity targets for education and training opportunities
1.5	Introduce "Investors in People" principles and standards in the Public Service
1.6	Create an award system for public service institutions and organizations that achieve "Investors in People" accreditation

Strategic Objective 2	Success Indicators
<i>Effective strategic and operational HRD planning framework established within the Public Service</i>	<ul style="list-style-type: none"> >90% of all government departments have prepared HRD strategies using the standard format by 2003 Format and guidelines for learnerships established by December 2002 HIV/AIDS strategies integrated into operational plans
Activities for Strategic Objective 2	
2.1	Develop Learnership Framework
2.2	Prepare guidelines for systematic mentoring in the Public Service
2.3	Implementation Scarce Skills Strategy in the Public Service
2.4	Prepare guidelines and transparent formats for departmental HRD Strategies
2.5	Prepare guidelines on career development for lower-graded workers
2.6	Prepare guidelines for prescribed competencies and skills programmes
2.7	Formulate effective HIV/AIDS strategies for the Public Service
2.8	Ensure adequate and efficient strategies for transformation

Strategic Objective 3	Success Indicators
<i>Relevant competencies established within the Public Service</i>	<p>At least five learnerships established by end of 2003</p> <p>At least five departments implementing internship programmes during first year</p> <p>At least 60% of managers have achieved relevant competencies</p> <p>At least 70% of staff with no formal education have achieved NQF level I by 2005</p>

Activities for Strategic Objectives 3	
3.1	Ensure systems to determine the needs analysis to ensure effective development of training programmes
3.2	Develop learnerships for the Public Service
3.3	Pilot internships and learnerships in selected departments
3.4	Implement national roll-out of internships and learnerships
3.5	Design and implement Public Service Management Development Programmes

3.6	Ensure that those who participate in learnership programmes are enabled through the NQF to acquire credits towards a qualification
3.7	Ensure a system to recognize accreditation of informal learning
3.8	Develop and implement ABET programmes
3.9	Develop and implement continued training programmes for HRD professionals
3.10	Develop and implement client care programmes
3.11	Develop and implement effective life skills programmes
3.12	Develop and implement basic administrative skills programmes
3.13	Accelerate IT skills development programmes
3.14	Identify and design the standards and qualifications that meet the needs of the Public Sector in as far as transversal training and education issues are concerned
3.15	Place a strong emphasis on continued learning
3.16	Promote the development of pre and post-training evaluation to determine the effectiveness of training

Strategic Objective 4	Success Indicators
<i>Effective management and coordination of the implementation of the HRD Strategy for the Public Service ensured</i>	<p><i>At least 90% of public service institutions have approved workplace skills plans</i></p> <p>At least 80% of skills programmes approved and aligned with sector skills plans</p>

Activities for Strategic Objective 4	
4.1	Ensure effective implementation of the Human Resource Management System
4.2	Ensure that departments develop workplace skills plans
4.3	Set up a reporting mechanism in line with SAQA requirements
4.4	Facilitate and monitor the implementation of the Sector Skills Plan
4.5	Develop criteria as performance indicators for the implementation of the Sector Skills Plan on an annual basis
4.6	Coordinate and monitor the impact of training on job performance
4.7	Ensure that the performance indicators are agreed upon and that this information is communicated to all line managers
4.8	Develop criteria as performance indicators for the implementation of the Sector Skills Plan on an annual basis
4.9	Coordinate and monitor the impact of training on job performance
4.10	Ensure the retention of senior managers in the Public Service
4.11	Ensure the promotion of anti-corruption measures and the codes of ethics for public servants
4.12	Monitor closely the implementation and adherence to the change management guidelines
4.13	Assess and accredit providers under one or more competencies linked to the NQF
4.14	Promote the working relationship between HRD and HRM components in government departments through the workplace skills plans
4.15	Facilitate the implementation of “Investor in People”
4.16	Ensure the strategic location of the HRD unit so that implementation is guaranteed
4.17	Create an effective interface between government, education and industrial sectors
4.18	Promote the equitable distribution of funds for HRD resources
4.19	Ensure an effective quality management system for reporting on training and education in the Public Service
4.20	Assess the impact of training and education on overall performance of the Public Service

2.4.4 Description of Activities

Strategic Objective I:

Formulation and implementation of an information and communication strategy

An important prerequisite for achieving a high level of commitment to the development of the people in the Public Service and for the Human Resource Development Strategy to have any impact on general performance is the establishment of an effective information and communication strategy that will ensure that both managers and staff are fully informed about the intention and content of the Human Resource Development Strategy.

Performance agreements with public service managers

To ensure a high level of commitment to the implementation of the Human Resource Development Strategy in the public sector, it will be included in performance agreements as a management responsibility for which the individual managers are accountable.

Systems for recognition of contributions to improved performance

Systems for the recognition of individual or group contributions to improved performance and/or service delivery will be developed as a means to increase motivation among all levels of staff.

Formulation of equity targets for education and training opportunities

In line with official Government policies, each institution and organization in the Public Service will establish strategies and policies to ensure that all categories of staff, irrespective of position, gender or race, will be provided with equal opportunities for personal development through participation in the education and training activities organized by the public service institution or organization by which they are employed.

"Investors in People"

"Investors in People" is an internationally acknowledged standard containing a set of indicators for development of the human resources in organizations. The standard has been adopted by the Government of South Africa as a part of the National Skills Development Strategy.

- | |
|--|
| 1. The organization gets better at developing its people. |
| 2. People are encouraged to improve their own and other people's performance |
| 3. People believe their contribution to the organization is recognized. |
| 4. The organization is committed to ensuring equality of opportunity in the development of its people. |
| 5. The organization has a plan with clear aims and objectives that are understood by everyone. |
| 6. The development of people is in line with the organization's aims and objectives. |
| 7. People understand how they contribute to achieving the organization's aims and objectives. |
| 8. Managers are effective in supporting the development of people. |
| 9. People learn and develop effectively. |
| 10. The development of people improves the performance of the organization, teams and individuals. |
| 11. People understand the impact of the development of people on the performance of the organization, teams and individuals. |
| 12. The organization gets better at developing its people. |

The standard and principles of "Investors in People" will assist the managers of public service institutions and organizations to achieve improved performance and increased work satisfaction among the employees.

For more information on the "Investors in People" standard please refer to Annex F:

Award system for public service institutions and organizations achieving "Investors in People" accreditation

The award scheme will ensure that managers and staff who work towards improvement of their performance to the extent that they achieve accreditation and recognition as "Investors in People" will also be acknowledged by the Government for their efforts towards improving the delivery of public services.

Implementation of an effective communication system

One of the basic conditions for the successful dissemination and adoption of the Human Resource Development Strategy is the availability of an effective communication system that will allow for an effective flow of information between the parties concerned. This system must eliminate the blockages and obstacles currently interrupting the flow of information and ensure that all information is available to all levels of staff within the agreed time-frames.

Strategic Objective 2:

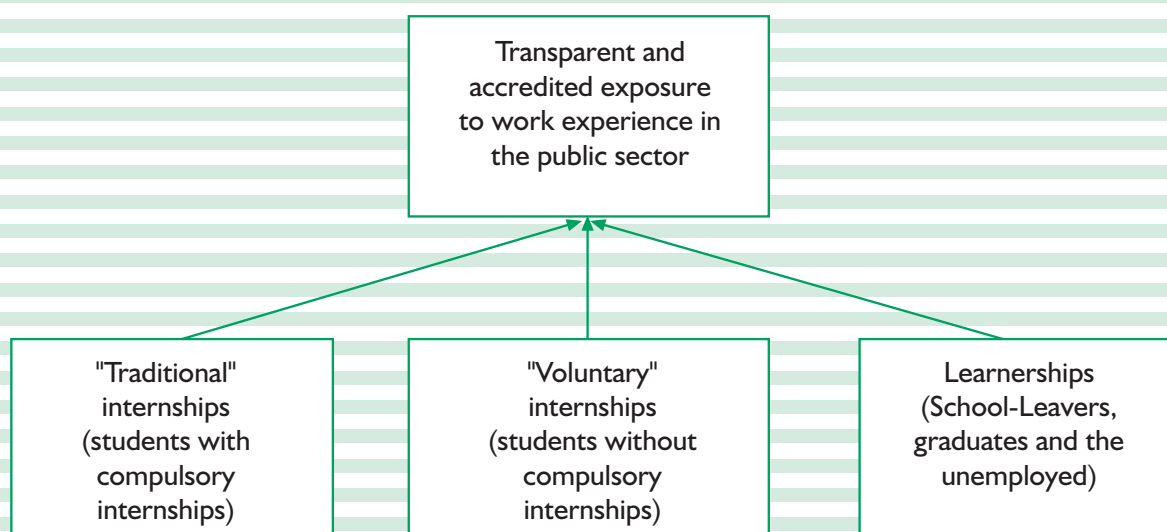
The Department of Public Service and Administration is in the process of developing the following strategic human resource development guidelines and programmes:

Guidelines and formats

To ensure transparency, compatibility and coherence in the HRD planning within the public sector, a set of common guidelines and formats is being developed for application in the HRD planning within government departments and parastatals.

Internship and Learnership Framework

The Department of Public Service and Administration has developed a draft strategy on internships and learnerships for the Public Service. The strategy provides guidelines within which national departments and provincial administrations can develop their own programmes, structures, mechanisms, administrative bases and quality control measures.



Internship and learnership programmes will include clearly defined goals, objectives and principles. They will be integrated into organizations' human resource and employment equity plans. Internship programmes will include clearly identified occupations around which internships are devised and a structured programme with a course outline that covers basic, core and specialist competency-building. Internship programmes will be established on the basis of learning arrangements and a performance management system. Alignment with SAQA requirements is essential.

Accelerated Development Framework

The purpose of the Accelerated Development Framework is to provide guidelines on the basis of which departments will identify and accelerate the development of critical skills in line with their core business. See Annex G.

Guidelines on Mentoring

SAMDI, in partnership with the Department of Public Service and Administration, has initiated a mentoring and coaching programme that is intended to support the learning relationship between an individual who is a mentor and who shares his/her knowledge, experience and insights with another less experienced person who is willing and ready to benefit from the exchange.

Guidelines on Career Development for Lower-graded Workers

The DPSA commissioned a study focusing on the employment conditions of lower-graded workers. The study recommended the establishment of a career development framework for lower-graded workers that will also focus on human resource development.

Prescribed competencies and courses

Competencies will be prescribed for management levels in line with the introduction of the senior management service. A team of experts is finalizing the profile of management competencies and these will eventually result in a set of prescribed management competencies. All managers will have to go through a competency assessment process to verify their mastery of the prescribed competencies.

HIV/AIDS strategies

Many of the separate strategies for addressing the issue of HIV/AIDS have been experienced as mere window-dressing to show compliance with the government policies, but have unfortunately not resulted in effective measures being taken against the pandemic. The strategies for combating HIV/AIDS, STDs, TB and other diseases will therefore be integrated into all levels of both strategic and operational planning in terms of awareness creation, prevention, acceptance and care.

The Impact and Action Project of the DPSA aims at developing an HIV/AIDS workplace policy for the Public Service and the integration of HIV/AIDS issues into existing public service policies.

Strategic Objective 3:

Relevant competencies established within the Public Service

One of the effects of the apartheid policies is that most public service institutions established to serve the previously disadvantaged areas are seriously under-capacitated in terms of both numbers and competency levels of the staff. These institutions are consequently not currently in a position to deliver services at the standard required by the Government and the public.

The Government, through the Department of Public Service and Administration, has resolved to redress the problem by initiating a comprehensive capacity-building programme for staff at all levels in the Public Service.

Learnerships and skills programmes

One of the key vehicles for rapid skills development in South Africa is learnership programmes, which combine short to medium-term theoretical training with practical workplace experience. Learnership and skills programmes are occupationally structured learning programmes that are offered by accredited providers and constitute credit(s) towards a qualification within the NQF.

Every government department is required to appoint a *skills development facilitator*, whose main task is to develop and implement the departmental *workplace skills plan*, which reflects the department's strategic objectives as well as the individual worker's development needs. These workplace skills plans will be incorporated into the relevant

SETA's sector skills plan. The workplace skills plans and the sector skills plans will in turn be implemented through the learnership or skills programmes.

Learnerships

Para-professional learnerships are schemes where, through an alliance between the state and professional bodies, learnerships in a wide range of para-professional occupations are designed and developed under the Skills Development Act.

The majority of these schemes will require no more than a basic matriculation for qualification and will be targeted principally at young school-leavers, although unemployed graduates could also utilize them. These programmes will 'subdivide' professional training into a number of steps or stages with meaningful exit points signifying competence up to a specified level. In the teaching profession, for example, learnerships for teaching aides at a basic and an intermediate level could be designed, while in the medical professions learnerships for nursing aides and counselling aides could be similarly designed.

People trained to an intermediate level will be able to do much of the routine work of the professional and assist where workloads are untenable or where special problems arise.

There will be a nationally determined ratio of para-professional learners to professionals for each profession. In each case a qualified professional will have to play the role of mentor and supervisor.

Voluntary internships

The South African Public Service is committed to offering students valuable learning assignments that represent structured pathways from an academic environment to the world of work. Whilst students are not to be regarded as lower-cost alternatives to regular employees, they are recognized as trainees and do not receive the same benefits as full employees.

The learning will be achieved through the establishment of an internship programme for South African students that will -

- *contribute towards developing a new cadre of competent and committed public servants for a people-orientated Public Service;*
- *develop the employability skills of interns and improve their ability to find employment within the Public Service after graduation;*
- *offer insights into future employment opportunities within the Public Service; and*
- *help them evaluate their career options within the Public Service.*

The learning acquired during the internship programme will be accredited to allow for subsequent combination of subjects into a full learnership and a recognized education. See Annex H for more information.

Management development programmes

Management development aims to ensure that the Public Service has an adequate number of competent managers to meet its present and future needs. This involves improving the performance of existing managers, providing opportunities for growth and development and ensuring, as far as possible, that management succession within departments/the Public Service is provided for.

Senior management development will increase the effectiveness of departments by -

- ensuring that managers understand what is expected of them and agreeing on objectives against which their performance will be measured and areas in which competence levels need to be improved;
- identifying managers with potential, encouraging them to prepare and implement personal development plans

and ensuring that they receive the required development, training and experience to equip them for more demanding responsibilities within their own departments and in the Public Service.

The management development programmes of government departments must be linked to their business objectives, identified skills and knowledge gaps, with the focus on providing for future management needs in the light of Public Service priorities. For further details please refer to Annex B.

Specialized training to support specific initiatives in the Public Service

IT skills development

Given the rapid development in information and communication technologies, the need for a focus on IT skills development cannot be over-emphasized. This year, a major IT skills development programme will be launched, focusing on both legacy and new economy skills. IT skills development centres will be opened in all government offices and thousands of public servants will acquire new skills through cost-effective programmes and schemes.

Basic administrative skills

Given the major changes in the profile of the Public Service over the last six years, there is a need for renewed focus on basic administrative skills. Discussions are being held with service providers and investigations being conducted with the aim of developing refresher courses in public administration skills.

ABET programmes

Illiteracy is very prevalent in South Africa, particularly among older persons who were marginalised from educational opportunities under the apartheid system. Three million South Africans cannot read or write at all, and million more are semi-literate. This can have devastating negative consequences on their ability to participate fully in the political, economic and social spheres of life. The need for adult education is acute. A high proportion of South African adults aged 20 years and older have never been to school. Regional strategies to encourage participation in lifelong learning, and proportional to the disparities in participation rates, will need to be developed.

Client care programmes

One of the most frequent complaints levelled against the Public Service relates to the very poor, unprofessional and often slack handling of clients. Several departments have already embarked on client care programmes. However, there is an urgent need for a more coordinated intervention to ensure uniform and satisfactory provision of services and interaction with the beneficiaries and other stakeholders.

HIV/AIDS-related capacity-building programme

The DPSA's Impact and Action Project aims to address the drop in skills levels owing to the loss of skilled and experienced staff as a result of AIDS.

Strategic Objective 4:

Effective and transparent management and coordination

The successful achievement of the vision, mission and purpose outlined in the Strategy will depend on effective and transparent management, coordination and monitoring of the implementation of the strategy.

Human Resource Management System

The implementation of the Integrated HRM System will ensure that learning is aligned with the needs of individuals, departments and the Public Service as a whole. It will guide personal development to ensure competence for current as well as future positions. When integrated with the NQF, the Integrated HRM System will ensure that employees are recognized for the competencies they have demonstrated in the workplace, through portable and nationally recognized qualifications.

Competencies form a highly practical framework for assessing, identifying and addressing development needs.

By identifying a common language for discussions around the components of the Integrated HRM System, competencies will help managers understand what needs to be done to maximise the performance of their staff.

- **Performance management:** The Integrated HRM System ensures that performance is managed effectively according to specific job requirements and objectives. This is achieved in terms of clearly defined objectives, set standards and measures, effective feedback and coaching sessions, and clear and specific development plans and assessments.
- **Recruitment and selection:** The Integrated HRM System supports the recruitment and selection process. By and large it provides HR practitioners with a framework of objective criteria designed to guide the process so that candidates with the required competencies are identified and selected.
- **Succession and career planning:** The Integrated HRM System provides objective criteria for developing and implementing focused and clearly defined development/career objectives. It also provides objective criteria for identifying potential successors based on required competencies.
- **Employment equity:** The Integrated HRM System facilitates the implementation of affirmative action by providing fair and objective criteria for employment equity and a means to manage career expectations through the development and implementation of an effective development process.
- **Remuneration:** The Integrated HRM System facilitates the process of measuring and evaluating jobs through the competency process and thereby streamlining the remuneration process.
- **Reward and recognition:** Essentially, the reward process aims to align employees' behaviour with the organisational objectives by recognising service excellence. The Integrated HRM System facilitates this process and aligns it with the performance management and remuneration processes.
- **Employee relations:** Whilst understanding the strategic value that the Integrated HRM System will provide for departments and the Public Service, it is important to see how it facilitates the achievement and evaluation of the vision and mission of the Public Service.

Effective infrastructure and resource allocation

The competency, effectiveness and perceptions of the Public Service are significantly influenced by the learning experiences of its employees. The Public Service therefore recognizes human resource development as an investment. Hence, it is important that such investment be safeguarded in terms of ensuring that the skills and competencies established are utilized effectively by the managers at the various levels of the organizations and institutions concerned in the Public Service.

The Department of Public Service and Administration will facilitate the establishment of effective and efficient IT infrastructure, enabling public service institutions to communicate effectively with their beneficiaries and other stakeholders.

The targets set out in the NSDS will determine the resource allocations that the National Skills Authority will recommend to the Minister of Labour and they will guide the work and priorities of the SETAs.

Effective management and coordination of the implementation of the HRD Strategy

The Skills Development Act provides a concrete strategy and tools to actualize key government legislative and policy imperatives on matters related to development in the Public Service by promulgating the setting up of sector education and training authorities (SETAs) that will ensure the provision of quality and appropriate education and training in a sustainable and coordinated manner within the context of the National Qualifications Framework.

The Department of Public Service and Administration holds the primary responsibility for achievement of the objectives of the HRD Strategy. The Department will therefore ensure that an enabling environment for the implementation of the strategy is established.

Workplace and sector skills plans

The PSETA will identify and recommend to SAQA new standards and qualifications that meet the needs of the public sector in so far as transversal training and education issues are concerned.

As an ETQA, the PSETA will assess and accredit providers under one or more competencies linked to the NQF. Accredited providers will be allowed to tender only for services in the fields or areas in which they have received accreditation. This will ensure the appropriateness and relevance of training provided and enable the PSETA to coordinate and monitor the impact of training on job performance and to ensure that those who participate in learnership programmes are enabled through the NQF mechanisms to acquire credits towards a qualification and thereby enhance their prospects for work and labour mobility.

The PSETA will further -

- *set up a reporting mechanism in line with SAQA requirements;*
- *ensure that departments develop workplace skills plans;*
- *facilitate and monitor the implementation of the Sector skills Plan;*
- *develop a framework to guide departments on the utilization of the skills levy and National Skills Fund;*
- *assess the impact of training and education on the overall performance of the Public Service (overall government strategies and goals) (this will be done annually as part of the sector skills plan review); and*
- *develop criteria as performance indicators for the implementation of the Sector skills Plan on a yearly basis.*

3. IMPLEMENTATION FRAMEWORK

The implementation framework is based on the Integrated Human Resource Management System. In order to ensure that required competencies are effectively utilized, developed and nurtured, it is crucial that the development of human resources in the Public Service is integrated with other human resource processes and systems.

3.1 The Integrated Human Resource Management System

The Integrated Human Resource Management System is a dynamic management framework, providing a common link between strategic human resource processes and systems within departments and the Public Service as a whole.

The central role of competencies can be described in terms of their application in the integration of human resource management and development functions. These include the following:

- *Change in business strategy: Competency management provides a means to profile existing skills and identify potential skill gaps. This would help departments and the Public Service identify strengths and emerging skills they need to recruit or develop.*
- *Improving service delivery: There is a critical need for departments and the Public Service to optimize the existing skills of staff through multi-skilling. Competency management facilitates the identification of employee development needs that may impact on efficiency and effectiveness. In these circumstances, competency-based management can help ensure employees receive targeted training that is required to handle increased service delivery demands in the Public Service.*
- *Improving operating effectiveness: Competency management can help identify areas of employee weakness that may impact on operational effectiveness.*
- *Continuous performance improvement: There is a critical need for departments to optimize the utilization of staff and ensure that there is continuous performance improvement in the Public Service through the effective implementation of performance management and evaluation systems.*

3.2 Learning principles

The HRD Strategy for the Public Service has been developed in accordance with the following learning principles:

- *Access and entitlement to training and development: Departments should create and make accessible on an ongoing basis meaningful opportunities for staff training, education and development.*
- *Needs-based (demand-led) training: For training and development programmes to have meaning and to assist departments (and thus the Public Service) in achieving their objectives, the programmes should be based on a detailed assessment of individual, departmental and public service needs. The emphasis must be on the skills and competencies required to support effective and efficient service delivery.*
- *Competency-based training: Training and development should be aimed at developing the competencies required for effective job performance.*
- *Career pathing: To facilitate the development and progression of staff within and across departments and sectors, all learning should be accredited and portable.*
- *Lifelong learning: Employees should be encouraged to undertake and presented with opportunities for lifelong learning and should be equipped with the necessary life skills.*
- *Equity and empowerment: Training and development initiatives should be aligned with the broader plans and programmes aimed at promoting equity and empowerment of the previously disadvantaged groups. It is thus of vital importance that the HRD Strategy for the Public Service is aligned with the National Equity and Affirmative Action as well as Recruitment and Selection Policies.*

3.3 Roles and Responsibilities

Department of Public Service and Administration

The Department of Public Service and Administration will in consultation with other government departments, specify TRANSVERSAL skills areas that are of a priority for the Public Service.

Public Service Commission

Under the new Constitution (1996), the Public Service Commission's responsibilities will include -

- *conducting applied research on PSTE;*
- *monitoring, inspecting and evaluating the implementation of PSTE policy;*
- *providing advice on policy.*

Chapter 10 of the Constitution establishes the Public Service Commission (PSC) as an independent and impartial organ of the state to ensure that the basic values and principles governing public administration are met, promoted, guaranteed and protected. In terms of section 196 of the Constitution, the PSC is responsible, amongst other things, for monitoring and evaluating public service training and education (PSTE) at the national level and for making reports to Parliament.

The primary responsibility of the Commission will be to monitor and evaluate the implementation of PSTE with regard to its progress in achieving the principles of public administration set out in Chapter 10 of the Constitution. This will be done in line and in comparison with best international practice in terms of monitoring and evaluation mechanisms and methodologies. A particular responsibility of the Commission in this respect will be to assess the extent to which other important monitoring and evaluation bodies (such as the DPSA and heads of department) have succeeded in putting effective mechanisms into place and, where appropriate, to provide advice and suggest remedial action.

Public Service SETA (PSETA)

The PSETA is primarily responsible for quality assurance and identification of transversal training programmes across the entire Public Service. It will play a strong coordinating role between SETAs to ensure that the training needs of the Public Service are on the agenda of line-function SETAs. It should thus have a very close working relationship with all other SETAs.

The PSETA will evaluate and approve departmental workplace skills plans (WSPs) and integrate these to develop a sector skills plan (SSP).

The establishment of the Public Service Education and Training Authority (PSETA) provides the Public Service with the challenge and opportunity to develop and implement a new system of education and training that is coordinated and integrated in ways that accommodate and cater for the needs of individual employees' and departmental strategic needs. This will be effected through implementation of the Sector Skills Plan (SSP) and workplace skills plans (WSPs).

South African Management Development Institute (SAMDI)

As one arm of government HRD, SAMDI, together with other departments and providers, is expected to respond to the targets reflected in the national HRD Strategy for South Africa.

The National Qualifications Framework (NQF) promotes an outcomes-based approach to education and training. The outcomes stipulated are described in documents called unit standards, which form the building blocks of the NQF. It is in the interest of the Public Service as a whole to ensure that employees perform at the standard required and to provide the sort of training that enables people to attain those standards. SAMDI therefore aligns all its training programmes with the requirements of SAQA and the NQF.

This response should make provision for interventions involving performance consulting, training and development, coaching and mentoring, career pathing, succession planning and action learning. These interventions could be implemented in such a way as to turn the Public Service into a learning organization.

Government departments

All government departments should specify FUNCTIONAL areas that are critical for service delivery, taking due account of the Public Service Sector Skills Plan. Departments should prepare integrated workplace skills plans that include both TRANSVERSAL and FUNCTIONAL skills priorities drawn from service delivery targets. Workplace skills plans should be submitted to both the PSETA and the line-function SETA for quality assessment against public service and sector priorities respectively. Workplace skills plans should be implemented, monitored and evaluated.

- *Departmental training budgets should be aligned with workplace skills plans.*
- *Departments must develop a clearly articulated departmental human resource development policy that provides for the use of the National Skills Development Strategy for the Public Service throughout the department and that recognizes the diverse nature of the Public Service.*
- *Departments must ensure that the training and development of supervisors and managers reflect their responsibility to manage within the context of a Public Service-wide perspective.*
- *Participation in induction and orientation programmes at all levels is mandatory.*

The role of government departments in the realization of the Public Service HRD Strategy is important. Apart from drafting their own department-specific strategies, departments should also ensure that the National HRD Strategy is being implemented.

Heads of departments

In terms of the Public Service Amendment Act, Act 86 of 1998, "... the Head of Department is responsible for the effective training of staff and the efficient management and administration of her/his department. . .". Every head of department is responsible and accountable for -

- *ensuring that his/her immediate subordinate managers are given the opportunity to learn within the departmental and Public Service-wide framework;*
- *ensuring that a departmental HRD strategy, aligned with the national strategy, is developed and implemented throughout the department;*
- *ensuring that a skills development facilitator (SDF) is appointed in his/her department for the purpose of developing and implementing a departmental workplace skills plan (WSP);*
- *ensuring that skills development is budgeted for in accordance with the "Funding Regulations 2000/2001";*
- *ensuring that national standards of training and development initiatives are maintained;*
- *ensuring that the workplace is converted into a learning environment;*
- *ensuring that the workforce participates in the learnership and skills programmes; and*
- *ensuring that opportunities are provided for and progress is monitored on special projects for previously disadvantaged individuals.*

Human resource professionals

Human resource professionals are responsible for -

- *providing managers with expert advice and support to assist them in applying the HRD Strategy;*
- *facilitating the development and implementation of plans for the personal development of staff; and*
- *facilitating the identification of accelerated development programme candidates, as well as the development and implementation of accelerated development programmes for staff with potential.*

Skills development facilitators

The key responsibilities of skills development facilitators (SDFs) are -

- *to investigate and identify patterns of people development at a strategic level;*
- *to identify key strategic skills shortages and priorities;*
- *to collate and assist in the identification and prioritization of strategic objectives;*

- to analyse and report on specific skills requirement issues that may be relevant to the development of strategic objectives;
- to identify strategic opportunities for learnership development and the promotion of national skills development priorities;
- to develop structures and systems for effective skills planning;
- to facilitate the development of workplace skills plans (WSPs);
- to submit workplace skills plans to the relevant SETA/the PSETA;
- to advise the department on the implementation of the WSPs;
- to facilitate and coordinate learning committee meetings;
- to assist the department in completing key reporting documentation as required by the SETA/PSETA and the department;
- to assist the department with the drafting of an annual training report evaluating the WSPs;
- to advise the department on quality assurance requirements as set by the SETA/PSETA and those determined by the department;
- to facilitate the implementation of quality assurance measures;
- to serve as a contact between the department and the SETA/PSETA.

Learning committee

Where organizations have more than 50 employees, it is a requirement of the Skills Development Act that a learning committee be established. This committee is to be utilized for consultation on and endorsement of all skills development issues.

The appointment of the learning committee members has to be based on representivity of -

- position/rank;
- race;
- gender.

The functions of the learning committee are as follows:

- Consultation.
- To assist with the development of WSPs.
- To inform all employees on the development of WSPs and skills promotion.
- To collate and assist in the collection of relevant information.
- To report on progress regarding the implementation of WSPs.
- To meet on a regular basis to discuss and become informed about ongoing skills planning issues.

Managers

Every manager is responsible for -

- actively ensuring that all his/her employees are given the opportunity to learn within the departmental career development framework;
- approving formal learning activities such as courses and seminars;
- ensuring that there is an effective transfer of learning from training programmes to the workplace;
- closely monitoring and evaluating the transfer of skills from training interventions to the workplace through a process of identifying key performance indicators and performance standards and assessing employees against these;

- *actively involving themselves with career planning, coaching and mentoring in consultation with employees to develop them to their full potential and ensuring that they are available for appointment in increasingly responsible positions that become available in the Public Service; and*
- *encouraging personnel to participate in learnerships and skills programmes.*

Employees

Every employee is responsible for -

- *determining, with his/her supervisor, training and development needs and personal development plans;*
- *planning and managing, with his/her supervisor, learning and career development in a way that is consistent with the needs of the department and the Public Service at large;*
- *demonstrating a willingness to grow and learn through work experience;*
- *accepting responsibility and taking the initiative for his/her training and development;*
- *taking full advantage of the training and development opportunities available to him/her;*
- *committing him/herself in terms of learning and development, to the application of learning in the workplace and private time;*
- *applying the knowledge and skills learnt to improve his/her work performance and job satisfaction;*
- *participating in the evaluation of her/his training and implementation of personal development plans; and*
- *participating in the learnerships and skills programmes.*

4. FINANCE AND BUDGETING

From an administrative and management perspective, the costs of formal learning activities should be budgeted for, managed and monitored effectively in line with the Public Finance Management Act, 1999, and the Skills Development Levies Act, 1999.

Each department must make provision for the financing of its training and development programmes and budget not less than the amount prescribed and specified for this purpose in the Skills Development Act and the Skills Development Levies Act. Departments will be expected to plan for skills development within the sector strategy. The costs for this must be budgeted for by each department.

The targets set out in the NSDS will determine the resource allocations that the National Skills Authority will recommend to the Minister of Labour and they will guide the work and priorities of the SETAs. Those departments that have access to donor funding for training and capacity-building must include these funds in their total training and development budgets.

5. MONITORING, REPORTING AND EVALUATION

The Department of Public Service and Administration

The Department of Public Service and Administration will monitor the implementation of the HRD Strategy through the following mechanisms:

- *Audits carried out by the Public Service Commission.*
- *Departmental human resource plans that will be part of the integrated strategic plans to be submitted to National Treasury by each department on an annual basis.*
- *Annual HRD reports that will be submitted by each department to the DPSA through the PSETA.*
- *The Department of Public Service and Administration will report on the PSETA.*

The impact of training and education on overall government strategy and goals will be measured against the workplace skills plans. This system will need the full cooperation of the Human Resource Unit and all line managers, who must be mandated to provide accurate and up-to-date information.

The Public Service SETA (PSETA)

The PSETA will -

- *set up a reporting mechanism in line with SAQA requirements;*
- *facilitate and monitor the implementation of the Sector Skills Plan;*
- *assess the impact of training and education on the overall performance of the Public Service (overall government strategies and goals) (this will be done annually as part of the sector skills plan review); and*
- *develop criteria as performance indicators for the implementation of the Sector Skills Plan on a yearly basis.*

The National Skills Authority

The National Skills Authority will review the implementation of sector and provincial strategies on a regular basis.

The Human Sciences Research Council (HSRC)

The Human Sciences Research Council (HSRC) will be required to collect data on all the approved indicators, at least annually. This data will be analysed and summarized in a report.

The Department of Education (DoE)

The Department of Education will be responsible for reporting on the supply-side characteristics of the education and training system.

The Department of labour (DoL)

The Department of Labour will be responsible for monitoring and reporting on the functioning of SETAs, including the state of skills planning in each sector, the development of learnerships to address identified skills shortages, and other matters related to information flows.

The Department of Labour will also be required to report on the participation of government departments in the relevant economic SETA, and/or the PSETA, and to monitor state contributions to these.

Annex A: Relevant legislation

LEGISLATION	PURPOSE
Batho Pele White Paper	To provide a policy framework and a practical implementation strategy for the transformation of public service delivery.
Basic Conditions of Employment Act	To give effect to the right to fair labour practices referred to in section 23(l) of the Constitution by establishing and making provision for the regulation of basic conditions of employment, and thereby to comply with the obligations of the Republic as a member of the International Labour Organization, and to provide for matters concerned therewith.
Education, Training and Development Policy	To provide clear guidelines and a framework for the training, development and education of staff and employee organizations.
Employment Equity Act	To achieve equity in the workplace by promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination, and implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups, in order to ensure their equitable representation in all occupational categories and levels in the workforce.
HRD Strategy for SA	To maximize the potential of the people of SA, through the acquisition of knowledge and skills, to work productively and competitively in order to achieve a rising quality of life for all, and to establish an operational plan, together with the necessary institutional arrangements, to achieve this.
Labour Relations Act	To advance economic development, social justice, labour peace and the democratization of the workplace by fulfilling the primary objects of the Act.
Public Service Act	To provide for the organization and administration of the Public Service of the Republic and the regulation of the conditions of employment, terms of office, discipline, retirement and discharge of members of the Public Service, and matters connected therewith.
Public Service Regulations	To provide a new framework for the management of the Public Service, including decentralized decision-making and planning within the boundaries of national strategies, programmes and policies.
Skills Development Act	To establish a high-quality skills development system that is cost-effective and accountable, meets skills needs, and promotes employment generation and economic growth.
Skills Development Levies Act	To provide for the imposition of a skills development levy and for matters connected therewith.
SAQA Act	To create a new framework for education and training in SA by creating a single unified system of education and training qualifications in the country, and creating the institutions to ensure that these qualifications are of a high quality.
National Skills Development Strategy for SA	To equip SA with the skills to succeed in the global market and to offer individuals and communities opportunities for self-advancement to enable them to play a productive role in society.
White Paper on a New Employment Policy for the Public Service	To ensure that human resource management in the Public Service becomes a model of excellence, in which the management of people is seen as everyone's responsibility and is conducted in a professional manner.

White Paper on Human Resources Management in the Public Service	To become a model of excellence in which service to society stems from commitment rather than compulsion. The management of people should be regarded as a significant task for those who have been charged with that responsibility and should be conducted in a professional manner.
White Paper on Public Service Training and Education	To provide a framework for public service training and education that is appropriate, adequate and accessible and meets the current and future requirements of public servants, the Public Service and the public.
HIV/AIDS Strategic Plan for South Africa 2000-2005	To guide South Africa's response to the HIV/AIDS epidemic. To guide and harmonize the HIV/AIDS programmes of all government departments, organizations and stakeholders.
Impact and Action Project of the DPSA	To ensure that the Public Service is able to sustain a quality service in spite of the progression of HIV/AIDS in South Africa.
White Paper on Public Service Transformation	To establish a policy framework to guide the introduction and implementation of new policies and legislation aimed at transforming the Public Service.

Annex B: Current programmes for senior managers

The Senior Management Service (SMS)

A study conducted into the senior management and professional echelons of the Public Service has found that the effectiveness of this group impacts on the overall ability of the Public Service to deliver on its mandate. Significantly, the study revealed that although 70% of public servants are located in the provinces, 60% of senior managers are located in national departments. In essence this implies that provinces are "under-managed" and require additional high-level capacity.

To professionalize this critical echelon of the Public Service, Cabinet has endorsed the establishment of an SMS. This would include heads of departments (HoDs) and other senior managerial and technical executives of the Public Service. The SMS process will include distinguishing between managers and professionals, rigorous recruitment and selection systems, competency profiling of all new and current senior executives in relation to their jobs, performance assessment systems, training and development regimes, and flexible remuneration systems.

To address the need for improved human resource development HoDs will be responsible for identifying the developmental needs of managers and devising appropriate skills development strategies.

The DPSA and SAMDI will provide departments with guidelines and support on techniques such as mentoring, coaching, accelerated development and succession planning.

The following is envisaged:

- *SAQA-certified courses that are public service-orientated will be developed, in conjunction with suitable institutions.*
- *SAMDI, in conjunction with other role-players, will develop standard management orientation courses for lateral entrants as well training and development programmes for other managers that are based on core managerial/leadership competencies and are linked to individual competency assessments and sector skills plans.*
- *Guidelines will be developed to familiarize newly appointed managers and professionals with the systems and routines of government and their terms/conditions of service.*
- *Frameworks will be developed to allow for the secondment of public servants to high-performing organizations in the private and public sectors for growth and development purposes as well as sabbatical leave for research studies.*

MEC Executive Support Programme

The MEC Executive Support Programme is a joint venture between the JUPMET schools of management and SAMDI. This programme was developed following requests by five provincial legislatures for a programme geared to the specific needs of senior political office-bearers in upgrading their professional skills and was officially launched on 11 September 2000.

The MEC Executive Support Programme aims to provide an opportunity for the MECs to enhance their performance by taking part in a challenging and participative learning experience that enables them to examine their leadership and management skills. It will further strengthen their ability to make informed choices on the complex policy issues that constantly confront them in their provincial legislatures. The programme as a whole comprises five thematic areas covering such topics as policy formulation, strategic planning, the delegation of powers, leadership, conflict resolution, budgeting, intergovernmental relations, public/private partnerships and change management.

Presidential Strategic Leadership Development Programme (PSLDP)

This programme is the culmination of the vision of the President, Thabo Mbeki, who correctly identified that effective service delivery is premised on strong and selfless public service leadership. The design and structure of the programme was informed by a needs analysis conducted amongst Directors-General.

The aim of the programme is to improve the participant's capacity to -

- *recognize and relate macro issues to the Public Service;*
- *take account of local and global trends and to integrate these into strategic planning;*
- *translate strategy into action;*
- *act corporately;*
- *embody and uphold public service values and ethics;*
- *manage resources effectively to achieve the priorities of government;*
- *create a shared vision among all employees of a learning organization;*
- *place human development interventions at the centre of objective departmental performance;*
- *examine work practices and identify processes required for focused productive performance.*

Ministerial Support Programme

This is a training and organizational development programme for the staff of Ministers, Premiers and MECs. It is aimed at improving service delivery, performance and support in these offices.

The key outputs are -

- *an organizational needs assessment of the relevant and targeted office-bearers;*
- *a skills and competency profiling of all support staff;*
- *training of support staff in the structures and core functions of the political offices concerned and training related to the key policies and prescripts that regulate the operations of these particular offices and the Public Service in general.*

Other SAMDI programmes (Refer to Samdi's Training Directory for more programmes)

Human Resource Management Programme

This programme is aimed at developing the knowledge and skills of human resource management and labour relations practitioners, as well as managers, in the following areas: human resource management, human resource planning, performance management, staffing and remuneration, job evaluation, dispute resolution, grievance procedures and disciplinary procedures.

Provisioning Management and Administration Training Programme

The Provisioning Management and Administration Training Programme aims to provide training in provisioning administration, which will enable professional service delivery to all departments and provincial administrations.

Training of Trainers Programme

To be able to face the challenges in the education, training and development practitioners (ETDP) environment, trainers need to be skilled in optimally facilitating learner groups as a method of imparting knowledge. The course enables trainers and managers to rekindle their training skills and knowledge.

The programme covers the following areas: presentation and facilitation skills, design and development of outcomes-based courses, competency-based approach in training assessment, use of technology and media in training, management of training, the philosophy of education, training and development practitioners (ETDP) practice, HIV/AIDS training and HIV/AIDS policy management in departments, human resource development (situational needs analysis and evaluation follow-ups), skills development training, operational planning and budgeting, and project management.

Service Delivery Programme

This programme aims to enable managers to support service delivery improvement initiatives and to equip them with the tools to compile an organization-wide service delivery improvement plan based on customers' needs.

The programme covers the following areas:

- *Improving service delivery: Senior managers programme*
- *Service delivery implementation: Operational managers programme*
- *Excellent customer service: A training programme for frontline, back-office and support personnel*

Evaluation of Heads of Department (HoDs)

A system of performance agreements was implemented for senior managers (including HoDs) in the Public Service in 1998. However, there has been no systematic and coherent process through which these performance agreements have been assessed. Many HoDs have indicated that they do not receive systematic and comprehensive feedback on their performance, and Government does not receive systematic feedback on the achievement of its priorities either.

Monitoring of the implementation of performance management systems would allow for a more rigorous appraisal of outputs, and thus improve the productivity of the Public Service. The cumulative impact of this would be that outputs become clearly defined and are measured and management interventions can take place more expeditiously when performance is at variance with plans.

Against this background, the Public Service Commission (PSC) was tasked by Cabinet to develop a framework to assist executing authorities with the evaluation of their HoDs. The framework was approved by Cabinet in August 2000 and implementation began immediately.

The framework developed by the PSC proposes uniform but flexible structures and processes according to which the performance of all HoDs can be evaluated by executing authorities. The evaluation framework aims to achieve the following:

- *Provision of bases upon which the government and executing authorities are informed of the extent of achievement of objectives.*
- *Identification of the developmental needs of HoDs.*
- *Feedback to HoDs on their performance and organizational effectiveness.*
- *Establishment of the bases upon which executing authorities can award salary increments and cash bonuses or take any steps deemed necessary to address poor performance.*

Annex c: Donor-funded programmes

Senior Executive Programme

The Harvard Business School (HBS) in partnership with the Wits Business School (WBS) offers the Senior Executive Programme for Southern Africa at the request of the South African government. The programme is targeted at experienced and high-potential managers who currently hold senior management positions or are potential senior managers. The curriculum addresses international and local challenges, using case studies to focus on real-world applications and international best practice. The curriculum is customized to suit the South African private and public business environment. The Senior Executive Programme has a five-fold educational mission:

- *Strengthen the strategic capabilities of managers in Southern Africa to compete successfully in the global business world*
- *Transfer skills, technology, knowledge and expertise to Southern Africa*
- *Enhance the leadership skills of top managers in the public, private, public enterprise and non-profit sectors, as well as unions*
- *Stimulate the region's plans for capacity-building*
- *Contribute to interrelationships between business and government*

Labour Market Skills Development Programme

The Labour Market Skills Development Programme is funded by the European Commission and has as one of its key objectives to capacitate staff at all levels of the Department of Labour to deliver effective and high-quality skills development and employment services.

Singapore Cooperation Programme

The Singapore Cooperation Programme (SCP), established in 1992, is Singapore's programme of technical assistance to developing countries. As a responsible member of the international community, Singapore is committed to gradually expanding its technical assistance programmes. It is envisaged that South African public servants will continue to participate regularly in the programme.

Malaysian Technical Cooperation Programme

The Malaysian Technical Cooperation Programme (MTCP) was launched in 1980 to provide other developing countries with technical assistance. The programme consolidates various forms of technical cooperation in areas in which Malaysia has the experience and expertise. Malaysia's assistance under the MTCP is essentially in the form of training conducted at Malaysian universities or other training institutions. Other forms of assistance include study visits, the services of experts and the provision of supplies and equipment for socio-economic projects. The MTCP Scholarship Award provides opportunities for students to pursue advanced academic study in Malaysia. Scholarships are intended for promising public servants expected to make a significant contribution to their own countries on their return from study abroad. Scholarships are available for postgraduate studies at Master's and PhD level and the duration of the award is 36 months for PhD studies and between 12 and 24 months for the Master's programme. It is envisaged that South African public servants will participate regularly in the programmes with effect from 2001.

The South Korean Executive Development Programme for Government Officials

In 1995, President Nelson Mandela paid an official visit to the Republic of Korea. During the visit he requested President Kim Young-Sam to assist South Africa in the human resources capacity field. As a result, South Korea offered South Africa the opportunity to send 20 middle management officials to Seoul for a two-week training course each year for the five-year period 1997 to 2001.

Annex D: Stakeholder Analysis

STAKEHOLDER	ROLE	INTEREST	CONTRIBUTE	RECEIVE
1. Department of Labour	<ul style="list-style-type: none"> Development of National Skills Development Strategy Monitor Implement 	<ul style="list-style-type: none"> Skills development in the country Competent employees 	<ul style="list-style-type: none"> Resources, research guidelines for implementation 	<ul style="list-style-type: none"> Fulfilment of the National Skills Development Strategy
2. DPISA	<ul style="list-style-type: none"> Human Resources Policy formulation & advice for Public Service 	<ul style="list-style-type: none"> Competent, high-performing Public Service 	<ul style="list-style-type: none"> Management guidelines 	<ul style="list-style-type: none"> Support
3. PSETA	<ul style="list-style-type: none"> Quality assurance Development of Sector Skills Plan Funding ETQA Accreditation Learnerships Ensure that transversal training is catered for 	<ul style="list-style-type: none"> Skills development in the Public Service Institutional development 	<ul style="list-style-type: none"> Institutional development framework for skills development 	<ul style="list-style-type: none"> Support Improved service delivery Levy
4. Line SETAs	<ul style="list-style-type: none"> Same as above 	<ul style="list-style-type: none"> Skills development 	<ul style="list-style-type: none"> Institutional framework for skills development 	
5. Heads of Department	<ul style="list-style-type: none"> Effective training of staff Efficient management and administration of their departments 	<ul style="list-style-type: none"> Competent employees delivering best possible service 	<ul style="list-style-type: none"> Create a learning environment Support Provide opportunities 	<ul style="list-style-type: none"> High performance and productivity
6. HRD professionals	<ul style="list-style-type: none"> Provide expert advice and support for managers who are applying the HRD Strategy Facilitate the development and implementation of plans for personal development of staff 	<ul style="list-style-type: none"> Making contributions towards skills development 	<ul style="list-style-type: none"> Skills and knowledge 	<ul style="list-style-type: none"> Job satisfaction and support
7. Skills development facilitators	<ul style="list-style-type: none"> Co-ordinate compilation of workplace skills plans 	<ul style="list-style-type: none"> Facilitation of skills development the organization 	<ul style="list-style-type: none"> Development of work plans 	<ul style="list-style-type: none"> Training and support
8. Learning committees	<ul style="list-style-type: none"> Consultative Assist in development of WPSPs Inform employees of developments related to WPSPs 	<ul style="list-style-type: none"> Competent workforce 	<ul style="list-style-type: none"> Facilitate organized development of skills advice Communicate Monitor 	

	<ul style="list-style-type: none"> Report on progress regarding the implementation of the WPSPs Meet on a regular basis to discuss and become informed on ongoing skills planning issues Ensure that employees are given opportunities to learn Approve formal learning activities Determine their training and development needs Plan and manage learning and career development Demonstrate willingness to grow Participate in learnerships and skills programmes Motivate members to take up opportunities for self-development Training provider Gender mainstreaming Promotion of gender equity Monitoring Assessment and accreditation of courses Networking Sharing of information Provide training Clients/customers of Public Service Monitoring role Articulate citizens' interests in terms of service delivery issues (public interest) 	<ul style="list-style-type: none"> Productive employees Competence to do well in their jobs Well paid members Trained workforce in the Public Service Gender equity Quality assurance Regional cooperation Building of skills Training for development Value for money Public Service monitoring Public Service transformation and service delivery 	<ul style="list-style-type: none"> Support, motivation, learning environmental opportunities Skills, knowledge, abilities, competencies Guarantee buy-in by members Training and development programmes Advice, technical assistance Tools for monitoring Institutional framework Sharing intellectual wealth Training Tax Compliance framework Support, advice and feedback 	<ul style="list-style-type: none"> Performance Rewards Recognition Self-fulfilment Membership satisfaction European Union support Donor funding budget Funding from NSF Solidarity Support Global competitor Bursaries Public services Political support
9. Managers				
10. Employees				
II. Organized labour				
12. SAMDI				
13. Government agencies! Commission for Gender Equality				
14. SAQA				
15. SADCC (Southern African Development Community)				
16. Training institutions				
17. Public				
18. PSC				
19. Portfolio Committee				

Annex E: Documentation

The Human Resource Development Strategy for the Public Service is informed by the following:

- Baseline Information on Public Service Training and Education Report, November 2000
- Basic Conditions of Employment Act, 1997
- Batho Pele White Paper, 1997
- Budget Vote Speech by the Minister of Public Service and Administration, 2000
- Budget Vote Speech by the Minister of Public Service and Administration, 2001
- Constitution of the Republic of South Africa Act, 1996
- Department of Labour: Education, Training and Development Policy, 2000
- Employment Equity Act, 1998
- HIV/AIDS Strategic Plan for South Africa 2000-2005
- Human Resource Development Strategy for South Africa, 2001
- Labour Relations Act, 1995
- Presidential Review Commission Report
- Public Service Act, 1994
- Public Service Laws Amendment Act, 1998
- Public Service Regulations, 1999
- Report on the status of training in the Public Service (Final report is available and will inform the interim HRD Strategy)
- Skills Development Act, 1998
- Skills Development Levies Act, 1999
- The National Skills Development Strategy for South Africa, 2001
- The South African Qualifications Authority Act, 1995
- White Paper on Affirmative Action in the Public Service, 1998
- White Paper on a New Employment Policy for the Public Service, 1997
- White Paper on Human Resources Management in the Public Service, 1997
- White Paper on Public Service Training and Education, 1998
- White Paper on the Transformation of the Public Service, 1995

Annex F: Investors in People

PRINCIPLES	INDICATORS	MEANS OF VERIFICATION
COMMITMENT: An Investor in People is fully committed to developing its people in order to achieve its aims and objectives	<ol style="list-style-type: none"> 1. The organization is committed to supporting the development of its people 2. People are encouraged to improve their own and other people's performance 3. People believe their contribution to the organization is recognized 4. The organization is committed to ensuring equality of opportunity in the development of its people 	<p>Top management can describe strategies that they have put in place to support the development of employees in order to improve the organization's performance</p> <p>Managers can describe specific actions that they have taken and are currently taking to support the development of their employees</p> <p>Employees can confirm that the specific strategies and actions described by top management and managers take place</p> <p>Employees believe the organization is genuinely committed to supporting their development</p> <p>Employees can give examples of how they have been encouraged to improve their own performance</p> <p>Employees can give examples of how they have been encouraged to improve others' performance</p> <p>Employees can describe how their contribution to the organization is recognized</p> <p>Employees believe that their contribution to the organization is recognized</p> <p>Employees receive appropriate and constructive feedback on a timely and regular basis</p> <p>Top management can describe strategies that they have put in place to ensure equality of opportunity in the development of employees</p> <p>Managers can describe specific actions that they have taken and are currently taking to ensure equality of opportunity in the development of employees</p> <p>Employees confirm that the specific strategies and actions described by top management and managers take place and recognize the needs of different groups</p> <p>Employees believe the organization is genuinely committed to ensuring equality of opportunity in the development of people</p>
PLANNING: An Investor in People is clear about its aims and its objectives and what its people need to do to achieve them	<ol style="list-style-type: none"> 5. The organization has a plan with clear aims and objectives that are understood by everyone 6. The development of people is in line with the organization's aims and objectives 	<p>The organization has a plan with clear aims and objectives</p> <p>Employees can consistently explain the aims and objectives of the organization at a level appropriate to their role</p> <p>Representative groups are consulted about the organization's aims and objectives</p> <p>The organization has clear priorities that link the development of employees to its aims and objectives at organizational, team and individual level</p> <p>Employees clearly understand what their development activities should achieve, both for them and for the organization</p>

	7. People understand how they contribute to achieving the organization's aims and objectives	Employees explain how they contribute to achieving the organizations aims and objectives
ACTION: An Investor in People develops its people effectively in order to improve its performance	8. Managers are effective in supporting the development of people 9. People learn and develop effectively	The organization makes sure that managers have the knowledge and skills they need to develop their people Managers at all levels understand what they need to do to support the development of people Employees understand what their manager should be doing to support their development Managers at all levels can give examples of action that they have taken and are currently taking to support the development of employees Employees can describe how their managers are effective in supporting their development Employees who are new to the organization, and those new to a job, can confirm that they have received an effective induction The organization can show that employees learn and develop effectively Employees understand why they have undertaken development activities and what they are expected to do as a result Employees can give examples of what they have learnt (knowledge, skills and attitude) from development activities Development is linked to relevant external qualifications or standards (or both), where appropriate
EVALUATION: An Investor in People understands the impact of its investment in people on its performance	10. The development of people improves the performance of the organization, teams and individuals 11. People understand the impact of the development of people on the performance of the organization, teams and individuals 12. The organization gets better at developing its people	The organization can show that the development of employees has improved the performance of the organization, teams and the individuals People understand the impact of the development of people on the performance of the organization, teams and individuals Top management understands the overall costs and benefits of the development of people and its impact on performance People can explain the impact of their development on their performance, and the performance of their team and the organization as a whole The organization gets better at developing its people. People can give examples of relevant and timely improvements that have been made to development activities

ANNEX G

Scarce Skills Development Strategy for the Public Service

I. BACKGROUND

I.1 Relevant Government Policies and Legislative Framework

One of the mandates of the Department of Public Service and Administration (DPSA) is to *identify training needs and prescribe fast-tracking programmes* for occupations identified as strategic to service delivery within the Public

Service. Accelerated development of scarce skills is understood to be essential for boosting the overall quality, quantity and equity of services to all citizens owing to the skills deficits amongst public servants and is therefore central to Government's goals.

Public servants are increasingly being recognised as key strategic resources requiring support and training to drive and maintain the many changes and high service standards needed to deliver effectively. With the transformation of the Public Service and the Public Service transformed, it is imperative that the ability to deliver this vision of excellence is achieved through a well-orchestrated programme of development that intelligently responds to the strategic delivery needs of government.

The forerunners of the management of scarce skills/occupations in the Public Service have been several research surveys whose findings serve to complement and corroborate each other. Before embarking on any corrective procedures concerning scarce skills/occupations in the Public Service, we have to know what are the critical skills in the Public Service that require attention. The sources used to obtain formation of this nature included:

- A report on research conducted by DPSA July 1997), which identified scarce occupational groups experiencing problems in recruiting or retaining personnel. This document provided background information on the severity of the kinds of problems related to scarce skills/occupations experienced in government.
- *The Provincial Review Report*, which highlighted, inter alia, transverse training issues throughout the Public Service and identified broad areas in need of attention.
- *The Presidential Review Commission Report* together with its annexes.
- A report called *Strategic-Transverse Occupations For Fast-Tracking in the Public Service*, which identified occupations amongst departments which are strategic to service delivery.
- *A Human Sciences Research Council report*, which dealt with the extensive analysis of employment trends and estimates for specific occupations.
- *The PSETA Sector skills Plan*, 28 February 2001.
- A scarce skills survey conducted throughout the Public Service by the DPSA in 2001.

A valuable assumption was recognised when dealing with the different research findings. Although the different surveys/research initiatives approached the problem from different perspectives, a high level of correlation emerged and these documents were regularly used as cross-references to validate the overall findings.

- The Public Service Regulations of 1998 make provision for training. See Part B(IV).
- The White Paper on Public Service Training and Education (WPPSTE) establishes a clear vision policy framework to guide, among other things, the introduction and implementation of new policies, which are aimed at transformation of Public Service training and education into a dynamic, needs-based and proactive instrument. The WPPSTE also recognises the key role that can be played by less formal, though no less important, forms of staff development, especially through on-the-job learning opportunities such as mentoring, job enrichment, etc.
- The White Paper on Human Resource Management, which, among other things, establishes the development of a service delivery orientated, multiskilled and multicultural workforce that is efficient and effective in carrying out its duties.

- The South African Qualifications Authority Act, 1995, which provides for the National Qualifications Framework, which has as one of its objectives the "...full personal development of each learner and the social and economic development of the nation at large:"
- The Sectoral Education and Training Authority (SETA), which will cover all sectors in South Africa, including government. The functions of the SETAs include the development and implementation of a sector skills plan, registering and promoting learnerships and applying to SAQA for accreditation as an Education and Training Quality Assurance body (ETQA) for qualifications in its sector.
- The National Skills Development Strategy, which seeks to set priorities and to define indicators to measure progress.

1.2 Features of the Sector

1.2.1 Research Findings

The Human Sciences Research Council's survey findings were used to get a general feel of the major trends in the labour market. The survey covered 81 occupations in 273 randomly chosen South African companies across eight broad economic sectors. The survey relied on a moderate economic growth scenario of 2,7% p.a. between 1998 and 2003. It is hoped that the condensed version of findings given below will give the reader a degree of scope concerning emerging patterns in the public sector in particular. The relevant findings are:

Total employment in the formal economy (excluding agriculture) is expected to increase by 45 000 job opportunities between 1998 and 2003, which amounts to less than 1% growth over the entire period.

Growth rates vary considerably across broad occupational categories. The highest growth rates are expected among professionals (9,6%) and managers (6,2%), followed by artisans (3,9%). Little change is expected at the level of clerical/sales/service workers, and a substantial decline in employment is expected at the level of semi-skilled and unskilled workers (-3,4%).

Most jobs are expected to be created at the professional level, with total employment of professionals likely to rise by 93 000 between 1998 and 2003. Employment rises of 16 000 and 12 000 are expected for managers and artisans, respectively. An estimated 71 000 semi-skilled and unskilled positions are expected to be lost over the five-year period.

The differing expected employment growth rates are likely to result in a continuation of the change in the occupational structure of employment experienced in South Africa since 1965. *The professional, managerial and artisan occupations are expected to increase their shares of total employment over the period 1998 to 2003. Professionals show the largest gain, from 16,2% of total employment in 1998 to 17,6% in 2003. Clerical/sales/service workers and semi-skilled/unskilled workers are both expected to show a decline in their shares of total employment over the five-year period. The latter category is expected to show the largest decline, from 34,6% to 33,1%.*

There are considerable differences between employment forecasts in the government (central, provincial and local government) and non-government sectors. Whereas total employment in the private economy is expected to grow by almost 3% between 1998 and 2003, it is expected to decline by 4,5% in government. *The major reason for these differences is the budgetary constraints facing government, coupled with a commitment to downsize the Public Service.*

Most jobs are expected to be created at the professional level, with total employment of professionals likely to rise by almost 10% from 964 006 in 1998 to 1 056 703 in 2003. *Nearly two thirds (64%) of professionals are employed in government, which forms part of the Community, Social and Personal Services sector. A further tenth of professionals are employed in the non-government part of the Services Sector, and the remainder is employed outside the Services sector.*

Although slow growth in professional employment (5,6%) is expected in government, this subsector is still the largest absolute contributor (33,4% of total professional growth) to the growth in professional employment, since such a large proportion of professionals are employed in government.

High growth rates are expected from professionals groups such as law professionals, chartered accountants, agriculturists, engineers, veterinary surgeons, natural science technicians/technologists and all categories of information technology personnel.

High-growth groups include medical practitioners, nurses and other medical professionals. This increase is due to rapid growth in private health services.

Teachers are expected to show high growth in this subsector because of rapid growth in private schools.

A quick perusal should suggest that professional groups are set to grow between 1998 and 2003 and it is projected that a large majority of these professional groupings will be found in government.

1.2.2 Trends in the Public Service Sector

The information provided below is based on the data resulting from research undertaken on strategic transverse occupations. The information and the survey data on scarce skills are based on occupations identified as strategically transverse by provincial and national departments:

In summary, the key groups which can be considered as scarce, strategic skills/occupations that require accelerated development in the Public Service can be categorized as follows:

- *Medical Specialists*
- *Engineers*
- *Financial Professionals*
- *Legal Professionals*
- *Management Echelon*
- *Administrative Officers*

A prerequisite for most of the above identified scarce skills/occupations is a strong Mathematics and Science background. In order to produce a solid foundation, **Mathematics and Science teachers should be included in the above list.** Although SITA will address the IT skills, these are still scarce skills that should be included in the above list.

1.3 Problems to be addressed

1.3.1 Medical Specialists

The term "Medical Specialist" should be interpreted to extend to all health specialist groups where problems are experienced with the recruitment and retention of personnel.

Problems experienced with recruitment and retention:

- *Work organisation, i.e. provision of posts (freeze of critical posts/understaffing), progression of personnel in terms of salary and status, unclear career paths, re-deployment from professional duties to managerial duties, lack of administrative and logistical support)*
- *Personnel are not involved with the development and implementation of policies as well as the decision making process.*
- *Work environment (i.e. rural/remote areas, security situation at facilities, long hours of work)*
- *Not all the opportunities/provisions provided in the personnel administration framework are utilised.*
- *Lack of capacity in implementing and administering new management systems.*
- *Scope of practice for various occupations incorrectly defined.*
- *Financial resources (i.e. lack of facilities and equipment).*
- *Rigid rules and measures (new Management Framework implemented with effect from 1 July 1999 has not filtered through to operational level).*
- *Lack of training opportunities (academic as well as in-service) and conditions set to it (i.e. current bursary scheme) Remuneration packages insufficient.*
- *Uneven distribution of personnel between urban and rural areas.*

- *Effect of foreign practitioners (i.e. foreign practitioners are not able to deliver full spectrum of services - place burden on rest of personnel/take opportunities of local qualified personnel).*

1.3.2 Engineers (Architects, Industrial Technicians)

Problems experienced with recruitment and retention

- *The major difficulty in this regard was that the pool of engineers was steadily decreasing and that the government sector, like all other sectors, will have to compete vigorously to claim its share of professionals. This situation could be attributed to the fact that fewer students entered into studies in this field owing to their educational background, especially from the disadvantaged groups.*
- *The salary is not as lucrative as in the private sector.*
- *Although the declining number of white students was supplemented by an ever increasing number of black students the attrition rate of black students was very high owing to a lack of proper educational background in mathematics and natural sciences, which is a prerequisite for study in this field.*
- *The shrinkage of the pool of qualified engineers was further influenced by the cyclic nature of employment in this field. Engineers who are retrenched usually find employment in alternative fields, or they emigrate, which results in them being lost to the profession in this country.*
- *It was mentioned that the demand for black engineers was such that some advanced too quickly with the result that they did not gain the appropriate experience.*

1.3.3 Financial Professionals

Financial professionals are defined as financial production specialists in the occupational categories of Tax Specialists, Financial Analysts, Economists, (State) Accountants and Auditors. Included in this group are legal and financial line functionaries/professionals who handle budgets in SARS, DOF, DSE, AG and line departments.

Problems experienced with recruitment and retention

- *The competencies and the standards required to perform the necessary financial duties have not been identified accurately. This means that in many cases in the Public Service there seems to be a need of highly qualified financial professionals but further investigation will probably indicate that if the work is properly re-organised we will need fewer high-level financial personnel.*
- *A further problem is the utilisation of financial personnel who are often subjected to inefficient management and are not always optimally utilised.*
- *The physical environment in which financial professionals work is not what it should be and this contributes to discontentment.*
- *Many financial professionals hold the opinion, because of the general image of the Public Service, that it is not acceptable and worthwhile to pursue a career in the Public Service.*
- *The financial training provided in the Public Service is regarded to be on a lower level than training in the private sector.*

1.3.4 Legal Professionals

Trends indicate that it will be very difficult to identify problems experienced and to provide proposals for solutions because of the different fields in which personnel are functioning and therefore also the differences in expertise required. It was also mentioned that qualification and training requirements differ. The diversity amongst legal professionals, referring to the different categories of legal professionals, appears from the following:

- *Prosecutors*
- *Legal Administrative Officers*
- *State Law Advisors*
- *State Attorneys*
- *Masters of the High Court*
- *Military Law Officers*
- *Public Defenders*
- *Advocates*

Problems experienced with recruitment and retention

- *Internal instability in the legal profession is a problem currently experienced. Mention was specifically made of the impact of the revision of the salaries of magistrates and prosecutors. The higher salaries awarded to these groups created the situation that personnel engage in "job hopping".*
- *Most of the occupational categories have narrowly defined skills and expertise, but the Military Law Officers of the SANDF have to function on a much broader basis, taking into consideration the unique requirements. It was also mentioned that in the case of the SANDF sudden changes in the environment, e.g. the recognition of trade unions, place a tremendous burden on the personnel, as they do not always have the skills required in some of these specialised areas. The same applied in terms of their involvement internationally.*
- *The fact that increases were awarded to prosecutors and magistrates only was questioned in the sense that the viewpoint was that the State was responsible for providing various outputs in the legal/justice system and not only in certain areas. The role of the State Law Advisors was mentioned in this regard. It was said that Parliament was depending on their advice to approve legislation and therefore they also have a very important role to play.*
- *The perception exists that the Public Service is not a good place to work and that this perception might be a much bigger barrier than the salaries payable. It is generally perceived that poor working conditions apply in the Public Service and that legal personnel are not supplied with the necessary administrative and logistical support.*
- *The initial salary offered is sufficient to recruit personnel at the lowest levels, but once they gain experience they cannot be retained at the current salaries.*
- *Another reason for losing personnel is that they need to gain other experience to further their careers. The experience gained in the Public Service does not allow a person to be fully admitted as a lawyer.*
- *The Department of Justice was criticised for not applying uniform standards for appointing personnel at higher levels and it is viewed that this situation is contributing towards the problems that are experienced. Personnel with the same skills and experience are appointed at different levels and therefore receive different salaries.*
- *A concern that was raised by the group is the position regarding managers and professionals. It was indicated that it was necessary in some cases to have managers with professional skills and that there was a need for a third category, namely the professional manager.*
- *Possible changes in the conditions of service, such as housing allowance and pension, were also mentioned as factors that could contribute towards personnel turnover.*
- *Representatives indicated that there was a need for personnel to be treated as "professionals". Currently some of them share offices, they do not have proper facilities for consultation and they also do not have proper access to law books and reports. The feeling was that in general the working environment was not acceptable.*
- *The opinion was also expressed that salary negotiations should be decentralised to the sectors and a remuneration policy that provides greater flexibility for departments should be developed. It was mentioned that departments should have the scope and the budget to address their remuneration problems.*

2. STRATEGY FOR ACCELERATED DEVELOPMENT OF SCARCE SKILLS

The Government's commitment to ensuring equal access to high quality public services for all citizens of South Africa in line with the Batho Pele principles is dependent on the continued availability of highly skilled and competent staff at all levels in the Public Service.

Hence, the need for identifying and addressing the present and future shortages has been allocated high priority by the Government.

Consequently, the purpose of the Strategy for Accelerated Development of Scarce Skills in the Public Service is to provide procedures and guidelines for Public Service departments and institutions for the identification and acceleration of the development of critical skills in line with their core business. DPSA is already in the process of facilitating workshops with departments to help them identify scarce skills and develop acceleration plans. However, there is an urgent need to establish a more long-term strategy that will help addressing the problem on a more sustainable basis.

2.1 Vision:

The strategy for accelerated development of scarce skills aims at contributing to the achievement of the following government objectives:

- *Equal access to high quality public services*
- *Effective and efficient service delivery by the Public Service*
 - Improved access to employment by disadvantaged groups*
 - Improved utilization of government resources*
- *Reduction in dependency on foreign workers*

2.2 Strategic Objective

The strategy aims at achieving the following objective:

Sustainable access to a highly skilled and competent pool of potential employees for appointment to the Public Service

Objectively Verifiable Indicators:

Increase in critical jobs that can be filled with competent South African candidates
Reduction in number of non-South African staff employed in critical jobs
Reduction in unfilled vacancies

2.3 Strategic Objectives

The strategic development objective will be achieved by delivery of the following services and/or products:

Strategic Objectives	Objectively Verifiable Indicators
1. Continued collection and analysis of employment and education data for the Public Service ensured.	<ul style="list-style-type: none">• Projections on labour needs within critical occupations available• Projections on labour availability for critical occupations available
2. Effective strategies and systems for retaining competent government employees established	<ul style="list-style-type: none">• Reduction in staff turnover
3. Systems and procedures for effective utilization of scarce skills and competencies established	<ul style="list-style-type: none">• Revised job descriptions
4. Effective strategies for development of skills and competencies within critical occupations established	<ul style="list-style-type: none">• Bursary schemes• Increase in graduates for identified occupations
5. Effective marketing of the Public Service as employer established	

2.4 Main activities

Strategic Objective 1

<ul style="list-style-type: none">• Identify strategic occupations within the Public Service that need to be monitored
<ul style="list-style-type: none">• Establish system for continuous collection and analysis of data on vacancies within occupations
<ul style="list-style-type: none">• Establish system for continuous collection and analysis of education data for strategic occupations
<ul style="list-style-type: none">• Establish systems and procedures for mapping and projections of demand and supply
<ul style="list-style-type: none">• Establish partnerships with relevant education and research institutions
<ul style="list-style-type: none">• Disseminate information and findings to the stakeholders

Strategic Objective 2

<ul style="list-style-type: none">• Analyse reasons for high staff turnover in strategic occupations
<ul style="list-style-type: none">• Identify reasons for difficulties in attracting qualified candidates for strategic occupations
<ul style="list-style-type: none">• Evaluate current remuneration and incentive packages in comparison with corresponding packages in the private sector
<ul style="list-style-type: none">• Assess present working conditions and career opportunities in the Public Service
<ul style="list-style-type: none">• Assess possibilities for performance related remuneration and incentive systems
<ul style="list-style-type: none">• Formulate new strategy for retention of staff
<ul style="list-style-type: none">• Workshop proposed strategy with the main stakeholders
<ul style="list-style-type: none">• Formulate final strategy and obtain approval from relevant authorities
<ul style="list-style-type: none">• Establish relevant planning, implementation and monitoring systems for the strategy
<ul style="list-style-type: none">• Implement strategy
<ul style="list-style-type: none">• Evaluate impact

Strategic Objective 3

- | |
|--|
| • Analyse the present job contents and utilization of the professional and management staff in selected occupations. |
| • Workshop findings with the involved parties |
| • Develop new job descriptions and performance criteria |
| • Pilot new job descriptions and performance criteria in selected departments |
| • Assess improvements in performance and job satisfaction |
| • Draft new guidelines for development of job descriptions and performance agreements |
| • Disseminate guidelines |

Strategic Objective 4

- | |
|--|
| • Assess the present education and training capacity and output within the strategic occupations and scarce skills areas |
| • Identify bottlenecks and capacity constraints within the relevant lines of education and training |
| • Establish strategic partnerships with the relevant education and training institutions |
| • Initiate joint development projects to remove the bottlenecks and capacity and output constraints |
| • Establish partnerships with the private sector to address the problems |

Strategic Objective 5

- | |
|---|
| • Carry out a market analysis to establish the perception of the Public Service as employer. (Working conditions, career opportunities, remuneration, etc.) |
| • Formulate marketing strategy for Public Service |
| • Implement marketing strategy |
| • Evaluate impact |
| • Revise strategy |

3. IMPLEMENTATION STRATEGY

The scarce skills will be implemented by the individual Public Service institutions in accordance with their projected future needs for recruitment of different staff categories.

3.1 Roles and responsibilities

3.1.1 Role of the Department of Public Service and Administration

DPSA will maintain the overall responsibility for the planning, supervision and monitoring of the implementation of the scarce skills strategy. The Department will also provide guidance for departments in terms of the production of guidelines and general advice on the planning and implementation of the strategy. The Public Service Sector Education & Training Authority (PSETA) will play a crucial role in the implementation of the strategy. Through the Workplace Skills Plans¹ and the Sector Skills Plans², scarce skills will be identified accordingly.

¹ Workplace Skills Plans will amongst other things, identify the specific skills available and required in each department. This will then be integrated into the Sector Skills Plan for the Public Service.

² A set of skill priorities for a sector (SETA) based on research about the sector.

3.1.2 Role of Institutions/Departments involved

- *Heads of Departments*

The Head of Department or his/her delegate is the driver of the strategy. He/She is responsible and accountable for identifying job categories, occupations and skills that are difficult to attract, and to inform DPSA. The Head of Department is also responsible for the formulation and implementation of targeted interventions that will address the short, medium and long-term skills and competency needs of the department.

- *HRD Professionals/Skills Development Facilitators*

The HRD professionals are responsible for providing advice and support for managers to assist them in preparing plans for upgrading of existing staff to address the needs for the establishment of identified skills and competencies within strategic occupations. The Skills Development Facilitator will be responsible for the development and implementation of the Workplace Skills Plan.

- *Managers*

Every manager is responsible for developing a structured human resource plan for his/her staff to address the skills gaps in his/her department

3.1.3 Role of the educational institutions

The educational institutions with which the DPSA has entered into partnerships will establish special training and education paths which will aim at closing the skills gaps in the identified areas.

3.1.4 Role of Departments of Labour and Education

DPSA will work in close partnership with the Departments of Labour and Education. The Department of Labour will provide data on general skills development and initiatives to address the problems of scarcity of strategic skills and occupations. Secondly, the Department of Labour will provide general guidelines on interventions to address the scarcity of strategic skills and occupations.

The Department of Education will provide general information and data on the Basic, Further and Higher Education and Training initiatives to address the scarcity of strategic skills and occupations. The Department of Education will also assist in establishing partnerships with educational institutions and negotiating an accelerated development of strategic skills and occupations.

4. FINANCING AND COMPENSATION

4.1 Financing

The financing of the scarce skills strategy will come from the departmental training budgets. In terms of the National HRD Strategy and the National Skills Development Strategy, the Public Service institutions are under obligation to allocate an amount of 1% of the payroll to training and education of existing and potential staff. These funds are allocated to the training budget for each institution, and part of those funds can be used for funding of special training programs aimed at reducing the skills gaps in strategic areas of the Public Service.

5. MONITORING AND EVALUATION

The Department of Public Service and Administration will monitor the implementation of the scarce skills strategy through the following mechanisms:

Reviewing the audit and evaluation reports on skills development in the Public Service (carried out by the Public Service Commission);

Departmental HR plans that will be part of the integrated strategic plans to be submitted to National Treasury by each department, on an annual basis with effect from 2001;

Annual HRD reports that will be submitted by each department to the DPSA through the PSETA; and

Monitor sectoral education and training trends and patterns for forecasting and planning purposes.

Annex I: Specific suggestions from stakeholders

On the question “What should be included in the strategy to accelerate the development of scarce skills in the Public Service?”, respondents listed the following:

- *It is recommended that partnerships with tertiary institutions and technikons be forged for realisation of short-term results. Training and development strategies must be revised in tandem with human resource strategies to accelerate the process.*
- *Private and public partnerships should be re-enforced.*
- *Tertiary institutions and SAMDI should be involved vigorously.*
- *The New Public Service Management Framework must be amended to allow Ministers greater flexibility in adjusting salary levels for scarce, skilled and highly specialised occupations. This would make the Public Service a more attractive employer for these scarce occupations. It will also help curb the exodus of specialised personnel to the private sector.*
- *The role of the Department of State Expenditure must be reinforced to strengthen the capacity of state accountants and other financially related occupations with the aim to temper the dire need for their services in administrations and departments.*
- *The State must become an “employer of choice”. i.e. it must be an attractive place to work, with its own unique benefits.*
- *Implement the Public Service Regulations, i.e. provide higher salaries for people with scarce skills.*
- *Minimising the number of professionals required by re-organising work and possible outsourcing.*
- *Reducing dependence on senior professionals as far as possible and utilising junior professionals more extensively.*
- *Improving career pathing so that professionals appreciate the benefits of education and experience gained in the Public Service.*
- *Improving pay progression.*
- *Accurate diagnostic data and a computer network system linking all provincial and departmental training officers and HR managers to each other and centrally.*
- *Implementation of policy and communication infrastructure must be put in place to meet the requirements of training as regulated by the new Public Service Act, namely regular reporting of training initiatives and a clear and integrated strategy for all HR professionals which will be communicated to all line-function managers. This will require a capacity building programme in the following: drawing up of new departmental policies/skills in utilising and analysing empirical data for future planning/updating HR staff:*
- *Financial accountability - departments need to be able to cost not just the administration of training but also the actual cost of long-term bursaries, etc.*
- *Partnerships between tertiary institutions should involve an “excellent student list” for head hunting purposes.*
- *Identify "Provider of Excellence" institutions for best practices, e.g. public administration/financial management.*
- *Development of mentoring programmes.*
- *Subject individuals to in-service training*
- *Exchange programmes with similar local and overseas organisations*
- *Special incentives for candidates who acquire special skills.*
- *Link skills development with other performance assessment tools (pms)*
- *Increase the training budget*
- *Retain the skills*
- *Pay market related salaries*
- *Promote financial assistance and contractual binding.*
- *Provide clear career path systems.*
- *Learnership programmes and succession planning.*
- *Departments should make bursaries available for students to go and study at tertiary institutions on contract.*
- *Special mentoring programmes and formalising experimental training with tertiary institutions.*
- *Have special career programmes at school level to encourage students to embark on specific directions of study, noting the shortage of engineers is global and not only local.*
- *A system of succession planning and training to ensure a pool of staff with these skills.*
- *Better retention strategies.*
- *Accredited short courses only for these fields of study.*
- *Performance rewards must be implemented*
- *Special packages for scare skills/occupations*

- Ongoing structured training and development.
- Encouragement of self-enrichment and development.
- Award full-time / part-time bursaries to employees
- Strategies focused on conditions of service such as special occupational allowance for scarce groups, creating an enabling work environment that supports professional growth, etc.
- The implementation of the work place skills plan should be monitored and evaluated closely.
- Training and development priorities should be identified comprehensively and action should be taken.
- Develop and support an Internship Policy.
- Flexible remuneration system
- Encouragement of full-time studies.
- Flexi-programme in line with the NQE
- SETAs to develop learnership programmes in line with the Public Service's needs.
- Use "train the trainers" approach.
- Strategies and policies should be developed which allow for adequate and effective distribution of funds/resources to learnership programmes, mentorships, bursaries, and scholarships.
- Exchange programmes with private sector.
- Awareness programmes for high school students.
- Development of a Management Development Centre.
- Exchange programmes with reputable companies both locally and internationally.
- Partnerships with business schools at South African universities.
- Interdepartmental co-operation programmes and secondments, etc.
- Increased use of exit interviews.
- No retention strategies: Departments are not actively employing integrated and innovative retention strategies in a creative manner. Examples of innovative strategies are development and training centres for excellence, proper induction where senior management partakes in the induction. Retention should not be limited to offering financial incentives. DPSA (in collaboration with departments) should develop guidelines in these areas to assist departments in aligning their efforts.

6.1 Retention

Effective retention programmes could as a minimum include the following:

Focus on total compensation: The goal should be between 10 -15 percent below market rates and to set up retention bonus programmes for critical staff. This may require frequent interaction with recruiting agencies to keep abreast of changing market conditions.

Placement: A successful job retention strategy should include a strong job development component as a candidate's retention in a job hinges on his/her placement in the right job. Placement of staff should be informed by the match between the individual and the position and the competency requirements of the position as per organisational needs.

Mentoring: Establishing strong relationships with candidates and developing strategies to sustain them after appointment is vital. Mentoring is a recommended strategy. This requires a mentoring programme that ensures that key staff have mentors to rely on.

Exit interviews: Exit interviews can provide inputs into reasons why valuable staff members are leaving. It should therefore be imperative that both line managers and personnel practitioners conduct exit interviews.

Ensure flexibility in HR policies: HRM should allow for individual circumstances and the management of staff members according to merit.

Proper performance management: The Public Service Regulations require that departments have performance management systems in place by 1 April 2001. Effective management information systems are essential for tracking staff performance and retaining valuable staff members.

Orientation: Successful orientation programmes reflect the organisation's core values and missions and set the tone for how employees can quickly become key contributors to the organisation's mission. Orientation

programmes can help to provide a mechanism for assessing whether candidates have the attributes that are critical for succeeding in a particular career endeavour. Thus poor selection decisions are reversed, employees do not become frustrated and unproductive and the re-direction (or retention) of valued employees is facilitated. Managers need to view orientation as a unique opportunity to meet new recruits and for sharing information about their units and the organization at large.

Constant evaluation and monitoring of the education system, particularly at elementary level, should be done to ensure that educational institutions supply skills that are needed in the labour market.

The Public Service should develop exchange programmes with the private and the public sectors in developed countries for further training of the technical and professional staff. The duration of these programmes should be 12-18 months. A research report entitled Skills Needs of the SA Labour Market: 1998-2003 by the HSRC indicated that 50% of organisations that were interviewed stated that the biggest need in the engineering field seemed to be for more experienced and skilled managers at senior level. The report also indicated that there is a demand for highly skilled black South Africans in the accounting and related professions.

Increased budget for staff development and proper career advancement planning for staff.

Creation of an empowering environment that increases staff motivation

The Public Service is losing skilled employees owing to a lack of a developmental working environment. For example, the Department of Transport, Roads, and Public Works (North West Province) has lost engineers and architects who indicated that the Department was not providing a developmental environment which would enable them to register as professional engineers after three years' practical experience.

- *Identify potential promising Grade 12 pupils who could be enrolled at institutions of higher learning next year through bursaries and who could be contracted to work in the Public Service on completion of their studies.*
- *Identify current employees with potential and allow them sabbatical leave.*
- *Ensure that at least 5% of the 1% skills levy is dedicated towards bursaries of this nature and agree on a way in which this could be monitored.*
- *Need to attract scarce skills/occupations to the rural areas.*
- *Develop a bursary scheme that is linked to a human resource plan.*
- *Accelerated scarce skill development must go hand in hand with a retention strategy.*

7. Annex 2: Strategic occupations

7.1 Medical Specialists

- *A holistic approach should be followed in addressing the problems.*
- *It is of critical importance that core functions be identified and that the needs to deliver the core services be analysed.*
- *Flexible utilisation of personnel should be encouraged (i.e. rules and remuneration should be addressed to make effective use of private practitioners on a sessional or part-time basis).*
- *Outsourcing of non-core functions should be considered (where it is cost-effective).*
- *Creation of partnership with the private sector.*
- *Opportunities should be created for 'job swapping'.*
- *Marketing of the Public Service (with special emphasis on the role that can be played by personnel in the delivery of much needed services to the public).*

7.2 Engineers (Architects, Industrial Technicians)

- The government should have a re-look at the engineering profession and determine how the available human resources, including technicians, can best be used.
- A bursary scheme should be introduced and marketed to students who are still in Grade 10 in order to persuade them to pursue a career in engineering. Marketing the profession at this level will ensure that prospective students structure their school syllabi in the appropriate manner for a career in engineering.
- To ensure effective outsourcing, the government sector must retain sufficient skills to be a knowledgeable client. . The majority of infrastructure development is commissioned by government, therefore the "top jobs in engineering should be government jobs to ensure efficiency. These senior personnel will then be well placed to advise government on alternative ways to deliver the service required.
- Dual career paths should be developed to ensure that engineering professionals are not unnecessarily burdened by unwarranted administrative tasks.
- The management of professionals without due attention to the question of reward is problematic. The linking of the job evaluation system used to other job evaluation systems was seen as important to ensure that the "correct" reward was attached to engineering posts.
- Government should develop strategies to ensure further development of university graduates.
- Community service for university graduates, as long as this is linked to proper supervision to ensure the proper development of engineering professionals. Training should be linked to development of higher competencies.
- Fast tracking linked to a proper mentoring system could be considered. A framework/policy to fast-track engineers with potential or experience should be developed. Engineering related departments should act as a nodal point for the development of strategies.
- Departments should revisit their marketing strategies to improve the commitment of engineering professionals.

Four out of every ten industrial technician posts are vacant in the provinces, and for every two posts in engineering, one is vacant and cannot be filled. Regarding architects, two in every five posts are vacant. Given the fact that the vacancy rate of the primary occupations (engineering and architecture) is already high and that the rate for supporting occupations is alarmingly higher, service provision is being badly affected. Redress is urgent. However, any solutions to provide redress need to be carefully considered, as the Public Service may very well not be able to compete effectively with the private sector for these scarce skills. Solutions will also have to take account of other contributory factors such as the nature of the work, which add to retention difficulties, budgeting problems for staffing, and poor human resources management systems and practices. For instance, architects employed in government find it less appealing because they generally provide a technical rather than a creative function as opposed to the private sector where they have more creative responsibilities and receive better pay. Respondents indicated that the difficulties of obtaining representativeness also contribute to vacancies in these occupations. There is no doubt that special fast-tracking programmes are needed so that the vacuums left in services by these strategic occupational gaps can be appropriately filled. But redress here will necessarily require a multipronged strategy involving the variety of relevant stakeholders in possible partnership relationships.

7.3 Financial Professionals

- Work will have to be reorganised in such a way that the more complex and intricate work is separated from the routine work and that you only utilise financial professionals in those cases where it is really necessary and justified.
- Potential candidates should be identified at an early age, trained and bound contractually in such a way that the Public Service, as an employer, has the benefit of their service for many years.
- The Public Service should be marketed as a career for financial professionals and the fact that it can be a springboard for the development of financial professionals should be emphasised.
- Permanent appointment in the Public Service is a long-term commitment in which the employer engages the specialist, and because of the high market value of professionals this could be unaffordable. It is therefore necessary to look at the possibility of outsourcing - especially where you have short and medium term projects. A problem that can arise with outsourcing is insufficient continuity, and this will have to be managed carefully.
- It is imperative that the training standards in the Public Service are on a par with those in the private sector and that the training provided in the Public Service is not viewed as inferior. The Institute for Public Finance and Accounting (IPFA) has a crucial role to play in this regard and should register as an Education and Training Qualifications Authority (ETQA).

- *Jobs should be redesigned to ensure that it is as challenging as in the private sector.*
- *Career paths should be defined within the NQF, with the assistance of IPFA and the Financial Practitioners Forum, and captured in the CORE.*
- *A separate CORE for financial professionals will have to be established to promote their professional status, and the results of the research in respect of financial competencies should also be captured in the CORE.*

7.4 Legal Professionals

- *Providing an environment in which experience gained in the Public Service could be recognised for admittance as e.g. an attorney.*
- *It should be aimed to retain the services of personnel for at least 5 years.*
- *Working conditions should be improved.*
- *The outsourcing of some non-core functions should be considered.*
- *The structure for the different occupational classes should be flattened.*
- *Structures for different occupations should be harmonised.*
- *The cost of providing the service versus the value of the outputs should be considered when decisions are taken.*
- *Tax incentives should be introduced, e.g. allowing claiming certain expenditure for entertainment.*
- *Personnel must be managed in a manner comparable to the private sector.*
- *Some functions should be taken out of the Public Service (State Attorney).*
- *Savings on the running costs should be transferred to the personnel budget.*
- *Providing sabbatical leave.*
- *Improve benefits such as housing allowance - the employer could even do away with it, but should negotiate favourable rates with financial institutions.*

7.5 Management Echelon

Management echelon is defined as senior and middle management. Senior management relates to Director and higher, while middle management is defined as Assistant Director and Deputy Director.

There is no doubt that the management echelon faces critical if not unique challenges. The performance agreement, decentralisation of authority, the urgent need to deliver, the new political leadership and the emphasis on anti-corruption and exemplary public servant behaviour require both senior and middle management to be accountable. Continuing (refresher) training courses to promote managerial and leadership skills must be developed specifically for the Public Service. Since the management echelon could be considered as the point of breakdown for efficient service delivery, present management skills must be revised. Senior managers should be obligated to undergo frequent training so as to be able to adapt and respond efficiently to the dynamism of challenges arising from civil society. Competent members of low level staff must be encouraged to filter through to middle management and so make up the shortage of Deputy Directors and higher.

The recent establishment of the Senior Management Service which attempts to (re)train managers to meet the fresh challenges ahead is encouraging. Similarly, the Presidential Leadership Programme is further acknowledgement of the shortfall in the area of senior management training.

7.6 Administrative Officers

With regard to administrative officers, these are occupations that cut across departments and components and their supportive role is indispensable to the efficiency of any department or component. Administrative officers have multidimensional roles and this makes this occupation suitable to fill a variety of related occupations. Even though we understand that these occupations do require a fast-track programme, the question remains whether to customise fast-track training along occupation-specific lines or along more general lines to include the entire occupational family.

ANNEX H

Internship Framework for the Public Service

Annex H: Internship Framework for the Public Service

I. INTRODUCTION

Following the election of the ANC Government in 1994 and the resulting changes in the policies requiring the establishment of equal access to public services by all citizens of South Africa, the need for continued development of a highly skilled and competent workforce at all levels has become one of the key factors in implementing these policies.

With the growing globalisation of the economy and the resulting need for skilled and competent staff, the competition for skilled professionals and management staff has become very tough, leaving the Public Service at a disadvantage in terms of general employment conditions, losing valuable skills and competencies at an alarming rate.

A number of policies and strategic initiatives have been or are being developed to address the resulting shortage of qualified staff. One of these initiatives is the establishment of an effective and efficient internship programme aimed at attracting students and pupils to the Public Service by offering them an opportunity to acquire skills and work experience in the various national, provincial and local government departments prior to completing their studies. The internship programme will also provide unemployed youth with valuable work experience and skills to enhance their employability.

2. BACKGROUND

2.1 Policy context and legislative framework

The demands of a complex and changing economy that is characterised by increasing dependency on access to reliable and up-to-date information, complex technologies and a general rise in the skills requirements of jobs, require higher levels of applied competence. This competence, motivation and adaptability of the workforce will be a determining factor in the performance of the country in the global economy.

At the departmental level, workers at entry level will need sound basic skills to support adaptability in the workplace as well as higher skills levels. Management will need improved interpersonal and business management skills, and will have to introduce well structured public service entry-level training programmes and regular upgrading of skills of workers and management.

The Internship Programme is one of the long-term interventions aimed at ensuring accelerated service delivery in the Public Service. It provides guidelines within which national and provincial departments will develop their own internship policy programmes, structures, mechanisms, administrative bases and quality control measures.

The Internship Programme will be established within the framework of the National Human Resource Development and Skills Development Strategies and will complement other initiatives like the new learnership programme, which is focused more on the unemployed youth and other designated groups.

Implementation of the Internship Programme will be supported by guidelines for effective co-ordination at national, provincial and departmental levels.

This document and future internship programmes will be informed by the following:

- *Skills Development Act, 1998, and relevant White Papers*
- *Public Service Act, 1994*
- *Public Service Regulations, 2001*
- *The National Skills Development Strategy for South Africa*
- *Workplace Skills Plans. The workplace skills plans (WSPs) will, amongst other things, identify the specific skills available and required in each department. This will then be integrated into the Sector Skills Plan for the Public Service.*

2.2 Features of the sector

The Public Service is in a process of transition both in terms of services to be delivered, target groups and areas and of demographics of its personnel. Although the political, economical and social necessity of this transition is undisputed, one of the negative effects that are felt is a high turnover of staff, especially within the areas of management and highly skilled professionals like doctors, nurses, engineers, financial professionals, IT personnel and senior/middle management staff.

The combination of a negative perception of working conditions in the Public Service, a high demand for qualified professional staff in the private sector and growing international opportunities for skilled South Africans has seriously influenced the ability of the Public Service to attract and retain skilled and competent staff.

2.3 Problems to be addressed

The Internship Programme aims at addressing the following main problems:

- *Shortage of skilled, qualified and committed professional candidates for positions in the Public Service*
- *Low level of practical work experience, discipline and understanding of the needs and realities of the Public Service workplace among graduates*
- *Low awareness among students of the job and career opportunities in the Public Service*
- *Poor access to work experience for students and the unemployed youth*

3. INTERVENTION

3.1 General

The government's commitment to promote active labour market policies is demonstrated in the Skills Development Act, 1998. In terms of this Act, the National Skills Authority has finalised the National Skills Development Strategy for South Africa. This Strategy makes provision for a new system of learning, which combines structured learning and work experience culminating in nationally recognised qualifications, which signify job readiness.

The South African Public Service is committed to offering students valuable learning assignments that represent structured pathways from an academic environment to the world of work.

3.2 Principles

• Lifelong learning

Communities and workplaces are changing continuously. Individuals need to shape these changes and take advantage of them to improve the quality of their lives. They need to improve and upgrade their skills continuously.

• Promotion of equity

Building an inclusive Public Service and widening opportunities, whilst encouraging effective collaboration amongst people from diverse backgrounds.

• Demand led

Skills development will be focused on the assessment of Public Service needs. The emphasis will be on the skills and competencies required to support effective and efficient service delivery.

• Flexibility and decentralisation

The Public Service as an employer provides the framework, direction and co-ordination of the skills development strategy for the Public Service, and monitors its implementation. Individual national and provincial departments will analyse their specific skills development needs and plan and implement the most effective strategies to meet those needs.

- **Partnership and co-operation**

At national, sector, provincial and workplace levels, the implementation of the Internship Programme should be based on internal and external partnerships.

- **Efficiency and effectiveness**

The delivery of skills development programmes and initiatives must be characterised by cost-efficiency and should lead to positive outcomes for all those who invest in training and skills development. Departments should align their budgets with the PFMA, the MTEF, and the Skills Development Act where applicable.

3.3 Programme Objectives

The programme development objectives describe how the programme will contribute towards the achievement of the government's development objectives for the Public Service:

- Effective management and implementation of Public Service delivery
- Improved access to employment in the Public Service
- Effective service delivery

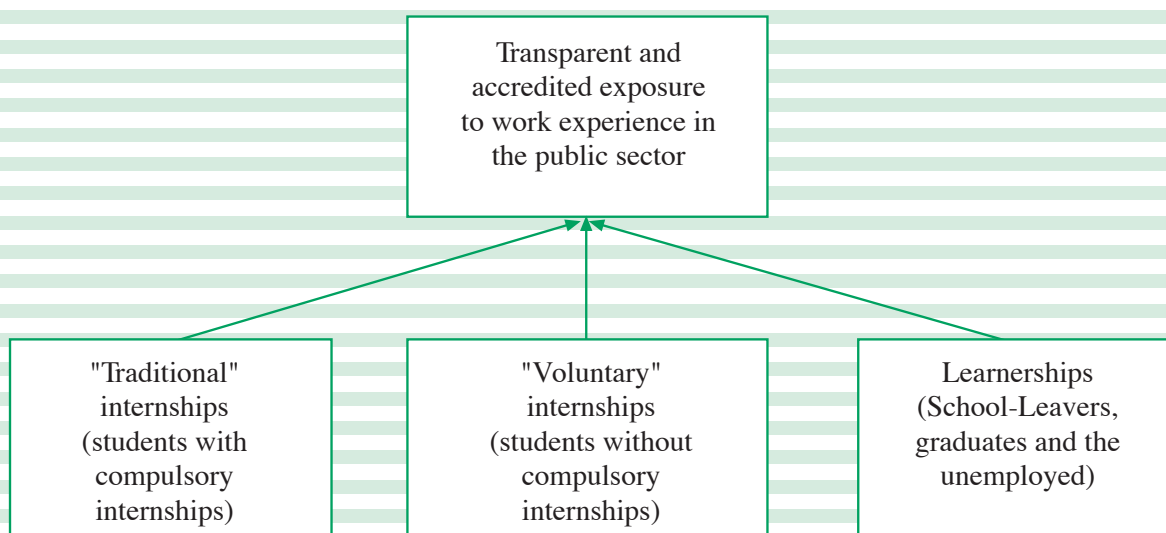
3.4 Purpose of Internship Programme

The purpose describes the benefits that the Internship Programme will deliver to the beneficiaries.

An effective system for continuous development of qualified and committed candidates for future appointments in the Public Service.

4. IMPLEMENTATION

The Internship Programme will be implemented by the individual Public Service institutions in accordance with their projected future needs for the recruitment of different staff categories.



Internship programmes will include clearly identified occupations around which internships are devised and a structured programme with a course outline that covers basic, core and specialist competency-building. Internship programmes will be established on the basis of learning arrangements and a performance management system. Alignment with SAQA requirements will be essential

4.1 Role of Institutions/Departments involved

Heads of Departments:

The Head of Department or his/her delegate is the driver of the Programme. He/She is responsible and accountable for the following:

- *Identifying appropriate learning assignments and creating a working environment that will allow interns to help the organisation meet its operational needs while developing and enhancing their employability skills*
Ensuring that all interns employed in the department are on assignment under one of the programmes described in the departmental internship programme
- *Ensuring that a departmental internship programme, which is aligned to the National Internship Framework for the Public Service and the departmental HRD strategy, is developed and implemented throughout the department*
- *Ensuring that the departmental compensation strategy is in line with the National Internship Framework, or obtain prior approval for differentiation from the Minister for Public Service and Administration.*

4.2 HR/HRD Professionals

The HRD professionals are responsible for providing advice and support for managers to assist them in making decisions on developing and applying the internship programmes

Managers:

For each assignment, every manager is responsible for developing a structured development plan:

Defining what the student should accomplish, or using the generic plan provided by the academic institution, combined with a description of the specific assignment

Assessing the progress of each intern at the end of the assignment

Compensating the student in accordance with the departmental compensation plan.

4.3 Role of the Department of Public Service and Administration

DPSA will maintain the overall responsibility for the planning and supervision of the internship programmes in accordance with its role of ensuring that the Public Service meets its commitment to students. The Department will also provide guidance to departments in terms of production of guidelines and general advice on the planning and implementation of the internships.

Therefore, the Minister for Public Service and Administration or his/her delegate may develop and implement certain management practices, which include:

- *Making amendments to the Terms and Conditions of Employment for Students, consistent with the objectives and guiding principles of the National Internship Framework;*
- *Making exceptions to the Terms and Conditions of Employment for Students, consistent with the objectives and guiding principles of the National Internship Framework;*
- *Disseminating best practices for departmental use; and*
- *Representing the Public Service in gatherings that address student-related matters that concern employers.*

4.4 Role of the Interns / Students

Every intern is responsible for determining (with his or her supervisor) training and development needs and developing a development programme.

- Planning and managing (with his/her supervisor) learning and development in a way that is consistent with the needs of the department and the Public Service and the student's development plan.
- Demonstrating willingness to grow and learn through work experience
- Taking full advantage of the training and development opportunities available to him/her
- Mandatory participation in induction and orientation programmes arranged by the host department.

4.5 Role of the educational institution

The educational institution from which the interns are recruited is responsible for the initial career guidance and for ensuring that the internship is in accordance with the line of study that the students are following. Secondly, the educational institution will also undertake to participate in the final assessment of the performance and achievement of the students, and subsequently the award of certifications and credits.

5. FINANCING AND COMPENSATION

5.1 Financing

The financing of the Public Service Internship Programme will come from the departmental training budgets. Under the National HRD Strategy and the National Skills Development Strategy, the Public Service institutions are obliged to allocate an amount of 1% of the pay-roll to training and education of existing and potential staff. These funds are allocated to the training budget for each institution and part of those funds can be used for funding the internship programme.

5.2 Compensation

Student remuneration is based on academic remuneration in the following categories:

- Undergraduate students
- Postgraduate students

Students (as with the unemployed youth) are not to be regarded as lower-cost alternatives to regular employees. Instead, managers must ensure that, as they 'employ' students to get work done, they also improve the intern's potential for future gainful employment by developing their employability skills. This is the trade-off they are asked to assume in meeting operational needs at a lower rate of compensation than that of regular employees.

Student rates are not directly related to the work performed.

Pay rates and other conditions of employment are specified in the Terms and Conditions for Students. To avoid exploitation of the internship system in terms of utilising interns as cheap labour, the following conditions will have to be observed:

- Maximum ratio of interns to regular employees.
- Maximum ratio of interns to supervisors.
- Predetermined rotation between different work assignments
- Maximum duration of the internship

6. MONITORING AND EVALUATION

The Department of Public Service and Administration will monitor the implementation of the HRD strategy through the following mechanisms:

- Reviewing the audit and evaluation reports on application of the framework (carried out by the Public Service Commission)
- Departmental HR plans that will be part of the integrated strategic plans to be submitted to National Treasury by each department on an annual basis with effect from 2001

- Annual HRD reports that will be submitted by each department to the DPSA through the PSETA
- Monitoring sector education and training trends and patterns for forecasting and planning purposes.

GUIDELINES FOR INTERNSHIP FRAMEWORK

I. SCOPE

The definition of internship adopted by this document:

An internship is a planned, structured, and managed work experience that is occupationally based and incorporates a skills programme designed to produce meaningful competencies which may earn an intern an education and training credit. The expected units of outcomes and performance are framed for mutual and optimal benefit to both the intern and the host department

The work experience should augment and extend theoretical knowledge acquired in the classroom through carefully selected practical work assignments. Internships must allow the intern to come to a better understanding of her/his prospective career and provide the opportunities of demonstrating her/his abilities and talents to the host organisation.

Host department defined:

Any national or provincial department governed by the Public Service Laws Amendment Act, 1998, that has identified strategic occupations that would benefit from internship programmes.

1.2 PURPOSE OF INTERNSHIP

An internship programme should:

Assist in meeting the strategic staffing needs of the Public Service by providing practical and accelerated learning programmes which build essential occupational competencies required by the workplace and which complement theoretical, classroom-based learning for tertiary students who aspire to become public servants

1.3 OUTCOMES

Thus, the internship programme includes the following deliverables:

Basic competencies established in occupations that are strategic to service delivery but that are experienced as difficult to fill appropriately, or in areas where strategic human resource planning predicts new skills will be needed.

Relevant and meaningful work experience provided to build skills that are accredited by the appropriate sectoral education and training authorities.

Interns provided with opportunities to demonstrate their capacities for work and expose them to the demands of work in the Public Service in order to inform their career choices.

Strengthening the potential of the labour market to supply the skills needed for Public Service employment.

1.4 PRINCIPLES

Internships need to be developed and implemented in accordance with certain key principles in order to align them with the wider goals of transformation and those of the new regulatory framework. These are:

- Alignment with Human Resource Planning and Broad Representation
- Posts identified for internship programmes must contribute to strategic staffing needs of an organisation, including the need for demographic representation.
- Accreditation and Recognition
- Internships must be based on learning programmes that are accredited so that they are recognised across all sectors.
- Agreement on Learning Arrangements between Institutions
- Internships must be built on learning arrangements that add value to classroom-based work, that are established between learning institutions and host organisations.
- Cost-effectiveness
- Internships must be established on the principles of cost-effectiveness
- Communication and Access to Information
- Information systems must be established to communicate the existence of internship programmes, the contents of learning arrangements and the employment needs of the Public Service.
- Effective Management
- Performance management systems that include clearly defined performance indicators and assessment measures to evaluate interns must be established.
- Participation and Accommodation
- Host organisations must make reasonable attempts to accommodate and integrate the intern into the culture of the organisation.

1.5 DEVELOPMENT OF INTERNSHIP PROGRAMMES

Planning for internships begins in the strategic planning process with the identification of strategic staffing needs (human resource planning). Through strategic planning, staffing needs are clarified, the ability of current staff and the labour market to meet these is assessed, and a human resource development plan is developed in order to fill the gap between staffing needs and the supply of needed skills. Internships are an element of human resource planning. They are aimed specifically at meeting strategic staffing needs.

Internship programmes are integrated into human resource planning as part of human resource development planning. Human resource development needs, in turn, are determined by the staffing plans of the organisation.

2. Planning framework

Once the HR planning process identifies the need for internships, internship programme development can begin. To develop internships the following questions could be helpful:

- A. What are the department's strategic staffing (occupational) needs? How do I define 'strategic' for my department?
- B. Which of the strategic occupations actually warrant an internship programme to meet these staffing needs?
- C. What should go into a programme to ensure that interns build the necessary competence in these occupations while simultaneously complying with legislative requirements?
- D. How is the programme to be structured to meet the needs of the organisation, intern, and tertiary institution?
- E. Which subjects will be included in the course? Who decides on this?
- F. What time frames do I choose and which accreditation standards do I use?
- G. Where will I draw interns from? How will they be selected?
- H. How will performance be managed and assessed? What about monitoring and evaluating the programme to see if it is adding value to the organisation and achieving its goals?

A. How to determine strategic occupational needs

BOX 1

- Identify occupations that have a history of not being filled and/or not filled appropriately and/or not filled representatively. Determine whether they are strategic to service delivery and if they will still be needed in the next 3-5 years.
- Identify any new occupations that will be required in the next few years and investigate the potential of the labour market to meet these new staffing needs. If the labour market's potential is low, then use internship programmes to begin building the right skills.
- Investigate the reasons for their labour supply difficulties.
- Determine their job profiles.
- Identify their competency profiles (skills, knowledge and attributes).

Use this information to determine whether the above needs will require internships and, if so, in which occupations.

B. How to prioritise your strategic occupations for internship programme development

BOX 2

- Compile a list of the strategic occupations requiring internships identified in Box 1 and prioritise them by drawing in the technical expertise of managers to compile a priority list.
- Determine the capacity of the organisation to develop, manage, implement and sustain quality internship programmes. This must be based on the necessary learning arrangements that would need to be established and the requirements for accreditation.
- Ascertain the costs of the programme(s).

C. What do internship programmes consist on

A programme should be structured to include the following elements:

BOX 3

- Structured programme with clearly defined course content comprising practical work assignments.
- Time frames (make sure they are aligned with accreditation standards).
- Participating interns (number, level of study, in which occupations).
- Participating tertiary institutions.
- Assessment and evaluation criteria.
- Accreditation standards.

D. What constitutes the course contents of an internship programme?

The following are prerequisites for any internship programme:

- Align the contents of the programme with the competency requirements of the relevant occupations' job profiles and the SAQA Act, 1995 (sections 2-11)
- It will therefore have to be aligned with the Further Education and Training Act, 1998
- Ensure that the contents foster the acquisition of competencies through carefully planned, selected, structured and managed practical work assignments.

Consider the following as a guide to define the contents of the course:

BOX 4

Foundation Competencies. These cover the assumed basic competencies that all employees of the organisation should possess:

- Office management
- Computer literacy
- Interpersonal skills
- Time management
- Teamwork and
- Communication skills etc.

Core competencies. Competencies focusing specifically on the Public Service which are expected of all public servants:

Knowledge of the organisation and structure of government and the purpose of the various Public Service entities.

Knowledge of the purpose, organisation and structure of the specific department or administration in which the intern is placed.

Knowledge of the purpose, organisation and structure of the specific component in which the intern is placed.

Knowledge of the essential regulatory framework: The Constitution of the RSA, relevant Acts, Public Service Regulations, and policies regulating the Public Service. These should include covering health, security, conditions of service and employee benefits in the Public Service.

Specialist competencies. Competencies related to specialist functions of the specific occupations:

Competency specialisation as reflected in the job profiles of occupations.

- Core competencies should be aligned with the course contents of the educational institution.

E. How are standards and time frames set?

The setting of time frames and standards will to a very large extent be dependent upon requirements of the SAQA. The following are some steps you could follow:

BOX 5

- Assess and identify performance indicators to determine competencies.
- Determine, in consultation with feeder institutions, the amount of time needed for an internship period per occupation. Specify the minimum and maximum duration.
- The duration of the internship should be developed according to SAQA requirements.

F. Identifying participating institutions and establishing learning arrangements

BOX 6

- Identify which tertiary institutions offer training in the occupations that are needed and establish contact.
- Identify relevant representative from administration at the institutions to meet with. (It may be advisable to encourage the inclusion of SRC representatives.)
- Establish learning arrangements with institutions and channels to access information to students. Such learning arrangements will cover timing (when interns will arrive), duration, accreditation, course contents, relevance of practical work, etc.
- Establish agreement on remuneration

G. How setting requirements for selecting interns should be done

This should be done in collaboration with tertiary institutions and should focus on minimum requirements:

BOX7

- Define these criteria together with the relevant tertiary institutions.
- Criteria should include commitment and desire to follow a Public Service career in a specific strategic occupation that was identified.
- Relevant study area and good study record should be further requirements.
- Demographic representation according to requirements of the human resource planning and development plans is needed to build in broad representation.
- Participation in internship programmes will be through a competitive process.

H. What assessment and evaluation criteria would be appropriate?

BOX 8

- Provide ongoing informal and formal assessment.
- Assessment and evaluation must be based on performance in practical work assignments.
- Assignments to assess competencies should be carefully planned and selected so that they can demonstrate the competencies learned.
- Feedback between a mentor and intern must be ongoing.

3. SUMMARY

Internship programmes will include clearly defined goals, objectives and principles. They will be integrated into the organisation's human resource and employment equity plans. Internship programmes will include clearly identified occupations around which internships are devised, and a structured programme with a course outline which covers basic, core and specialist competency building. Internship programmes will be established on learning arrangements and a performance management system. Alignment with SAQA requirements is essential.

4. MANAGING INTERNSHIP PROGRAMMES

4.1 Introduction

Internship programmes should be shaped and managed to reflect the particular circumstances of the host organisation. The responsibility for internships should be the function of relevant managers, supervisors, mentors, heads of human resource development and management and the affirmative action manager (who constitute the internship committee). The head of human resource development will be responsible for the success of the internship programme and therefore has the largest role to play in the programme.

The following provides guidance on the management of internship programmes:

4.2 Head of Department (HOD)

Roles and Responsibilities

- Ensure that the internship programme is incorporated into human resource and employment equity plans.
- Approve internship contracts.
- Approve financial arrangements.
- Approve policy on learning arrangements between feeder institutions and her/his organisation.
- Appoint an Internship Committee.

- Approve internship plans and programmes.
- Monitor and evaluate progress of internship programmes.
- Integrate internship programmes into the performance agreement of relevant managers.
- Report on internship programmes in the annual report.

4.3 Head of Human Resource Development

Roles and Responsibilities

Act as manager to facilitate and co-ordinate internship programmes transversely across the organisation.

Develop a contract between the host organisation and the intern.

Develop learning arrangement between the host organisation and the feeder institution.

Develop a performance management system that involves the intern, mentor and manager and which covers performance agreements, performance assessment and management method.

Develop internship programmes in conjunction with relevant stakeholders.

Develop capacity for mentoring in relevant components with special attention to on-the-job training.

Develop capacity for the implementation of internship programmes.

Select a senior official to serve as a mentor co-ordinator.

Assist managers of components with the selection of mentors.

Provide orientation programmes for interns.

Facilitate and co-ordinate meetings of the Internship Committee.

Set criteria, in collaboration with the Internship Committee and component managers for the selection of feeder institutions.

Put in place monitoring, assessment and evaluation methods for the assessment of the performance of interns and of internship programmes.

Align the internship programme with HRD plans.

Compile written report to the HOD on progress and challenges of the internship programmes.

Gather data regularly on intake of interns, their needs, priorities and perceptions about internship programmes in the organisation in order to evaluate its effectiveness and to recommend improvements.

4.4 Internship Committee

The Internship Committee plays a supportive role to the Head of HRD. The members of the Internship Committee will include:

- Head of HRD to facilitate and co-ordinate the Internship Committee's meetings and activities.
- Head of Human Resource Management / Personnel Management to provide guidance on job profiling and competency demands/requirements.
- Affirmative Action manager to facilitate the achievement of employment equity, monitor demographics of programmes; provide updated data on equity and together with the manager of the component align the internship programmes with affirmative action policy.
- Managers of components to create an enabling environment for internships to develop.
- Mentor co-ordinator to co-ordinate all mentors' activities.
- Mentors to mentor interns and represent their respective components.

4.5 Roles and responsibilities

4.5.1 *Internship Committee*

Roles and Responsibilities

- Oversee the quality of internship programmes.
- Give advice to the Head of HRD.
- Set criteria collaboratively with managers of components to measure the effectiveness of the following: internship programmes, selection of mentors, and selection of interns.
- Assist the Head of HRD to co-ordinate, monitor and evaluate all internships.
- Assist the Head of HRD with the recommendation for approving internship programme implementation.

4.5.2 *Human Resources Manager*

Roles and Responsibilities

- Make available job profiles and competencies of the relevant occupations.
- Collaborate with the Internship Committee to align the internships with job profiles and competency needs.
- Align internship programmes with HRM strategy.

4.5.3 *Affirmative Action Manager*

Roles and Responsibilities

- Assist in the selection of the interns.
- Align internship plans and programmes with affirmative action and employment equity policies.

4.5.4 *Manager of a Component*

Roles and Responsibilities

- Identify strategic occupations in the component in which internship programmes could be run.
- Build finance needs into the Medium Term Expenditure Framework (MTEF).
- Identify feeder institutions and reach agreements with them.
- Select mentor(s) within component according to the criteria and mechanisms set by the Internship Committee.
- Evaluate mentor(s) within component according to the criteria and mechanisms set by the Internship Committee.
- Integrate internship programmes into the performance and assessment agreements of mentors.

4.5.5 *Mentor Co-ordinator*

Roles and Responsibilities

- Play a facilitating and supportive role to mentors.
- Establish a forum for mentors.
- Co-ordinate the forum's activities.
- Report on behalf of mentors to the Internship Committee.
- Investigate, on behalf of the Internship Committee, problems that arise in relation to progress of the internship programme.
- Act as a mediator between the mentor and the intern where there are problems.

4.5.6 Mentor

Roles and Responsibilities

- Enter into performance agreement with the intern.
- Oversee the training and mentoring of the intern.
- Mentor and provide a supportive environment around the intern by playing a facilitative and mediating role to ensure the intern's development.
- Conduct ongoing monitoring and assessment of the intern and submit performance reports.

4.5.6 Mentors' Forum

Roles and Responsibilities

- Support mentors for the smooth running of the programme.
- Strengthen capacity of mentors.
- Provide a platform for meeting with interns.

4.5.8 Intern / Student

Roles and Responsibilities

- Forge conceptual links between theoretical knowledge, acquired at the tertiary institution, and practical work.
- Feedback between theory and practice in order to reinforce the alignment of the two.
- Negotiate the detail of internship contract.
- Supply mentor with feedback on the effectiveness of the internship programme and mentoring arrangements.
- Enter into contract with host organisation.
- Enter into performance agreement with the mentor.
- Abide by the rules, regulations and protocol of the host organisation.
- Demonstrate proactiveness towards self-development.
- Participate in the general activities of the component in which internship activities take place.

4.5.9 Feeder Institution

Roles and Responsibilities

- Participate with the host organisation in the development of guidelines for recruitment and selection of interns.
- Enter into agreements with the host organisation in the following areas:
 - Advertising, recruitment and selection
 - Participate in the selection process of interns together with the Internship Committee.
 - Placement (preferably interns who study in the fields related to identified occupations).
 - Duration
 - Timing (at any time of the year)
 - Accreditation
 - Accommodation, travelling and payment of intern (by host organisation where approved by the HOD).
 - Publicity and communication



For Further Information
visit: www.dpsa.gov.za • Tel: (012) 314 7197 • Fax: (012) 314 7152