



the dpsa

Department:
Public Service and Administration
REPUBLIC OF SOUTH AFRICA

BUILDING A CAPABLE, ETHICAL AND DEVELOPMENTAL STATE.

HUMAN RESOURCE DEVELOPMENT PERFORMANCE REPORT FOR 2022-23 REPORTING PERIOD

18 March 2024

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1. EXECUTIVE SUMMARY

Regulation 28(1) of the Public Service Regulation (2016) stipulates that “An executive authority shall prepare and implement a human resource development plan for his or her department taking into account the department’s human resource plan.” Sub regulation 28(2) further stipulates that “An executive authority shall monitor and evaluate the implementation of the plan contemplated in sub-regulation (1).” Therefore, the annual human resource development performance report for 2022-23 reporting period was compiled based on the analysis of formal HRD Monitoring and Evaluation Reports submitted by departments to the DPSA on annual basis.

The Human Resource Development performance report for 2022-23 reporting period seeks to provide a summarized version of the key findings as well as providing evaluative comments at the end of each section and recommendations, which are critical inputs to improve the implementation of the Public Service Human Resource Development Strategic Framework (PSHRDSF). In the main, the departments have shown a positive adherence to HRD’s Policies, Frameworks, guidelines and templates; adequately implemented HRD Planning and Reporting.

It is important to note that some HRD challenges were identified as reflected in the findings and recommendations to be attended to with some sense of urgency and organisational readiness.

The DPSA HRD M&E instrument formed the basis for the analysis of performance indicators as organised under four pillars which are strategic objectives of the strategy, namely:

1. **Capacity Building and Development:** To adopt a wide set of options for capacity building in order to respond to the varying needs and requirements and build the capacity of employees in the Public Service to undertake their responsibilities.
2. **Organisational Support:** To strengthen support structures and systems in public service organisations in creating a sound foundation for HRD practice – organisational support initiatives.
3. **Governance and Institutional Development:** To ensure that HRD in the public service is effectively managed and governed in order to promote effective implementation of the HRD strategic framework – governance and institutional development initiatives; and
4. **Initiatives to Advance Economic Growth & Development:** To ensure that plans, strategies, and activities seek to integrate, promote and respond to the economic growth and development priorities of government.

The M&E Instrument was used to structure the report, beginning with an analysis and synthesis of the data and findings, and analysis of performance against existing policy objectives in the public service.

The report highlighted critical issues on the recommendations, especially regarding bursaries that were awarded to non-staff members, there is an urgent need to conduct an audit/tracer study on the whereabouts of the non-public service beneficiaries of the bursaries and provide data on the M&E Annual HRD Report.

Inter alia, the objective of the report was also to assess the utilization of 1% training budget as prescribed in the directive on the utilization of 1% compensation budget for training and development, assess the effectiveness and efficiency of human resource development processes, propose interventions and alternatives to improve the implementation of the PSHRDSF.

Challenges were also identified that affected the implementation of the PSHRDSF. The capacity of HRD Units and lack of compliance was also identified as a challenge affecting implementation of the PS-HRDSF. Most departments spent below 1% of the compensation budget on training and development.

The analysis and synthesis of data culminated in the compilation of this HRD performance report for 2022-23 reporting period.

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LIST OF ACRONYMS

ACRONYM	DESCRIPTION
AET	Adult Education and Training
CIP	Compulsory Induction Programme
DPSA	Department of Public Service and Administration
HRD	Human Resource Development
PS-HRDSF	Public Service – Human Resource Development Strategic Framework
LMDSF	Leadership Management Development Strategic Framework
M&E	Monitoring & Evaluation
NQF	National Qualification Framework
PDP	Personal Development Plan
SETA	Sector Education and Training Authority
SMS	Senior Management Service
WSP	Workplace Skills Plan

2. BACKGROUND AND INTRODUCTION

The Human Resource Development activities within the Public Service reflects the state's broader goal of human capital development for an efficient, effective, and capable Public Services. The Department of Public Service and Administration (DPSA) as an employer is responsible for the establishment of norms and standards across national and provincial government departments to improve the effectiveness and efficiency of the Public Service and its ability to deliver services to the public. The Public Service Human Resource Development Strategic Framework (PSHRDSF) stands on four pillars of strategic interventions. Each of these pillars represents a critical set of strategic initiatives which further strengthen Human Resource Development in the Public Service.

The first PSHRDSF was implemented in 2002 – 2006, followed by 2006 – 2015. The revised draft PS-HRDSF was presented before Cabinet on 4 May 2021. Cabinet made recommendations which necessitated an approach to reposition the PSHRDSF within a broader Public Service HR Strategy in order to comprehensively respond to the goal of government on building a capable, ethical and developmental state. For this reason, the approval of the revised PSHRDSF has been deferred to a later period.

The purpose of the report is to provide an analysis on the performance of the Human Resource Development Function regarding the implementation of the PSHRDSF in the Public Service.

The national and provincial departments submitted their annual HRD reports to the DPSA, and DPSA collated and analysed HRD data for the provinces and sectors. The report provides the analysis of data for the reporting period of 1 April 2022 to 31 March 2023. The due date for the submission of HRD reports was 31 May 2023.

The evaluation of HRD reports by DPSA aims to improve the quality of HRD planning and implementation. The evaluation outcomes inform future assistance to be provided to departments to align human resource plans with the objectives of the PSHRDSF.

The Monitoring & Evaluation (M&E) Instrument was used to structure the review report, beginning with an analysis of performance against existing policy objectives at both public service and broader government levels.

This report provides a summary of the key findings, key inputs, evaluative comments as well as recommendations to improve the implementation of the PSHRDSF.

In the main, the report shows that departments revealed a positive adherence to some of the HRD's Policies, Frameworks, guidelines, and templates. However, with budgeting and other HRD indicators, they performed below expected levels.

It requires noting the fact that only 141 departments out of a total of 154 submitted their M&E reports and the recommendations are therefore based on reports submitted. Given the situation, the recommendations can be generalized across the total population as 141 departments that formed the sample, may be deemed representative enough. The 141 departments represent 92% of the target departments and it might be considered to be sufficient enough to be able to make valid and reliable recommendations.

Specific recommendations have been made in various sections of the report, in relation to individual focus areas.

2. CAPACITY OF HRD UNITS IN DEPARTMENTS

2.1 Number of Departments per Province and National level

This section deals with the assessment of HRD functions within departments on whether they are appropriately positioned to support their departments to fulfil their respective mandates. The assessment focuses on areas pertaining to the ratio of HRD practitioners in the department in relation to the total establishment, the level of HRD functional supervision in the department, including the years of experience of the HRD practitioner. Comparisons are also made between departments within each sphere (national and provincial) to establish prevailing trends.

This section provides a broad context that is covered by this report. As depicted in Table 1, the report covers the Departments of all nine (9) Provinces as well as the National Departments.

Table 1: Number of Departments per Province and National Level

DESCRIPTION	No.
Eastern Cape	13
Free State	12
Gauteng	14
KwaZulu-Natal	13
Limpopo	11
Mpumalanga	12
North-West	12
Northern Cape	11
Western Cape	13
National	43

The Gauteng Province has the most departments, thus 14 departments as compared to other provinces and the National Departments sits at 43.

2.2 Number of employees in departments (including interns and contract workers)

This section presents the number of employees that were employed by the various government departments from 2022 to 2023.

Table 2: Number of Employees in Departments

No	National/Provinces	Number of employees in Departments	Number of employees in the HRD unit	Ratio (%)
1.	Eastern Cape	57947	74	0,13%
2.	Free State	38783	66	0,17%
3.	Gauteng	188216	363	0,19%
4.	KwaZulu-Natal	98141	141	0,14%
5.	Limpopo	42540	99	0,23%
6.	Mpumalanga	85234	162	0,19%

7.	North West	85218	117	0,14%
8.	Northern Cape	23563	62	0,26%
9.	Western Cape	1990	11	0,55%
10.	National	199442	661	0.33%
	Total	821074	1756	0,21

Table 2 above, gives the number of employees employed by the HRD Unit as a support entity to departments in terms of the provision and maintenance of human resources development interventions.

On average the HRD staff constitute 0, 21% (1756/821074) of the total number of employees in departments.

Given the total staff complement in relation to HRD Unit, the National departments combined have the highest number of HRD staff employed (661), followed by the Gauteng Province with 363 and the lowest being the Western Cape Province with 11 HRD staff employed. This becomes an area of concern, especially where numbers of employees in the HRD Unit are very low, as this will have a negative effect on the quality of the service delivery through the compromising of operations.

It is noted that different factors like the size of the department, technology and the sector should be considered when determining an appropriate ratio of HRD Unit staff, however this should be compared to industry standards or best practices internationally or locally if available.

In order to optimise HRD performance, it is imperative that the HRD units in departments are appropriately staffed and all the HRD practitioners have detailed job descriptions/profiles with specific and clear performance standards.

3. HUMAN RESOURCE DEVELOPMENT PERFORMANCE INDICATORS

3.1 Introduction

This report is summarising the 2022-2023 National Departmental reports on the implementation of a whole set of HRD activities in Government Departments. It is important to note that what is reported in this section is not exhaustive of Public Service HRD activities in their entirety. Some of the programmes being reported on are as follows:

The objectives of the evaluation of plans would be to achieve the following outcomes:

- ▶ Utilisation of the minimum 1% of personnel budget in training and skills development by departments;
- ▶ The number of Adult Education and Training (AET) enrolments;
- ▶ Internship and learnership uptake programmes;
- ▶ Number of bursaries offered to employees and non-employees;
- ▶ Number of newly appointed employees underwent the Compulsory Induction Programme (CIP) within their year of probation; and
- ▶ Departments implementing the Revolving Door Policy.

3.2 Submission of the approved Annual Implementation Plans and the Annual Monitoring and Evaluation Reports.

Departments submitted on 31 May 2023 their Annual HRD Implementation Plans for 2023/2024 as well as the Annual Monitoring and Evaluation Reports for previous reporting period 2022/2023 to the DPSA. Because of poor submission rate departments were requested to submit even after the due date of the 31 May 2023. Below is the status compliance report for all departments (National and Provincial):

Table 3: Approved Annual Human Resource Development Implementation Plans

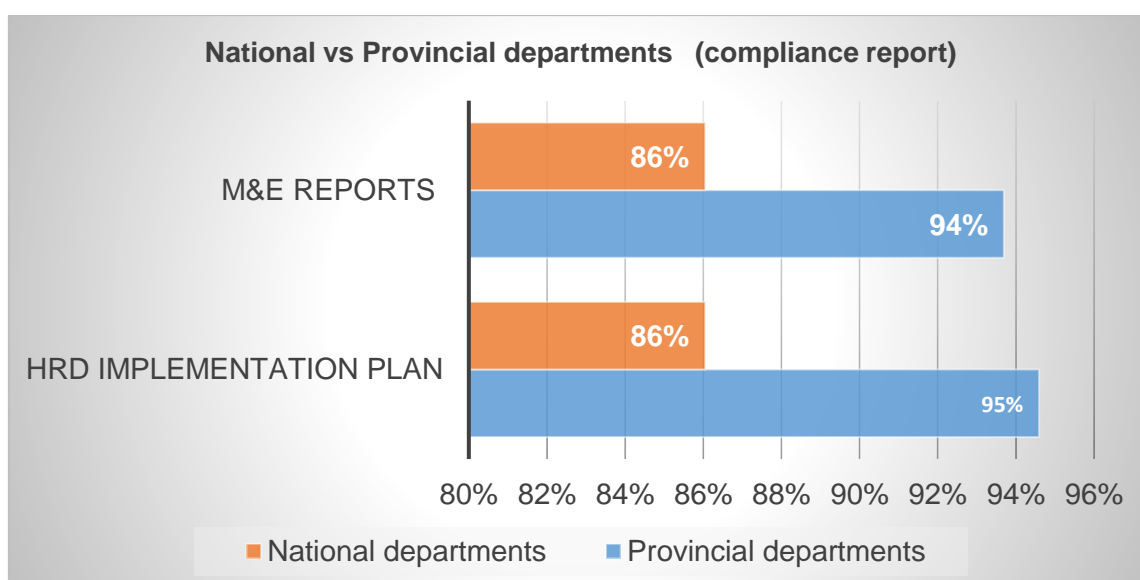
Submission of the Approved Annual Implementation Plan to the DPSA	No. of Departments	2022-23 submissions	%
Eastern Cape	13	13	100%
Free State	12	11	92%
Gauteng	14	11	79%
KwaZulu-Natal	13	12	92%
Limpopo	11	11	100%
Mpumalanga	12	12	100%
North West	12	12	100%
Northern Cape	11	10	91%
Western Cape	13	13	100%
National	43	37	86%
Total	154	142	92%

Table 4: Approved Monitoring and Evaluation Reports

Submission of the Approved Monitoring and Evaluation reports to the DPSA	No. of Departments	2022-23 submissions	%
Eastern Cape	13	13	100%
Free State	12	11	92%
Gauteng	14	11	79%
KwaZulu-Natal	13	12	92%
Limpopo	11	11	100%
Mpumalanga	12	12	100%
North West	12	11	92%
Northern Cape	11	10	91%
Western Cape	13	13	100%
National	43	37	86%
Total	154	141	92%

3.2.1 The compliance status report on the National versus Provincial departments

Figure 1: Compliance status report on the National vs Provincial departments



The Eastern Cape Province, Limpopo Province, Mpumalanga Province and the Western Cape Province all have a 100% submission record, with the lowest being the Gauteng

Province with a 79% submission record. The average for all departments sits at 92%. The submission percentages are indicated in table 3 & 4.

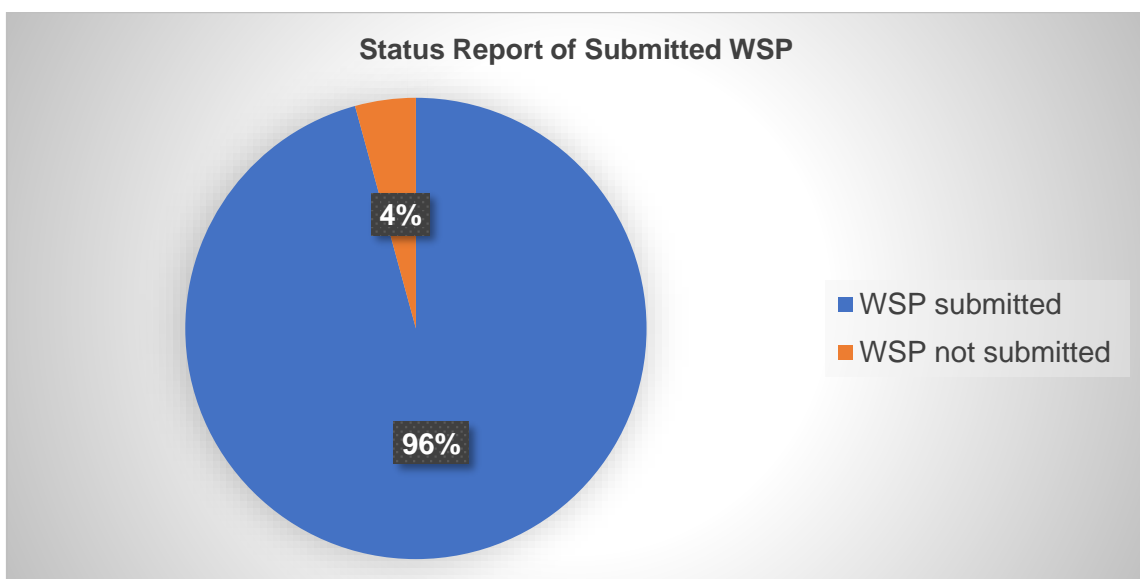
The compliance status report shows that provinces compliance is slightly above that of national departments because provinces are at 95% and the national departments are at 86%.

3.3 Submission of an Approved Workplace Skills Plan (WSP) to the Relevant SETA

This indicator measures whether departments are complying with the requirements of the Skills Development Act no. 97 of 1998 which requires all employers including public service departments to develop and submit the Workplace Skills Plans (WSP) to the relevant Sector Education and Training Authority (SETA).

Briefly, the purpose of the Act is as follows (Sec. 2(1)) to develop the skills of the South African workforce – to improve the quality of life of workers, their prospects of work and labour mobility; to improve productivity in the workplace and the competitiveness of employers; to promote self-employment; and to improve the delivery of social services; to increase the levels of investment in education and training in the labour market and to increase the return on that investment; to encourage employers – to use the workplace as an active learning environment; to provide employees with the opportunities to acquire new skills, and to provide opportunities for new entrants to the labour market.

Figure 2: Approved Workplace Skills Plan (WSP) submitted by national & provincial departments



The departments sit at a 96% average submission rate of the approved WSPs to SETAs. Only six (6) from provincial departments stated in their responses that they did not submit their WSPs to their relevant SETAs. All the National Departments stated 100% submission in their reports.

The impressive response rate is indicative of the departments' positive achievement in terms of compliance with the submission of WSPs. The positive contribution shows commitment towards the intended objectives of Skills Development Act as well as the directives of the HRD strategic pillars.

3.4 Number of Employees without Matric / NQF 4 Certificate

The HRD Monitoring and Reporting Questionnaire requires departments to report the total number of employees, as well as the number without a matriculation certificate (or NQF level 4 equivalent). This figure provides a baseline for measuring improvements in the general education in relation to employees as a means towards measuring the impact of the PS-HRDSF Adult Education and Training (AET) interventions.

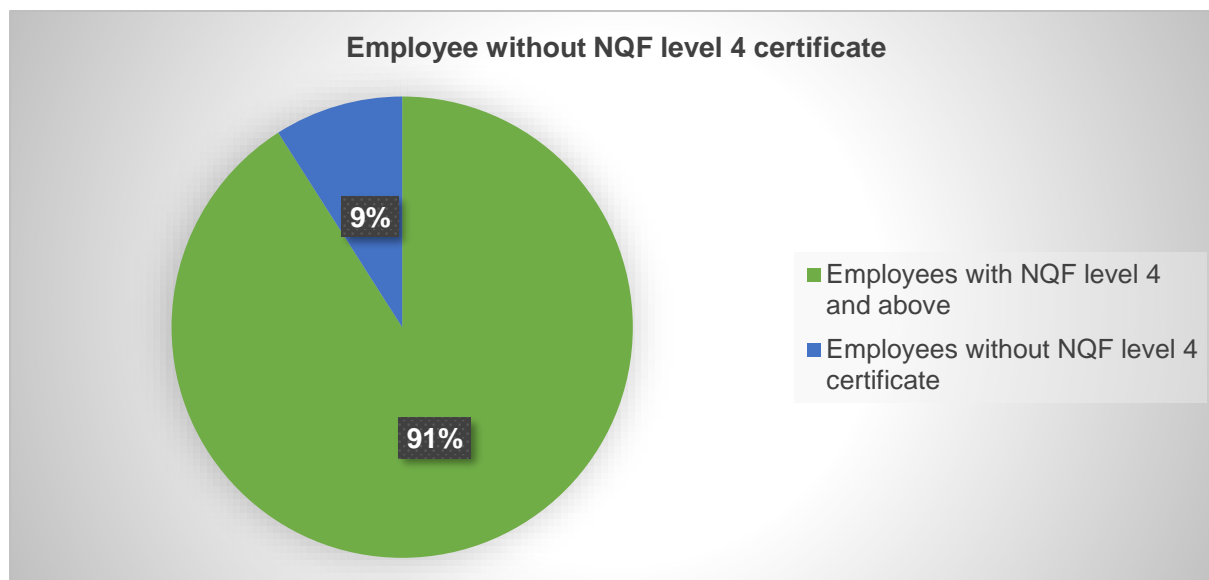
Table 5 below depicts the reported number of employees in the Public Service against the total population of employees without a matriculation certificate or NQF Level 4 equivalent.

The rationale and objective of the Government is to ensure that every employee in the public service should at least have a matriculation or NQF level 4 equivalent certificate.

Table 5: Employees without Matric or NQF Level 4 Equivalent qualification

Departments	No of employees	Employees without NQF level4 Certificate	Employees enrolled for AET programme
EASTERN CAPE	57947	6650	425
FREE STATE	38783	3597	4
GAUTENG	188216	2205	18
KWAZULU-NATAL	98141	11735	57
LIMPOPO	42540	1329	0
MPUMALANGA	81303	30342	0
NORTH WEST	85218	10712	0
NORTHERN CAPE	23563	1008	0
WESTERN CAPE	87900	971	44
NATIONAL	199442	13005	607
TOTAL	903053	81554	1155

Figure 3: Employee without a Matric or NQF level 4 equivalent qualification

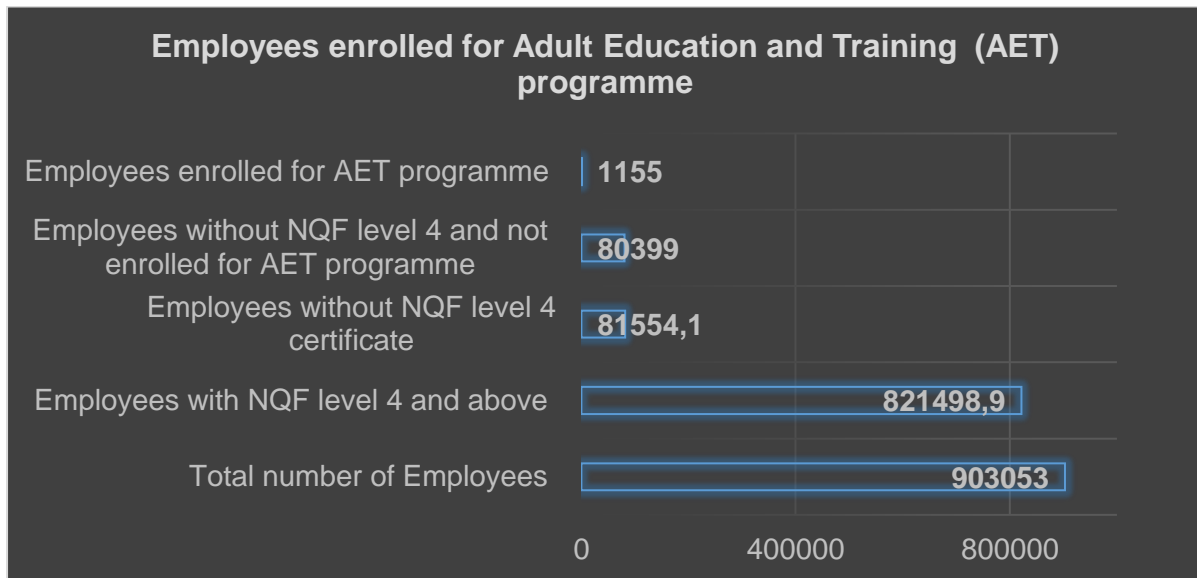


Out of 141 departments who submitted, 128 confirmed a total number of 81554 of employees without Matric or NQF 4 equivalent qualification. The Mpumalanga provincial departments have the highest number of employees without Matric or NQF level 4 equivalent qualification with a total of 30342 which constitute 37% of the total, followed by Kwazulu-Natal provincial departments with a total of 11735 as well as the North West provincial departments with a total of 10712 and the national departments have a total of 13005. These statistics are shown in Table 5 above.

3.5 Number of Employees that Enrolled for Adult Education and Training (AET)

The Skills Development Act 97 of 1998 aims to develop the skills of the South African workforce and to improve the quality of life of workers and their prospects of work. The latter rationale emphasises the government's mandate of ensuring free education for all even at tertiary levels. It is also envisaged by the government that an educated population will be a boost to the economy, reduce unemployment, poverty and socio-economic inequalities in society.

Figure 4: Employees that Enrolled for Adult Education and Training programme



From the above graph, the period 2022-23 had a relatively low number of employees that enrolled for adult education as compared to the number of employees without NQF level 4 and not enrolled for Adult Education and Training. The total number of employees without Matric or NQF level 4 equivalent certificate sat at 81554 and out of it only 1155 employees enrolled for Adult Education and Training which constitute 1% of the total. In the reporting period there was a significant lower interest of employees enrolling for adult education. It could be assumed that perhaps, most employees realised that furthering their education do not necessarily result in an advancement in career or a promotion of some sort.

Table 6: The number of employees that enrolled for Adult Education and Training from 2021 to 2023

National and Provincial departments	2021-22	2022-23	Total
Eastern Cape	0	425	425
Free State	0	4	4
Gauteng	166	18	184
KwaZulu-Natal	96	57	153
Limpopo	1	0	1
Mpumalanga	0	0	0
North-West	0	0	0
Northern Cape	0	0	0
Western Cape	27	44	71
National	14	607	621
Total	304	1155	1459

The total number of employees enrolled for AET sat at 1 459. The period 2022-23 had the highest number of employees that enrolled for AET as compared to the period 2021-22. The total number of employees enrolled for AET in 2022-23 sat at 1 155. This has increased significantly as compared to a total of 304 in the period 2021-22.

In the reporting period there was a significant increase in the number of employees enrolling for AET. It could be assumed that perhaps it was a result of underreporting from the departments in the period 2021-22 or maybe employees realised that furthering their education was necessary to advance in career or promotion of some sort.

3.6 Implementation of Leadership and Management Development Strategic Framework (LMDSF)

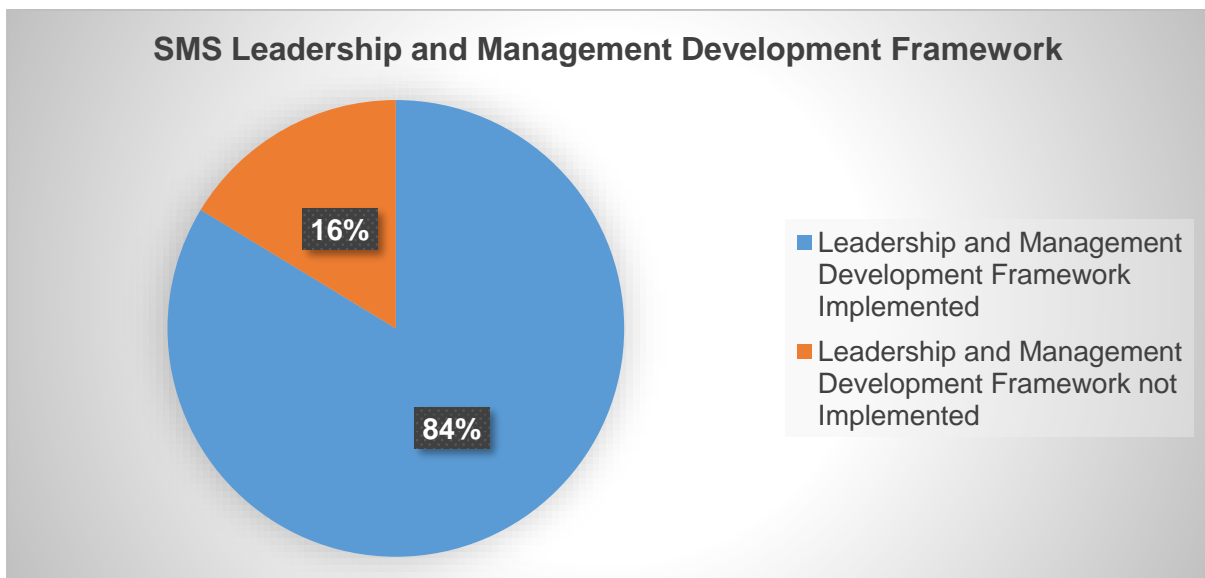
At its heart, the Leadership and Management Development Strategic Framework is designed to reflect on the competencies of management across both spheres of the Public Service i.e. National and Provincial. Core to this mandate, is the need to guide development and implementation of leadership development programmes for senior management in the public service.

DPSA has developed the Leadership Development Management Strategic Framework and public service middle- and senior- management competency frameworks to support

effective recruitment and development of the Public Service managers. The DPSA Leadership Development Management Strategic Framework (LDMSF) is expected to guide development and implementation of leadership development programmes for senior management in the Public Service within the context of capacity building and the framework.

The LMDSF also provides a definition of leadership development management. This definition includes attributes, key elements of leadership and competencies. The LDMSF also notes that The National School of Government has a responsibility for facilitating these programmes.

Figure 5: Implementation Leadership and Management Development Strategic Framework



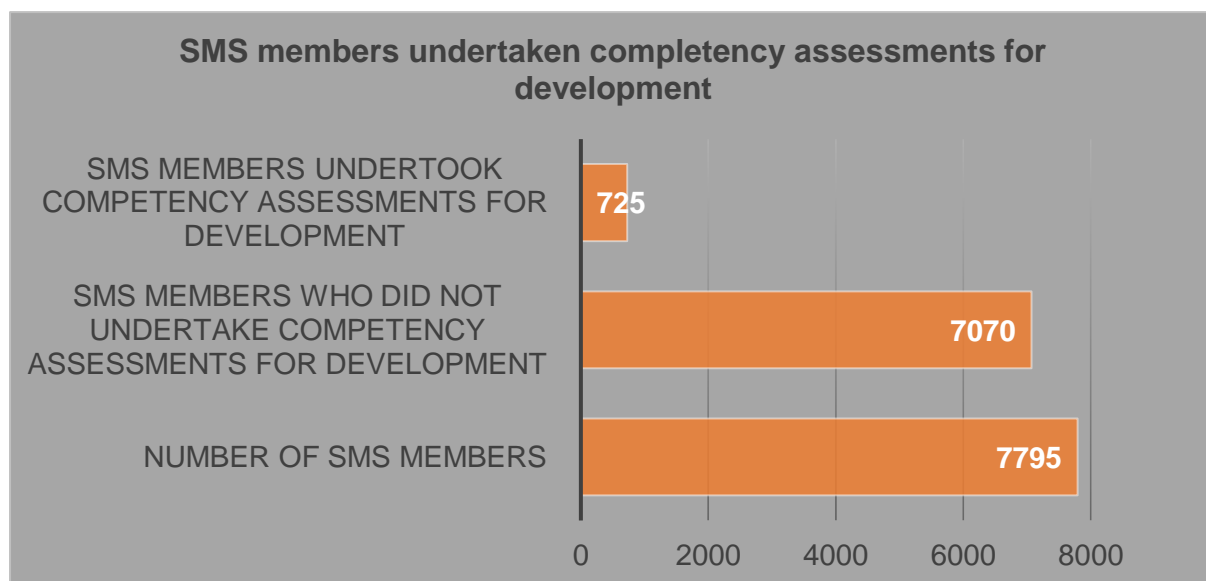
The above figure 5 shows that 84% of all departments (118) have implemented the leadership and management strategic framework and only 16% (23) departments stated that they have not yet implemented the Leadership and Management Development Strategic Framework.

This high percentage of compliance is a clear confirmation that there is a concerted effort by departments to advance LMDSF as a framework for continuing professional development of management appropriate to their current role, aspirational role, or to a specific skill area. The compliance rate also symbolises attitude change by senior management towards HRD.

3.7 SMS Members who Undertook Competency Assessments for Development

In line with the Skills Development Act and the government policy to improve its leadership trajectory, SMS members are expected to undertake a competency assessment for development on an ongoing basis.

Figure 6: SMS Members who Undertook Competency Assessments



Only 725 SMS members undertook competency assessment for development out of 7795 SMS members, which constitute 9% of the total. 7070 SMS members did not undertake competency assessment for development which is a worrying factor because the competency assessment identifies developmental gaps and those developmental gaps should be included in the Personal Development Plan (PDP) and that the training should be prioritised to remedy the identified gaps.

It is important to also note that undertaking of the competency assessments for development is one thing. The process needs to be compared and contrasted with the reports of the Monitoring and Evaluation Department to check on impact and value chain for the Government.

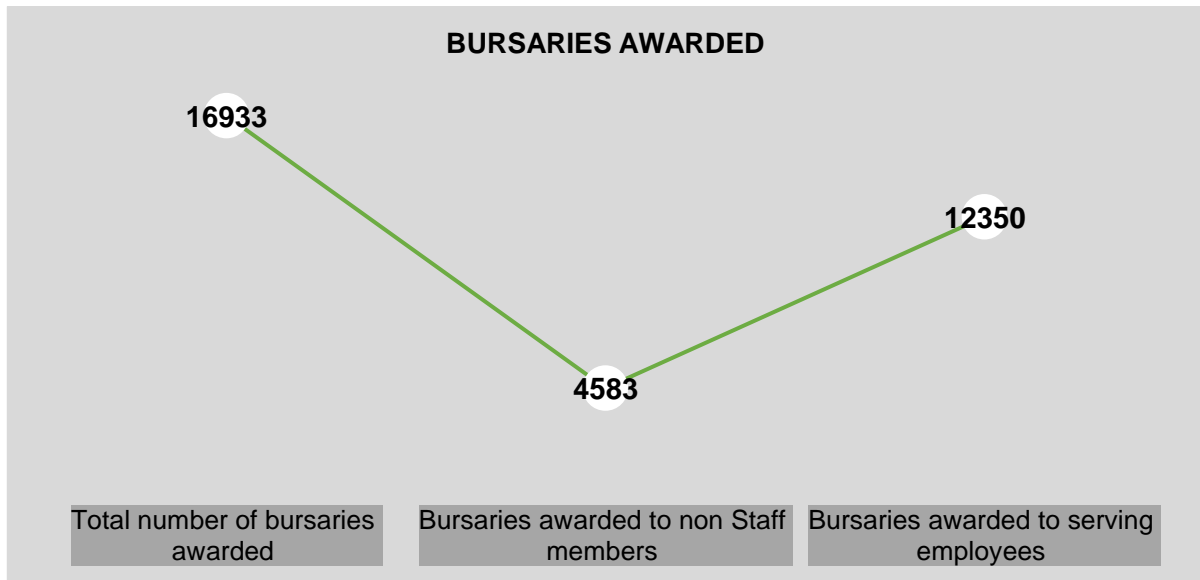
3.8 Bursaries that were awarded to Non-staff Members

The Public Service also has a mandate of promoting and supporting education and training beyond that of its staff. Awarding of bursaries is one of the important interventions the public service is using to equip public servants with the requisite skills for effective

service delivery. The number of bursaries awarded serves as an indicator of efforts made towards up-skilling public servants.

The figure below depicts the number of bursaries offered by departments to serving employees and non-staff members:

Figure 7: Bursaries awarded in 2022-2023



16933 bursaries were awarded in 2022-23 reporting period and this number constitute 2% (16933/821074) of employees awarded bursaries. 27% (4583) were awarded to non-staff members and 73% (12350) were awarded to serving employees.

It is important to measure the return on investment of all these bursaries in relation to the total expenditure on training interventions as well as determining the extent at which the bursary scheme is responding to the existence of scarce and critical skills in the public service. It is important to note that there is a need to evaluate the impact of acquired qualifications/knowledge and skills on productivity and service delivery.

The continued awarding of bursaries to non-staff members is in alignment with the Government policy of reducing unemployment, poverty and inequalities especially for the previously disadvantaged society.

It is important that departments who offered bursaries to non-staff members should also conduct tracer study on bursary holders who managed to complete their studies to check if they got employed, furthered their studies or ventured into business and provide data on the M&E Annual HRD report. Longitudinal studies could also be used as a mechanism to get a sense of what happens to these candidates post their exit from the bursary.

Table 7: Bursaries that were awarded to non-staff members from 2021 to 2023.

National and Provincial Administrations	2021-22	2022-23	Total
Eastern Cape	114	552	666
Free State	868	533	1401
Gauteng	138	453	591
KwaZulu-Natal	367	269	636
Limpopo	526	366	892
Mpumalanga	172	119	291
North-West	20	4	24
Northern Cape	62	55	117
Western Cape	504	548	1052
National	1771	1684	3455
Total	4542	4583	9125

A total of 9125 bursaries were awarded to non-staff members, with 38% (3455) being awarded by the national departments and 62% (5670) awarded by the provincial administrations.

The awarding of bursaries by the departments is responding to the need to address the scarce and critical skills in the public service as well as reducing unemployment for the previously disadvantaged in society, especially the youth. It is significantly important for the departments to conduct a track and trace study on the bursary holders who have completed their studies to evaluate value for money.

Table 8: Bursaries that were awarded to serving employees from 2021 to 2023.

National and Provincial Administrations	2021-22	2022-23	Total
Eastern Cape	294	1804	2098
Free State	2887	2992	5879
Gauteng	1235	1349	2584
KwaZulu-Natal	975	779	1754
Limpopo	1890	334	2224
Mpumalanga	188	179	367
North-West	245	417	662
Northern Cape	195	272	467
Western Cape	527	594	1121
National	3518	3630	7148
Total	11954	12350	24304

A total of 24 304 bursaries were awarded to serving employees, with 29% (7148) being awarded by the national departments and 71% (17156) awarded by the provincial administrations.

The purpose of awarding bursaries to employees in the Public Service is to respond to the skills gap identified and continuously supply the skills that the departments require to achieve the strategic outcomes and outputs. Currently, there is a skills gap that exists between the skills demand and supply.

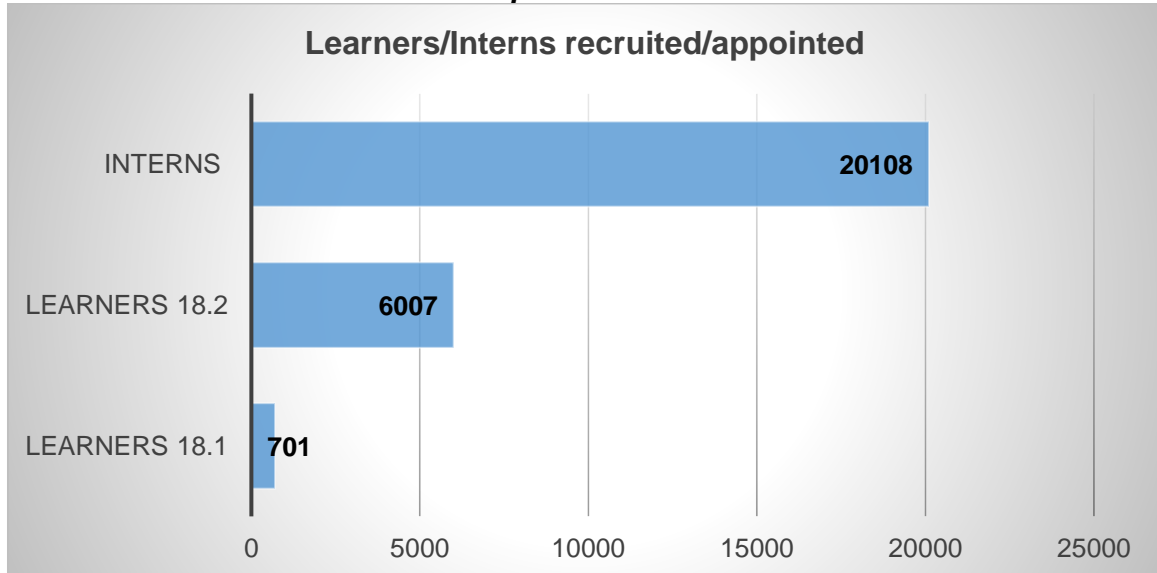
The awarding of bursaries by the departments is responding to the need to build talent pipeline to address the scarce and critical skills in the public service as well as addressing inequality for the previously disadvantaged in society. It is significantly important for the departments to conduct a track and trace study on the bursary holders who have completed their studies to evaluate the value for money.

3.9 Learners / interns that were recruited/appointed

Internships, Learnerships and Apprenticeship Programmes in the Public Service are designed to address the challenge of youth unemployment despite improved education levels which has haunted South Africa for decades. There can be many factors contributing to the problem of youth unemployment such as low levels of education, lack

of work experience and/or skills that are required in the labour market. It is hoped that these programmes will assist in facilitating entry into the labour market.

Figure 8: Learners / interns were recruited / appointed in National and Provincial Departments



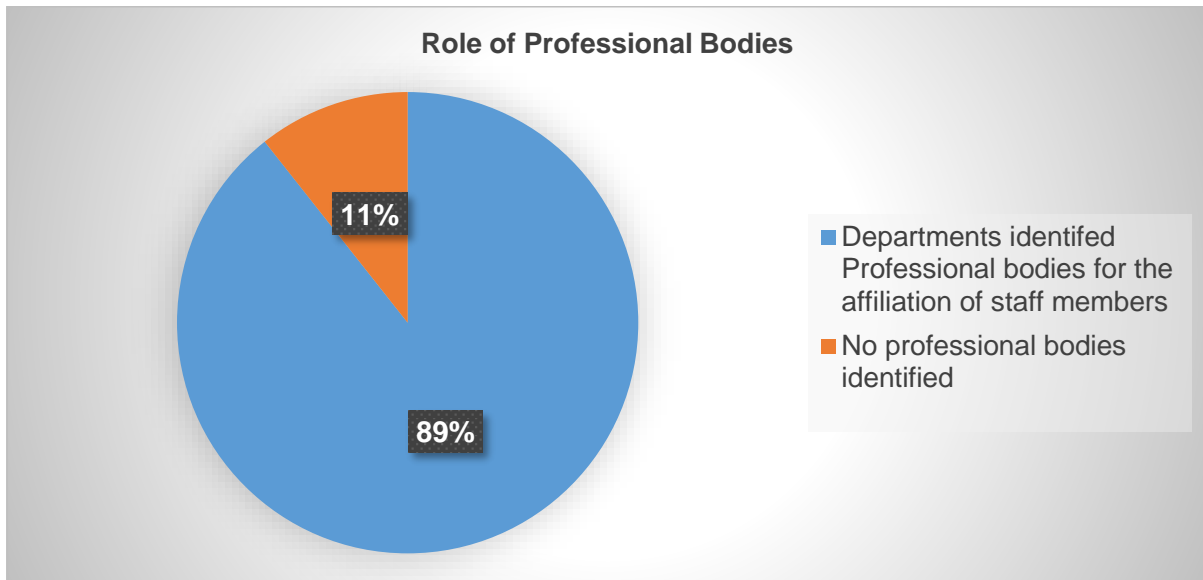
A total of 26816 learners and interns were recruited by national departments. This number constitute 3% (26816/821074) of the staff establishment of all departments which had submitted their reports. Out of a total of 26816 there were 20108 interns and 6708 learners recruited.

There's a need to investigate causes for the limited number in the uptake of interns and learners during 2022-23.

3.10 Professional Bodies that have been identified for the Affiliation of Staff Members

Professional bodies and councils have a rich history of experience in certifying qualifications and maintaining standards in their respective professions. There are many professional bodies represented in the various occupational classes of the Public Service. Professional bodies play a more active role in educating members of their profession who are public servants and they seek to apply and enforce the standards of their profession in the performance of Public Servants.

Figure 9: Identified Professional Bodies for the affiliation of staff members

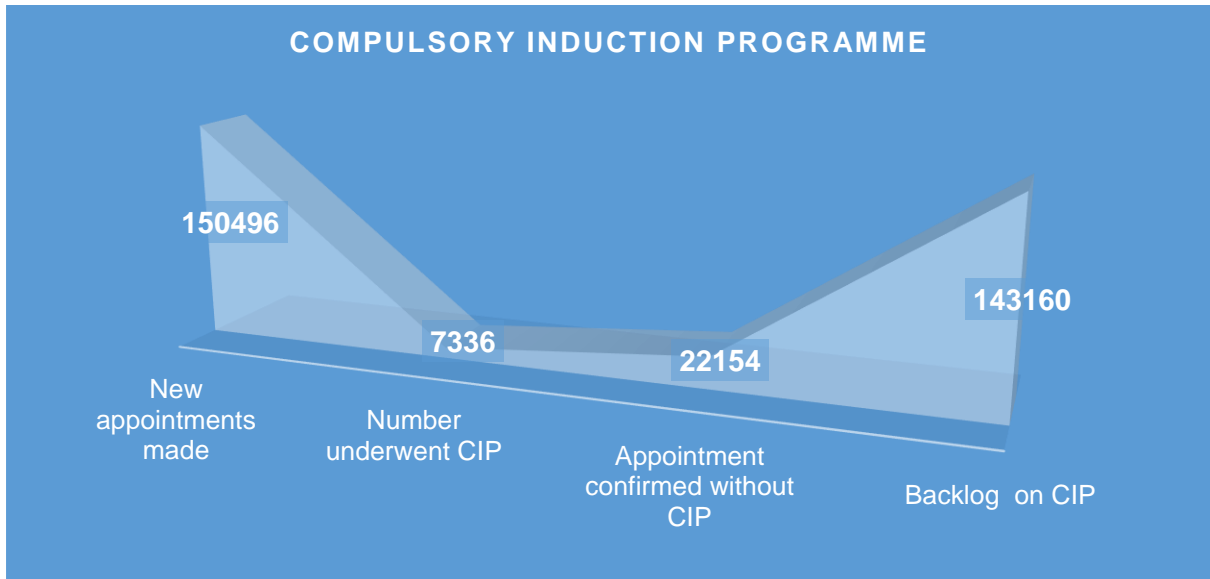


On average, where departments have requirements of occupations that need professional registration, most staff members are affiliated to their respective professional bodies that are in line with their professions. The national and provincial departments have an average of 89% of departments who identified professional bodies for the affiliation of staff members and only 11% of departments who could not identify professional bodies for the affiliation of staff members during the reporting period.

3.11 Number of Employees that Underwent Compulsory Induction Programme (CIP)

The DPSA issued a directive in 2015 on the implementation of a Compulsory Induction Programme. The Directive compels all employees who entered Public Service employment for the first time after 01 July 2012 to enrol and complete a one (1) year Compulsory Induction Programme (CIP). The Directive further states that, in order to be eligible for confirmation of probation, an employee must have successfully completed Module 1 of the CIP, within six months of his/her appointment and must have successfully completed the entire programme (five remaining modules) to be eligible for pay progression. The employee has twenty-four (24) months to complete the entire programme.

Figure10: Implementation of the Compulsory Induction Programme (CIP) by National and Provincial Departments



The total number of new appointments made is 150496 and the total number of employees that underwent Compulsory Induction Programme (CIP) during the reporting period is 7336 (5%) employees. 22154 employees had their probations confirmed without having completed the CIP Module 1 programme. The 143160 (95%) of new appointees that did not undertake the CIP in the period under review is very high and requires urgent intervention by departments to address this backlog as it is in direct conflict with a directive of the MPSA.

The general number of employees that underwent CIP during the reporting period, is a clear indication of the departments' partial compliance to the directive on CIP as well as the need for rapid induction of newly appointed employees on conditions of employment and the Public Service culture in departments.

Table 9: Employees that underwent Compulsory Induction Programme (CIP) from 2021 to 2023

National and Provincial Administrations	2021-22	2022-23	Total
Eastern Cape	187	463	650
Free State	473	34	507
Gauteng	454	807	1261
KwaZulu-Natal	164	120	284
Limpopo	47	16	63
Mpumalanga	24	982	1006
North-West	287	353	640
Northern Cape	6	698	704
Western Cape	2498	1843	4341
National	1935	2020	3955
Total	6075	7336	13411

The total number of employees that underwent CIP is 13 411 employees, with 29% (3955) of the national departments and 71% of the provincial administrations. The Western Cape is the highest with a total number of 4 341 and the lowest is Limpopo with a total number of 63.

In line with the number of employees underwent CIP it shows that departments partially comply to the Directive on CIP.

The CIP is aiming at helping public servants to understand Batho Pele principles and empower them with knowledge and understanding of the intrinsic values and building blocks of our democratic state and these values and building blocks of our democracy represent the cornerstone of our Constitution.

3.12 Implementation of the Revolving Door Policy

The Minister for Public Service and Administration, on the decision of Cabinet, determined with effect from 1 November 2008 the Policy and Procedure on the Revolving Door Enablers. Three enablers gave effect to the Revolving Door relationships, namely:

- a) The secondment of a Senior Manager/Head of Department to an academic or other institution;

- b) The secondment of candidates from academic or other institutions to the Public Service; and
- c) The granting of sabbatical leave to Senior Managers and Heads of Department.

The objective of this policy is to provide the enablers and relevant procedure to establish the mechanisms for movement between the Public Service and academic or other institutions and accord the privilege to a SMS member, who qualifies, to engage in special study, teaching or research (that may or may not necessarily lead to the attainment of an academic qualification) in order to improve the SMS member’s ability to discharge effectively the management duties and the service obligations in his or her Department and to enhance service delivery across the Public Service.

Figure 11: Implementation of the Revolving Door Policy

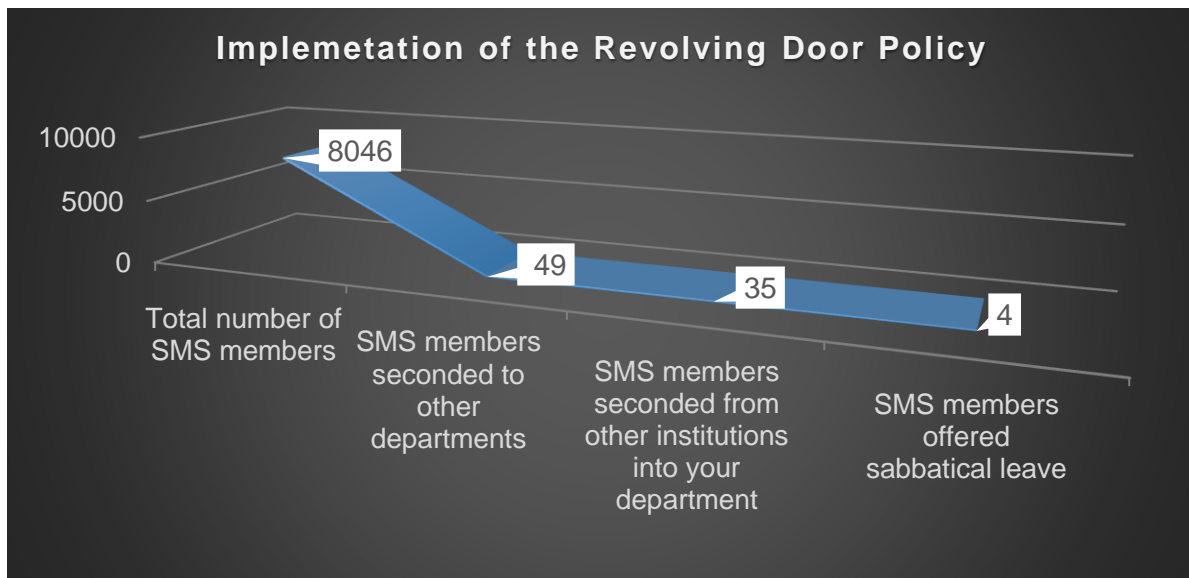


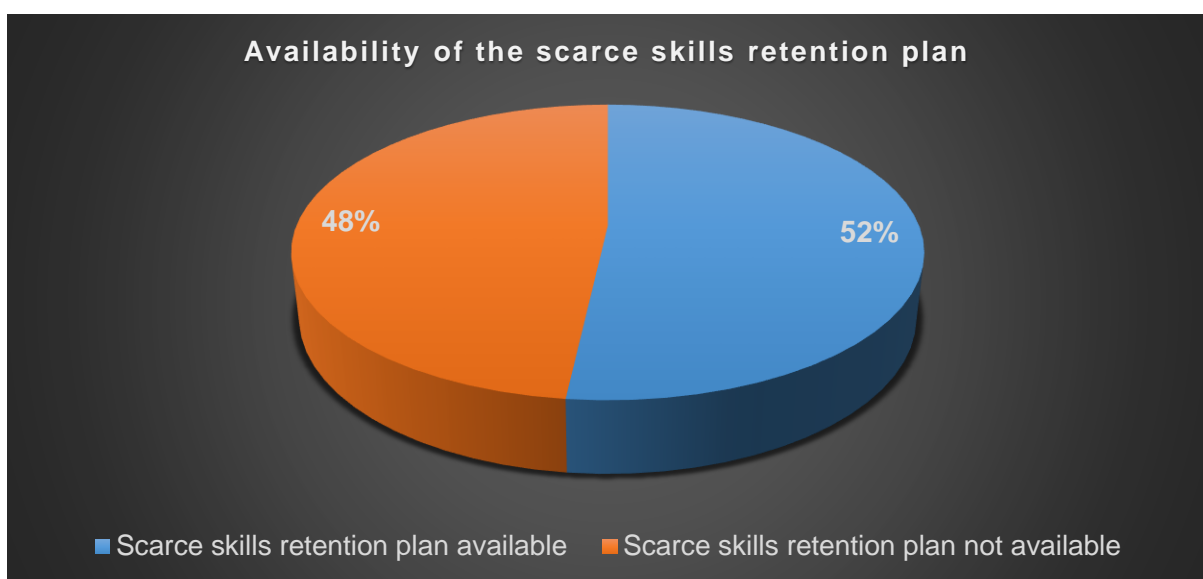
Figure 11 above, depicts the departments with a revolving door policy. As depicted above, the departments have the average of 1% (84/8046) of SMS members seconded during the reporting period under review. 49 SMS members were seconded to other departments and 35 SMS members were seconded from other institutions into departments. Only 4 SMS members were offered a sabbatical leave.

It is evident that departments are not optimally utilising the directive on the Revolving Door Policy. This is not spawning the required effect/impact on skills development in the public service, especially in the higher echelons of management and leadership. This is reminiscent that the regulation is not afforded priority by some stakeholders.

3.13 Scarce Skills Retention Plan

A Scarce Skills Retention Plan is developed and implemented within the realm of training needs analysis/skills audit as part of an important dimension of human resource provision and maintenance. As per the PSHRDSF departments are expected to have a skills retention and scarce skills plan – even as part of the HRD Strategy. All departments in the respective sectors are fully capacitated with the relevant scarce skills as well as ensuring that there is a higher retention rate in departments in the leadership cadre and in areas of scarce skills.

Figure 12: Scarce Skills Retention Plan



Scarce Skills Retention Plans compiled by all departments are presented in Figure 12 above, which reflects an average of 52% of scarce skills retention plan available during the reporting period under review.

Based on the above report it is clear that 48% of the departments do not have a plan to retain their best human resources, and this could result to a decrease of key critical and scarce skills as well as a decrease in productivity and service delivery in the public service.

3.14 Training Budget

The Minister for Public Service and Administration issued a Directive on the utilisation of the 1% personnel budget for training and development in the public service on 30 March 2012. The Directive provides a framework for the utilisation of the departmental training budget to ensure that each department spends the allocated training budget appropriately

and in accordance with Government priorities. The Directive seeks to implement Section 30 of the Skills Development Act, 1998 on 'Budget for training by Public Service employers' enjoined each Public Service employer in the national and provincial spheres of government to "...budget for at least one per cent of its payroll for the training and education of their employees with effect from 1 April 2000".

The Directive states that each government department shall set aside a minimum amount of one percent (1%) of the total department's annual personnel budget for training and development of its personnel and potential employees. The use of the 1% levy is broken into three categories of usage and the first one is 30% for SETA allocation, secondly is 20% for training and development of unemployed youth and lastly is 50% for the capacity development of serving public service employees.

Training budgets set aside by departments in relation to the percentage set in the Skills Development Act as well as the Directive, and the usage thereof.

Table 10: Training budget versus Actual amount spent in training

Departments	Personnel Budget	Training Budget	%	Actual amount spent in training	%
EASTERN CAPE	R25 926 966 462,00	R315 043 450,16	1,22%	R291 611 516,70	1,12%
FREE STATE	R15 364 868 730,00	R147 456 890,00	0,96%	R117 394 195,61	0,76%
GAUTENG	R86 728 619 835,00	R106 539 903,15	0,12%	R302 476 283,48	0,35%
KWAZULU-NATAL	R37 988 322 800,00	R293 632 333,50	0,77%	R175 089 374,23	0,46%
LIMPOPO	R50 142 308 426,00	R536 807 890,00	1,07%	R357 551 471,77	0,71%
MPUMALANGA	R33 276 494 341,00	R186 235 570,00	0,56%	R182 855 261,52	0,55%
NORTH WEST	R29 024 672 000,00	R228 090 990,00	0,79%	R209 104 777,28	0,72%
NORTHERN CAPE	R10 568 125 942,00	R100 352 036,70	0,95%	R33 473 237,04	0,32%
WESTERN CAPE	R25 784 970 492,00	R369 527 746,00	1,43%	R375 337 289,00	1,46%
NATIONAL	R85 328 796 353,00	R591 498 065.31	2,19%	R530 715 479.63	9,88%
Total	R314 805 349 028,00	R2 875 184 875.31	0,91%	R2 575 608 886.26	0.82%

*Please note that under national departments there are four departments that were excluded because of anomaly identified in their training budget reports. The excluded departments are (Employment and Labour; National School of Government; Public Works and Infrastructure and Transport).

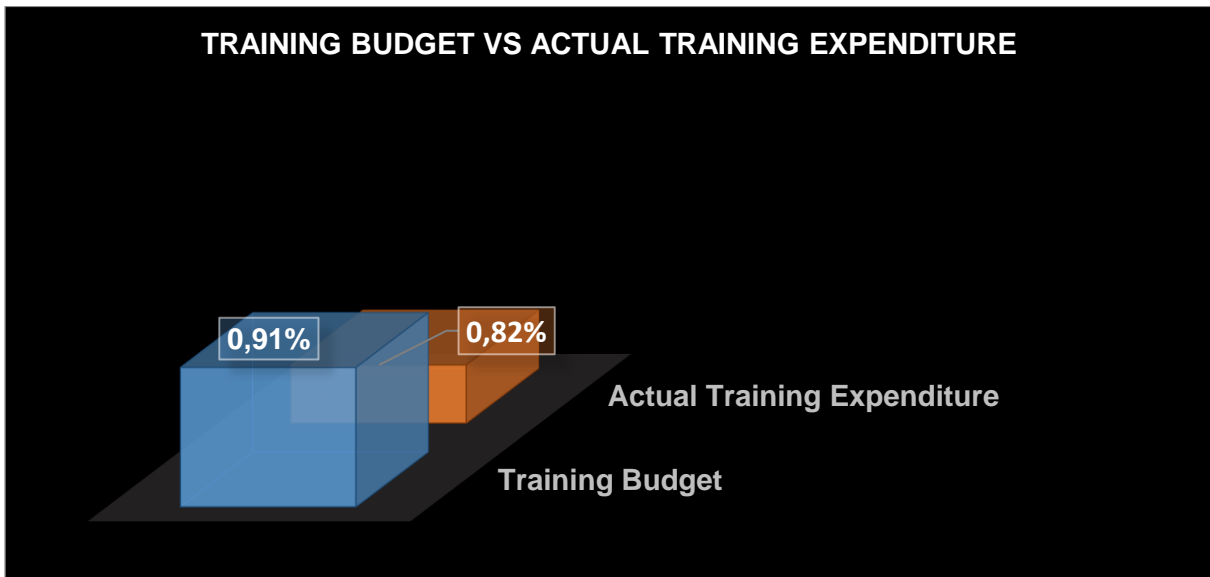
The total training budget for all departments submitted during the reporting period under review sits at R2 875 184 875, 31 (0, 91%). The total training amount spent is R2 575 608 886.26 (0.82%). The Provincial Administrations average compliance to 1 % personnel budget to the training budget is 33% (3/9) and the highest is the Western Cape Province with 1, 43% training budget followed by Eastern Cape Province with 1, 22% and lastly, is Limpopo Province with 1, 07%. The National Departments record indicated that

their training budget is below the minimum of 1% of the personnel budget, sits at the average of 0,91% of which the total amount set aside for training and development sits at R591 498 065,31.

The Provincial Administrations average compliance to 1% personnel budget to the actual amount spent in training is 22% (2/9) and the highest is the Western Cape Province with 1,46% training expenditure followed by Eastern Cape Province with 1,12% and all other Provinces spent below 1%. The National Departments record indicated that their training expenditure is below the minimum of 1% of the personnel budget, sits at the average of 0,82% of which the total amount spent on training is R530 715 479,63.

The above table demonstrates the amount budgeted for training and the actual usage thereof. It can be gleaned that most of the departments are non-compliant in relation to the Directive on the use of the 1% Skills Development budget. The implementation of the Directive was not effective to most of the Departments during the reporting period under review. It is important that investigations be conducted to identify contributing factors for the departments to have spent below 1% of their personnel budget on training and development.

Figure 13: Budget Percentage allocation in terms of the Skills Development Act and use thereof



Comparing training budget versus actual training amount spent on training and development reflected in figure 13 above which depicts that 0,91% of a recommended 1% training budget was set aside for training and development and 0,82% was actually spent on training and development during the reporting period under review.

It can be deduced that there is a noticeable difference between the amount budgeted for training and the actual usage thereof. The disaggregated data reveals that planning for training is poorly coordinated and that most of the departments are non-compliant in relation to the Directive. Skills development funds are not fully used for training purposes for the right people at the right time. The data that is collected is also not indicative of use against the prescribed limits contained in the directive and a recommendation is that either the tool be adjusted to contain the same or a new tool be developed to collect the data required for analysis purposes.

The departments are expected to comply with the Directive on the utilisation of the 1% personnel budget for training and development in the Public Service and to ensure that the training budget is ring-fenced for training purpose only.

Table 11: Training budget from 2021 to 2023

National and Provincial Administrations	2021-22	2022-23	Total
Eastern Cape	R21 147 000,00	R315 043 450,16	R336 190 450,16
Free State	R1 303 744 451,63	R147 456 890,00	R1 451 201 341,63
Gauteng	R500 067 688,66	R106 539 903,15	R606 607 591,81
KwaZulu-Natal	R570 350 214,98	R293 632 333,50	R863 982 548,48
Limpopo	R461 590 312,87	R536 807 890,00	R998 398 202,87
Mpumalanga	R111 671 604,00	R186 235 570,00	R297 907 174,00
North-West	R138 299 520,00	R228 090 990,00	R366 390 510,00
Northern Cape	R31 274 995,00	R100 352 036,70	R131 627 031,70
Western Cape	R247 074 423,00	R369 527 746,00	R616 602 169,00
National	R696 957 907,94	R591 498 065,80	R1 288 455 973,74
Total	R4 082 178 118,08	R2 875 184 875,31	R6 957 362 993,39

The total training budget at R6 597 362 993.39, with R1 288 455 973.74 from the national departments and R5 668 907 019.65 from provincial administrations. The period 2021-22 has the highest budget of R4 082 178 118.08. Free State has the highest training budget of R1 451 201 341.63, and Northern Cape has the lowest training budget of R131 627 031.70.

Table 12: Training Expenditure from 2021 to 2023

National and Provincial Administrations	2021-22	2022-23	Total
Eastern Cape	R21 308 018,29	R291 611 516,70	R312 919 534,99
Free State	R98 298 319,47	R117 394 195,61	R215 692 515,08
Gauteng	R85 961 839,50	R302 476 283,48	R388 438 122,98
KwaZulu-Natal	R224 160 848,07	R175 089 374,23	R399 250 222,30
Limpopo	R264 955 653,57	R357 551 471,77	R622 507 125,34
Mpumalanga	R126 546 351,75	R182 855 261,52	R309 401 613,27
North-West	R122 703 137,26	R209 104 777,28	R331 807 914,54
Northern Cape	R28 017 276,71	R33 473 237,04	R61 490 513,75
Western Cape	R254 239 262,00	R375 337 289,00	R629 576 551,00
National	R537 476 002,55	R530 715 479,63	R1 068 191 482,18
Total	R1 763 666 709,17	R2 575 608 886,26	R4 339 275 595,43

The total amount spent in training sat on R4 339 275 595.43, with R1 068 191 482.18 from the national departments and R3 271 084 113.25 from the provincial administrations. The period 2022-23 has the highest training expenditure of R2 575 608 886.26. Western Cape has the highest training expenditure of R629 576 551.00 over a two-year period of 2021-22 & 2022-23 and the Northern Cape has the lowest training expenditure of R61 490 513.75.

In comparison between the budgeted amounts and actual spent for each province and the national departments over a period of 2021-22 & 2022-23. Some provinces under spent thus the Free State, Gauteng, Limpopo, Northern Cape as well as national departments.

The misalignment between the training budget and the training expenditure demonstrates that departments are non-compliant in relation to the Directive on the utilisation of 1% of the personnel budget was not effective to most of the provincial administrations over a period of 2021-22 & 2022-23. Another reason for under spending on training is poor planning as well as the training budget not ring fenced for training and development only.

3.15 Monitoring expenditure on training

For departments to effectively implement the utilisation of the 1% personnel budget for training and development in the Public Service it is important for them to ensure that policies and structures are in place to monitor expenditure in training and measure the impact of training.

Figure 14: Monitoring expenditure on training

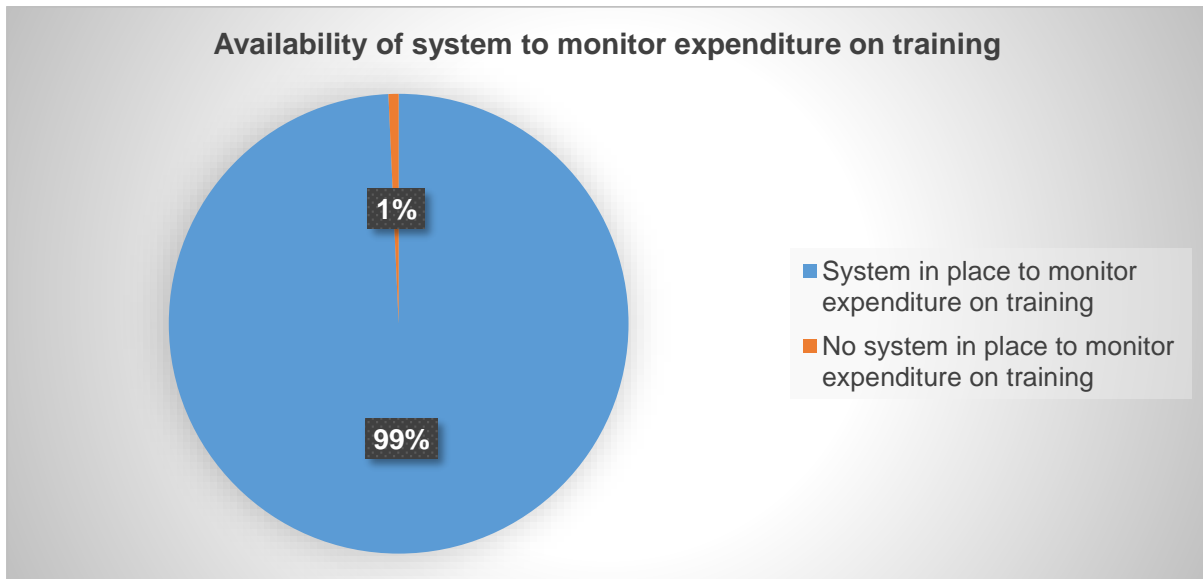


Figure 14 presents an indication of departments with systems in place to monitor expenditure on training. There has been a 99% compliance by Departments who indicated that they have monitoring systems in place during the period under review.

By observing at figure 14 above that demonstrates *Monitoring Expenditure on Training*, it is deduced that departments are compliant in relation to the regulation. There is effective monitoring of expenditure on training across the Departments, however the next step that needs to be introduced is that of determining the Return on Investment (ROI).

3.16 Measures of Impact of Training

The national and provincial departments should continue to review and evaluate the impact and outcomes of training and development programmes in their departments. This evaluation practice further ensures that the training programmes are aligned with the policies and regulations that governs its functions.

The purpose of workplace training and development programmes is to improve the performance of employees as individuals, and that of the department as a whole. It is important to assess whether the department's investment on training has been productive

and to what extent and this can be determined through the use of baseline assessments vs post course training/learning gains, including the use of Application of Learning Studies.

The delivery of high quality training requires a combination of quality developed qualifications, quality aligned learning tools/materials and accredited training providers who possess sound skills to deliver excellent quality training. Maintaining quality in these critical areas ensures that the trainees produced are equipped with quality skills to enhance performance and increase productivity.

Each department should ensure that policies and structures are in place to measure the impact of training. The below figure 15 is showing the availability of systems in the department to measure the impact on training

Figure 15: Systems to Measures the Impact of Training

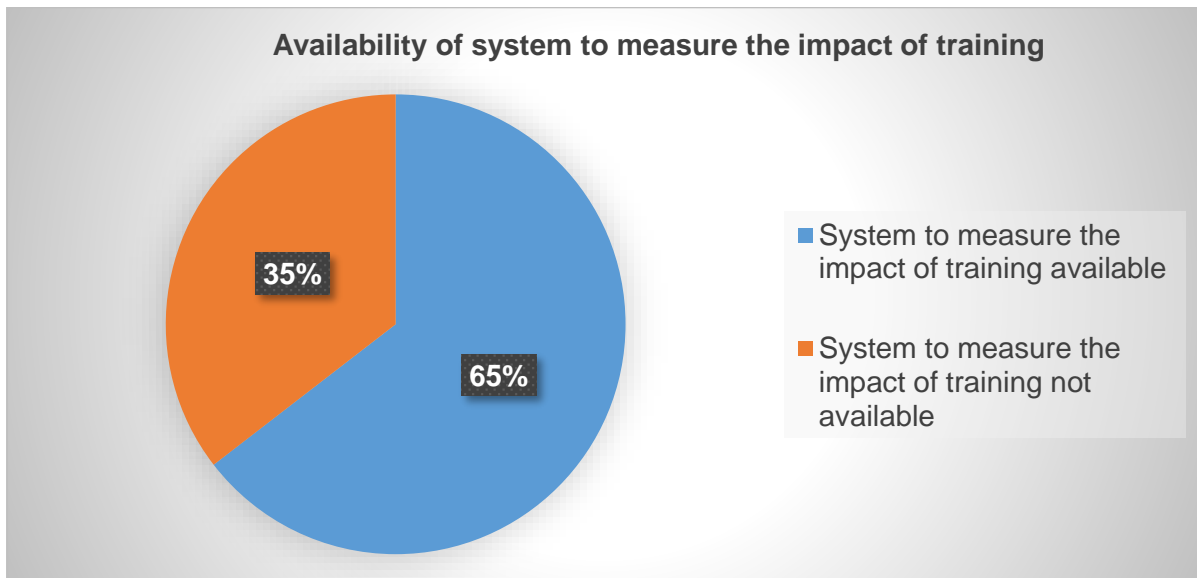


Figure 15 above is showing departments that have systems in place that could measure the impact of training which sits at the average of 65% while the departments who do not have systems available to measure the impact of training are sitting at the average of 35%.

It is important that departments who do not have systems available to measure the impact of training should start prioritising the development of the system to be able to account on the Return on Investment for the training that is taking place.

3.17 Presence of Monitoring and Evaluation System for HRD

Monitoring and Evaluation (M&E) is a means of ensuring accountability and strategy for tracking progress. It is one critical aspect of an effective HRD function and a core responsibility in governance.

Departments are expected to ensure that HRD is effectively monitored and evaluated and that structures and processes are set in place to monitor the impact of all investments in training.

Figure 16: Monitoring and Evaluation System for HRD

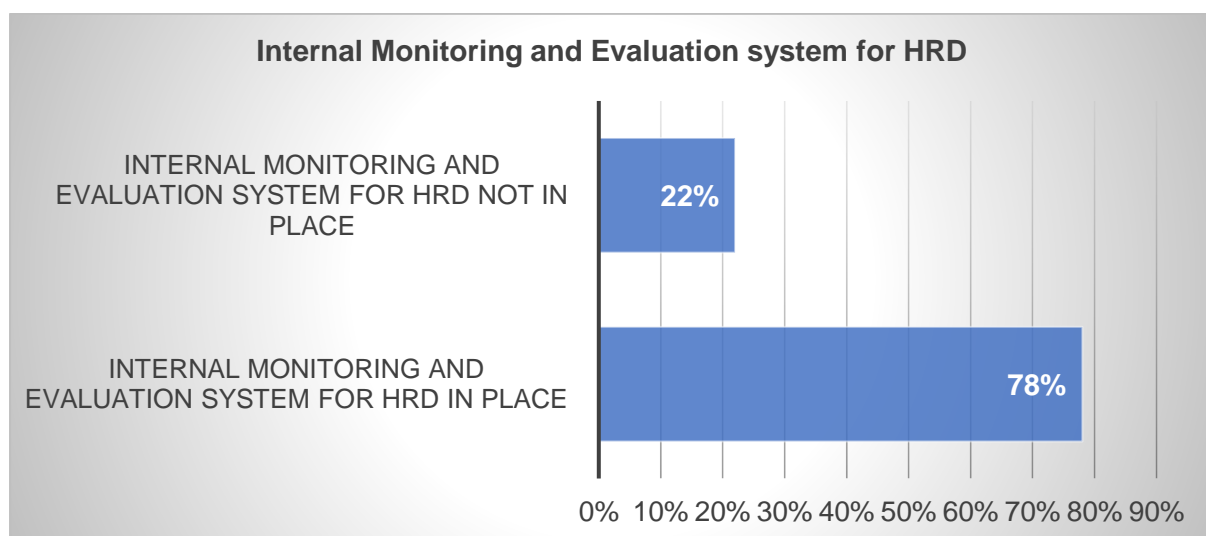


Figure 16 above, depicts that the departments that had an internal Monitoring and Evaluation system for HRD for the duration of the reporting period had an average of 78%. The departments who did not have the internal Monitoring and Evaluation system for HRD for a duration of the reporting period had an average 22%.

The departments' report on the internal Monitoring and Evaluation systems is fairly good in the reporting period under review. Again, this practice emphasises the importance of the role and responsibility of the HRD units in the departments and the value of training and development in the public service.

4. KEY FINDINGS

Compliance HRD reporting: The objective of the report is to assess status of compliance on the implementation of Public Service – Human Resource Development Strategic Framework. A quantitative analysis of HRD reporting data was undertaken. Data provided was not validated and the integrity of data remains a concern. Overall compliance on HRD reports submitted is at 92% which shows a significant improvement on compliance. The extension was granted to departments to submit their outstanding HRD reports, which contributed to the result in improved rates of submission. In order to enable monitoring of compliance to the PS-HRDSF, all departments must be compelled to submit their HRD reports. Reporting of HRD initiatives remains a mandatory requirement for the national and provincial departments.

Data and analysis: The data provided in the HRD reports is showing a significant improvement in relation to submission rates, however there is a lower level of compliance on training budgets and training expenditure, Bursaries awarded, internship, learnership programmes, Adult Education and Training programme as well as the Compulsory Induction Programme.

Planning and Reporting: The quality of HRD implementation plans and Monitoring and Evaluation reports remains a challenge. HRD planning is not firmly grounded in the quantitative skills requirements and gaps identified in HRD Plans and WSPs. And lastly, it is difficult to establish the extent to whether M&E reporting is aligned to the respective HRD implementation plan. This is normally correlated through validation and triangulation of the data to be able to eliminate bias or corruption.

Training budget: It is discouraging to note that the actual amount spent on training as well as the budget set aside for training are below 1 % minimum personnel budget as regulated.

The data presented is showing that departments do invest considerable amount of their resources on training and development. There are however discrepancies between the budgeted amount set aside for training and the actual amount spent on training. The budget that is allocated for training and development by departments could serve as a proxy indicator for human resource development planning in departments. It means that any misalignment between the budgeted amount and the actual amount spent on training

may be a reflection of poor planning as well as inadequate execution of plans within human resource development.

Measure impact of training: Based on the data provided it was difficult to determine the quality of training provided and whether the training interventions have impacted the performance of recipients. Because the outcomes of training and development interventions are often not monitored and measured, thus making it impossible to assess the actual impact on productivity and ultimately service delivery.

Implementation of Internships, Learnerships and Bursaries: In line with the data provided it was found that internships are mainly used more frequently than learnerships. It is important to note that the implementation of the internships is a good achievement and is particularly significant given the high unemployment rate among young people in South Africa. But it is however equally important to note the concerns that internships are not supported and guided by a sufficiently strong learning framework and that interns are often used to carry out administrative work without the expected structured on the job learning opportunities.

The report does not provide clear evidence that the interns were recruited into scarce and critical areas to develop pipeline prospective high calibre future employees. Notwithstanding that the objective of internships is to provide an opportunity to gain the necessary skills and work experience.

There is no evidence that departments are awarding bursaries to address scarce skills and talent management priorities.

5. RECOMMENDATIONS

To a large extent, the following recommendations were drawn from key findings. The above challenges identified under findings need attention for intervention. The following interventions are identified as recommendations to improve the status quo of the implementation of PS-HRDSF:

It is recommended that the HRD reporting protocols be strengthened in order to enable more specific and credible reporting of training and development to ensure monitoring of compliance to the implementation of the PS-HRDSF, all national and provincial

departments must be compelled to submit their HRD reports before or on the due date to allow enough time for analysis.

Compliance to the submission of reports has moderately improved and the need is to focus more on improving the quality as well as delivery against plans and how these align to service and departmental priorities need to be evaluated.

Office of the Premier should collate HRD reports and conduct quality assurance to ensure data verification and validation before submitting to the DPSA.

The minimum of 1% training budget should be ring fenced and used according to the 2012 DPSA Directive (30% SETA allocation; 20% - unemployed individual; 50% employee skills development).

- There is a need to ensure that a detailed report is provided in the event that there is under-expenditure on training and development and reasons for this should be provided (for example, where funds have been re-directed to other priorities). More data needs to be collected through a separate study to be able to understand why this is so and what measures need to be put in place to ensure compliance against the Directive on the use of the 1% training budget.

Departments should strengthen the implementation of the internship and learnership programmes as part of developing skills amongst unemployed individuals and to ensure compliance to the utilisation of the 1% personnel budget for training and development in the Public Service.

Standards should be set for the ratio of HRD practitioners to staff, against which measurements can be undertaken to determine the level of compliance or deviation and why this occurs.

A study on the structure and composition of HRD units and staff should be undertaken to determine competency and capacity of the units to be able to deal with the requirements of the HRD Strategy for the Public Service. This could take the form of a skills audit process.

The move from output measures to outcome and impact related measures is required in order to assess the return on investment in training and development within the Public Service sector. Departments should be requested to undertake Application of Learning

Studies to determine the learning gains made as well as determine the transferability to the workplace.

There is a need to empower HRD practitioners through workshops, and stakeholder engagement sessions to be able to effectively implement HRD directives, frameworks, and policies for them to be fully equipped to support departments in improving service delivery and addressing scarce and critical skills.

6. CONCLUSION

The overall aim of the report was to assess the compliance of government departments to the implementation of the PS-HRDSF and other HRD policies and directives for effective and efficient service delivery as well as enhance performance of public servants in the Public Service.

It is important to acknowledge the progress made by national and provincial departments on the implementation of the PS-HRDSF with regards to coordination of training and development, however some HRD challenges were identified as reflected in the findings and recommendations and they show that there are some inconsistencies, and gaps that need to be attended to with some sense of urgency and organisational readiness.

Finally, it is imperative that the PS-HRDSF and the implementation tools be reviewed and revised.