

Human Resource Development **For the Public Service**

Strategic Framework **Vision 2015**

HRD Resource Pack: Part 3



the dpsa

Department:
Public Service and Administration
REPUBLIC OF SOUTH AFRICA

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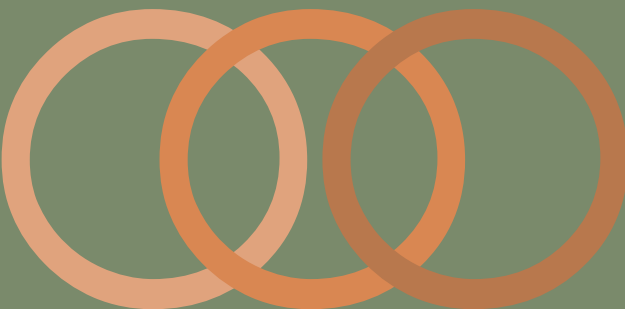
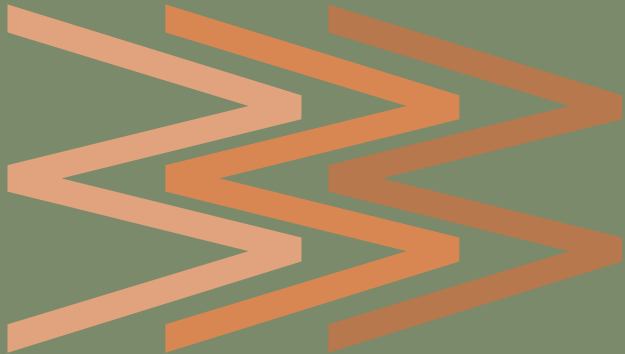
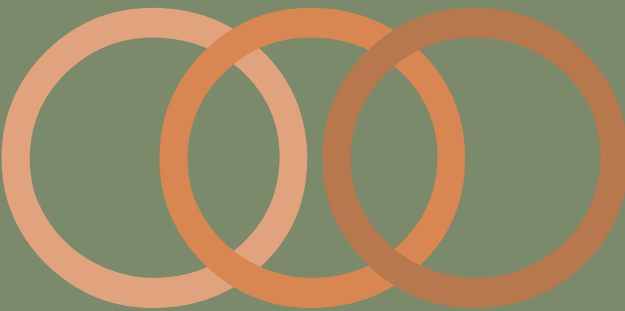
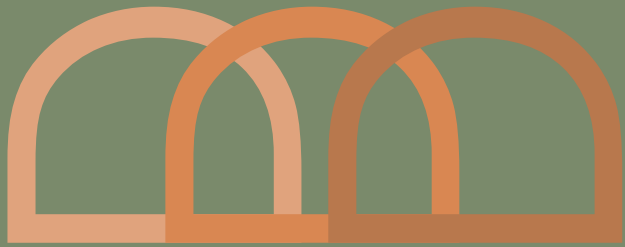
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FOREWORD BY THE MINISTER

The Public Service is the vehicle through which the Government fulfils its promises by “*securing the wellbeing of the people of the Republic*”. The effective performance of public officials and the capacity of departments to deliver services, are both critical to all aspects of Government’s agenda for transformation and development . The capacity to deliver lies in the ability of public servants to undertake their assigned responsibilities as public officials, with the necessary level of skill, knowledge, experience and commitment to serve and perform to the best of their ability. A Human Resource Development (HRD) Strategy is seen as central to developing this capacity, and is embraced as fundamental to the agenda of enhancing service delivery.

The importance of any HRD Strategy is justified, not only by the inherited culture of training in the Public Service, but also by a legacy of historical socio-economic challenges including a disparate education and training system . The urgency of the Government’s development agenda as it is reflected in ASGISA, JIPSA and in the numerous Provincial Growth and Development initiatives are an endeavour to address the historical backlogs in service delivery and removing the red-tape in any complex policy frameworks. In order to build this capacity, our approach to training and development must change. It must be less fragmented and less prescriptive, but more practice-oriented, more logically sequenced and more responsive to the changing structures, needs and requirements within the environment in which we serve and promote a positive workplace learning environment .

The *HRD Strategic Framework Vision 2015* , is presented here as a blue print for action and rests on four distinct pillars relating to the following initiatives :

- Capacity Development
- Organisational Support Systems
- Governance and Institutional Development
- Economic and Growth Development

It represents the human capital development value chain which focuses on the development of the individual, the organisation, the network of organisations both horizontally and vertically and lastly the economic environment locally, regionally, continentally and globally.

This revised HRD strategy is presented to you with the hope that every employee in the Public Service will renew their commitment to serve, restore their motivation to excel, and rekindle their will to consistently develop their own capacity to contribute to our national agenda of ensuring a continuous pipeline of competent and committed, contributing and productive employees.

Geraldine J Fraser-Moleketi



The Hon. Geraldine Fraser-Moleketi
MINISTER FOR PUBLIC SERVICE & ADMINISTRATION





OVERVIEW

The **National Human Resource Development Strategy** under the auspices of the DoE - addresses the **supply of human capital to meet broader societal & economic needs** of South Africa.

The Strategic Framework for the Development of Human Resources in the Public Service is a sub-system of a larger human resource development framework which addresses the focused demand for human resource development in the Public Service.

Here, human resource development in the Public Service is defined as those efforts undertaken by organizations to ensure that employees are well prepared to undertake their responsibilities and grow into viable careers, thereby adding value to the productivity and service of their organizations, the motivation and performance of their peers and the attainment of the overall vision of the developmental state. In doing so, organizations seek to ensure that the right people are prepared at the right place, at the right time and for the right positions to which they can readily contribute.

The Human Resource Development Strategic Framework for the Public Service represents yet another milestone in the continuing effort of Government to enhance the performance and service delivery of the Public Service through its people. This ongoing process to enhance the capacity of people in the Public Service is set against the significant needs that exist in most of our communities for basic services which will enable them to live a better life for all. In light of the existing backlogs in every dimension of public responsibility, and because of the persistence of social challenges such as poverty, crime and unemployment, among others, enhanced service delivery has become ever more important on the public policy agenda.

The realisation that enhanced service delivery in the Public Service depends largely on the capacity and performance of people is not new. It was on this basis that the White Paper on Public Service Training and Education (WPPSTE, 1998) recommended the development of a coherent and coordinated Human Resource Development Strategy for the Public Service, and thereby established the foundation of a new and more vigorous approach to developing the capacity of people to perform. The first HRD Strategy for the Public Service was prepared and launched in April 2002 to cover the period 2002-2006. Its intent was to initiate and support a more holistic approach to HRD, and to establish the foundation for a more responsive and cohesive approach to capacity development in the Public Sector. Since the year 2006 marked the end of this initial effort, it was necessary to initiate yet another phase of strategic interventions in order to enhance HRD in the Public Service. A thorough initiative to revise the existing HRD Strategy was therefore undertaken.

As a result, the process which resulted in the current Strategic Framework for HRD in the Public Service was initiated in November 2006. The process started with a review of the previous HRD Strategy for the Public Service (2002-2006), and, based upon its findings, a new Strategic Framework was formulated to continue the evolving process of building and transforming the Public Service through developing the capacity of its people to perform. This overview seeks to summarise the findings of the research review process, outline the core elements of the Strategic Framework and highlight the plans that are being established to promote successful implementation.

WHAT PROGRESS HAS BEEN MADE?

Overall, there is a sense that HRD in the Public Service has moved significantly forward. Practitioners in the field are generally more capable; HRD planning and management are more needs-based and outcomes-oriented, but not sufficiently so; the policy framework is more thorough and facilitative of transformation, and, among others, there is a wider range of training options and more access to training.

The extent to which education and training leads to improved performance and enhanced service delivery is still subject to question. In essence, there is a general view that, in spite of progress in the field, capacity development in the Public Service has only just begun to make in-roads on performance and service delivery. The limited progress observed has resulted from some of the traditional challenges in HRD which still persist. These challenges are reviewed below in terms of the typical areas in which these challenges have traditionally arisen. The review presented here is brief since more details are available in Part 2 of the Resource Pack.

Policy Frameworks

On the whole, the policy framework for HRD in the Public Service is well advanced. There is guidance on the general operational issues which affect performance. However, gaps still exist at a more practical and institutional level. There is lack of uniformity in strategies and plans; training expenditures are not properly monitored; and there is little follow through to link training and performance, for instance. In this sense further policy refinement is needed at the level of institutional operations and performance. But even more critical in this context, is the general feeling that policies and strategies are well prepared but are rarely implemented. There is a sense that our policy focus and sophistication is not properly honoured in terms of service delivery and performance.

Organizational Structures

Organizational structures for HRD differ widely. Most HRD units are still placed low in the organizational hierarchy, and are not given priority in the strategic conversations of many departments. HRD units are still generally under-staffed; HRD operations and finance are still generally fragmented; and, the framework of responsibilities in HRD is still diverse, sometimes unclear, and generally incoherent.

There are, for instance, still gaps between HRD, HRM and PMDS; and the range of responsibilities undertaken by HRD units differs widely across departments nationally.

Quality of Training

The quality of training, overall, has improved because of SAQA unit standards, the initiatives of SAMDI, and the emergence of partnership arrangements with service providers. More learnerships, internships and bursaries are available, and there is an increased use of mentoring and coaching as a vehicle for workplace and practical learning. But training standards vary. There are still issues in terms of the workplace relevance of training content and the unavailability of a diverse base of qualified trainers. Increasingly, competency frameworks are being used as a basis for planning training and as a source of input for assessing the competencies of employees. But even here, these competency frameworks are not yet articulated into clear performance standards, requirements and contracts.

Planning and Management

Generally, HRD is more effectively planned and managed. Planning has improved because of the standards, requirements and legal expectations of Workplace Skills Plans (WSPs) and because of the increased scrutiny of the WSPs by the respective SETAs. But the overall accountability requirements of Government have also resulted in progress in this regard. More use is made of skills audits and needs assessments as a basis for planning, and more attention is given to the strategic requirements of the organization in determining the structure and content of HRD interventions. This more objective and rigorous approach, however, is not generally practiced. Training is still not linked to PDPs, and learnerships, though more available, are not always well managed. Again, the issue is not policies and strategies, but the extent to which these are successfully implemented.

Funding and Resources

With the SDA, more funds are generally available for training. But, the full allocation of funding is sometimes not used because of procurement hurdles, among other challenges. Many believe that funds could be more effectively and more strategically utilized for training purposes.

In some jurisdictions, the need is so great, that funding is still not sufficient even with the significant increases in the level of resourcing. In other organizational entities, there are complaints that skills development funds are sometimes utilized for non-training activities.

Status and Priority

The status of HRD and the priority given to HRD initiatives are still generally low. Many managers do not seem to take their HRD responsibilities seriously, and many senior managers are perceived to be unsupportive of HRD initiatives. Although there is generally an increased sense by all concerned that HRD is critical to organizational performance, that sentiment and perception are sometimes not reflected in practice and in the level of consideration afforded to the HRD components of the organization.

Accessibility

Training is generally more accessible to all levels in the organization, although there are a few exceptions. Training is still not as accessible in the rural areas because of the increased cost of delivery, the lack of training providers, and, in some cases, the unavailability of facilities. In many cases, the right people do not attend the training programmes offered. Here, the issue is the extent to which training resources are managed in a manner to meet transformational priorities. Since meeting these critical organizational priorities may pose more challenges in delivery, the course of least resistance is sometimes taken, and training is, as a result, not responsive to the needs and circumstances of the organization.

Governance

Although the appropriate structures are in place, national governance arrangements to drive the HRD strategic agenda have been lacking. While some of this is due to lack of staff in organizations with oversight responsibilities, a larger part of the issue is the lack of well defined and properly communicated governance arrangements.

While the strategic objectives and delivery requirements have been set, sufficient resources have not been made available to drive the HRD agenda through effective support, properly planned monitoring and evaluation and the establishment of clear accountability lines and structures. Governance has not been sufficiently articulated inter-organizationally so that responsibilities are

properly differentiated and undertaken at all levels of government. In this regard, responsibilities have not filtered through the respective national bodies and organizations to the respective points of action provincially, institutionally and locally.

Interpretation of the HRD Function

The meaning and interpretation of HRD differs among HRD professionals and among managers in their respective departments. While some see HRD in a broader and holistic sense as an investment in human capital to meet the organization's strategic agenda, others see HRD as merely training that is delinked from its effect on performance and productivity. Unfortunately, the perceptions of HRD are reflected in the manner in which it is organized, orchestrated and prioritized in public organizations.

One can assert therefore, that while the field of HRD in the Public Service has progressed, and while much benefit has accrued to public organizations through HRD, there is still much room for improvement. Provinces and departments have progressed at different rates depending on the level to which capacity was inherited. This HRD strategy must therefore take account of these inherent differences, and it must respond in a manner that does not further disadvantage those that are lagging behind. The greatest room for improvement is in ensuring continuity between policy provision and strategic prioritization, and in promoting successful implementation and the attainment of tangible outcomes in terms of enhanced performance and service delivery.

CORE ELEMENTS OF THE PROPOSED NEW STRATEGIC FRAMEWORK

The Strategic Framework for HRD in the Public Service stands on four pillars of strategic interventions. Based on the research review, each of these pillars represents a critical set of strategic initiatives which will further strengthen Human Resource Development in the Public Service. Each strategic pillar, and the initiatives they embody, are highlighted and discussed briefly below. The strategic framework also promotes 10 principles of action. These too are highlighted in this section.

PILLAR 1: The Capacity Development Initiatives

The capacity development initiatives of the strategy focus on “*developing human capital for high performance and service delivery*”. Capacity development is at the centre of HRD as a profession, and, as a result, it is one of the primary areas of focus here. Interventions related to capacity development sought to identify strategic interventions which could add the highest value to the public infrastructure for developing the capacity of people. Adding the highest value here means the interventions must resolve the persistent issues which compromise the process of capacity development. But in addition, interventions were also designed to set the foundation for a new era of capacity development where learning environments are created where people can assume the responsibility for developing themselves. Embodied in the capacity development pillar are eight areas of strategic interventions. These are as follows:

1. *Strengthening systems for workplace learning*
2. *Integrated ABET framework*
3. *Leadership development management strategies*
4. *A more strategic role for professional bodies – Norms, Standards & Capacity Development*
5. *Promoting learnerships, internships & traineeships*
6. *A National/Provincial Public Service Academy*

7. *E-learning for the Public Service*
8. *Fostering HEI and FETC Partnerships*

PILLAR 2: The Organizational Support Initiatives

The organizational support pillar of the Strategic Framework is presented in recognition of the fact that the services of HRD in the Public Service depend on the extent to which pertinent organizational support structures and systems are properly integrated so that they may complement and support the activities of HRD. The research review process has highlighted that many of the more persistent issues in HRD in the Public Service relate to the inadequacy of organizational support. Among the many possible interventions which could have been selected, therefore, this pillar seeks to embody those interventions which could have the highest impact in transforming the environment in which HRD is undertaken. As a result, the selected strategic interventions are those which could provide a platform to further strengthen and support a transformed HRD function.

The organizational support pillar includes 8 areas of strategic intervention as follows:

1. *Human resource planning – supply and demand management*
2. *Knowledge and information management*
3. *Performance management development systems*
4. *Promoting appropriate organizational structures for HRD*
5. *Ensuring the adequacy of physical and human resources and facilities*
6. *Managing employee health & wellness*
7. *Career planning & talent management*
8. *Mobilization of management support*

PILLAR 3: The Governance and Institutional Development Initiatives

Successful implementation of the Strategic Framework is not possible without good governance. Governance here means that the HRD Strategy Framework must be properly driven at all levels so that there is a coordinated and concerted effort in understanding shared responsibilities. Good governance here must be facilitative in its efforts to create an environment that promotes professionalism and fosters implementation success. But good governance must also promote a level of accountability which will ensure that each party meets its obligations within the strategic framework. This pillar therefore embodies strategic initiatives which add value in terms of oversight, strategic support and the promotion of professionalism in the field. The pillar on governance initiatives embodies 7 areas of strategic intervention as follows:

1. *Strengthening and aligning governance roles in HRD (SETAs, DPSA, SAMDI/Public Service Academy)*
2. *Managing HRD policy and planning frameworks and guidelines*
3. *Fostering effective monitoring, evaluation and impact analysis*
4. *Managing the effectiveness of communication*
5. *Promoting HR learning networks*
6. *Promoting values, ethics and a professional code of practice*
7. *Utilization of the strategic role of SETAs*

PILLAR 4: Initiatives to Support Government's Economic Growth & Development Initiatives

The end result of Government's efforts is seen in the extent to which its services contribute to the lives and welfare of people. In this light, all public services are focussed on a development agenda that seeks to promote the general welfare. With this more comprehensive view, the HRD Strategic Framework cannot ignore or overlook its responsibility to enable the Public Service to more adequately contribute to an agenda of development which includes economic growth and development initiatives. This pillar therefore seeks to craft selected strategic interventions which will strengthen and streamline support for the developmental priorities of Government. This pillar embodies the following 6 strategic initiatives:

1. *Promoting ASGISA, JIPSA, EPWP, PGDP, IDPs*
2. *Integrating NEPAD, AU, regional and global programmes for capacity development*
3. *Awareness promotion of growth and development initiatives*
4. *Developing capacity to promote success in implementation*
5. *Promoting integrated and inter-sectoral approaches to developmental priorities*
6. *Responsiveness to the millennium development goals*

PRINCIPLES OF ACTION

In promoting and implementing the Strategic Framework practitioners will seek to abide by 10 principles of action. These principles are value-based understandings and considerations which are intended to promote unity of focus in guiding our behaviour, streamlining our interactions and informing our strategic choices. The principles are as follows:

1. *Ensuring a focus on employees at all occupational levels, and in all occupational classes.*
2. *Responding to the needs of designated groups.*
3. *Promoting cohesiveness and integration in structures, systems and practices.*
4. *Ensuring flexibility and adaptability so that none is constrained by the rigidity of strategic approaches.*
5. *Recognizing and responding to contextual differences so that each entity develops at a comfortable and sustainable pace.*
6. *Maintaining a performance focus so that capacity development contributes to performance and service delivery.*
7. *Responding to sectoral differences so that each sector pursues a course which takes advantage of its inherent strengths.*
8. *Building learning communities and organizations so that learning becomes a routine event.*
9. *Promoting the agenda of development so that Public Service efforts respond to the development challenges of the nation in a coordinated manner.*
10. *Promoting continuity of action through levels of Government so that the impetus of interventions in HRD is not lost and is duly reflected in the lives of people.*

PROMOTING SUCCESSFUL IMPLEMENTATION

The Strategic Framework is without value if it is not properly implemented. In this light, a concerted effort was made to promote and support the successful implementation of the HRD Strategic Framework for the Public Service. There are three main features of the implementation strategy: *an Implementation Guide and generic Annual Implementation Plan*;

an Annual Conference on Progress in Implementation which will be the basis for an Annual Performance Report; and a Quarterly Monitoring System to provide departments with the opportunity to report on progress in implementation. The approach taken in promoting the success of implementation is one that seeks to ensure that there is a balanced application of support from oversight organizations with the promotion of accountability through consistent monitoring and evaluation. In the end, successful implementation is the reward for good governance at all levels. Good governance creates an environment where success can happen.

CONCLUSION

The HRD Strategic Framework for the Public Service as outlined herein is presented as the basis upon which all HRD practitioners at all levels and in various roles can come together with a common vision and a common strategic thrust. It is presented here as a platform for cohesive and concerted effort, and as a call to action for all those whose role may contribute to the transformation of the Public Service through developing capacity in people.

Ultimately, the framework must make its mark, not in meeting technical targets and building more elaborate delivery systems, but in attaining enhanced performance and service delivery which ensures that people are well served, and that the welfare of individuals and their communities are properly secured.

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GLOSSARY OF TERMS

ABET	Adult Basic Education & Training
ASGISA	Accelerated and Shared Growth Initiative for South Africa
AU	African Union
CDW	Community Development Workers
DPSA	Department of Public Service & Administration
EAP	Employee Assistance Programme
EPWP	Expanded Public Works Programme
FET	Further Education and Training
HEI	Higher Education Institute
HRD	Human Resource Development
HRDS	Human Resource Development Strategy
HRM	Human Resource Management
HRS & P	Human Resource Strategy & Planning
JIPSA	Joint Initiative on Priority Skills Acquisition
MDG	Millennium Development Goals
MOU	Memorandum of Understanding
NLRD	National Learners' Records Database
PERT	Performance Evaluation and Review Technique
PDP	Personal Development Plans
PMDS	Performance Management & Development System
PSA	Public Service Academy
RPL	Recognition of Prior learning
SAMDI/PSA	South African Management Development Institute / Public Service Academy
SAQA	South African Qualifications Authority
SDA	Skills Development Act
SADC	Southern African Development Community
SETA	Sector Education & Training Authority
SMS	Senior Management Service
WPPSTE	White Paper on Public Service Training and Education
WSP	Workplace Skills Plan

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1. BACKGROUND AND INTRODUCTION

South Africa is currently in the process of reviewing the **National Human Resource Development Strategy**. The National Strategy aims to address the **supply of human capital to meet the broader needs** of the South African economy and democratic order.

HRDS was born out of the desire to transform the Public Service

Within the Public Sector is the Public Service, which is the country's largest employer (1.1 million employees). Guided and led by the National Human Resource Development Strategy, a Human Resource Development Strategy for the Public Service (2002-2006) was developed and implemented.

The **dpsa** has recently undertaken a review of the Human Resource Development Strategy for the Public Service (2002-2006) and has drafted a Framework for the Development of Human Resources in the Public Service: Vision 2015. The Framework addresses the urgent need for a more structured approach to human resource development (HRD) in the Public Service.

White Paper of Education and Training in the Public Service provided a framework for education and training for public servants

The initial HRD strategy of the Public Service (HRDS 2002-2006) was conceived as an instrument that would lay the foundation for building a competent, efficient and effective Public Service. The HRDS 2002-2006 was born out of a desire to transform the Public Service of our inheritance into the Public Service envisioned in the Constitution; to create a Public Service that will consolidate many systems, cultures, views and visions into one instrument for the effective delivery of services to our people. The HRDS 2002-2006 was conceived with the knowledge that it is people who will make the difference; not systems nor technology alone, and not structures, facilities or policies. Indeed, people were seen as the common denominator of success for the Public Service. But the collective capacity of human resources in the Public Service was no match for the demanding agenda of development that Government had set out to accomplish. Significant backlogs existed in every dimension of public responsibility. The developmental needs of most communities became more and more urgent. Set against a backdrop of poverty, unemployment, crime, under-education and a deteriorating social welfare, the Public Service had to gear itself to set up delivery through its people.

In light of sustained challenges and new policy initiatives HRDS 2002 had to be reviewed.

It is on this basis that Cabinet, through the White Paper on Public Service Training and Education (WPPSTE, 1998), recommended the development of a coherent and coordinated Human Resource Development Strategy for the Public Service. The WPPSTE, 1998, provided the basic framework for training and education for public servants, and sought to ensure that public servants contribute positively to the goals and objectives of the Public Service. The first HRD Strategy for the Public Service was prepared and launched in April 2002. It was launched with the theme "*Skills Development for Transformation and Service Delivery 2002-2006*". Its intent was to initiate and support a more holistic approach to HRD, and to establish the foundation for a more responsive and cohesive approach for capacity development in the Public

Sector.

The year 2006 marks the end of the period of implementation for this initial strategy. In light of sustained challenges in both service delivery and human resource development, and because of the new initiatives to which Public Service capacity development must be aligned, it was necessary to review the current HRD Strategy for the Public Service 2002-2006 and develop the basis for a revised edition of the strategy. A process was therefore established to craft a strategy that was responsive to current circumstances, committed to the original intent of transformation in the Public Service and sufficiently innovative to establish the basis for a new future in HRD. In this regard, a series of stakeholder engagements were conducted as the prime vehicle for this review, and as a critical instrument for soliciting input for revising the HRD strategy.

On the basis of these stakeholder engagements, a research report was prepared to inform the design and development of the revised edition of the HRD Strategy. This research report presented as Part 2 of the Resource Pack also served as a status check on the evolution of HRD and as an overall documentation on performance in implementing the strategy.

The revised edition of the strategy seeks to take us forward along the same path and with the same desire to transform the Public Service through its people. The revised edition of the strategy also seeks to conceptualize an approach to HRD in the Public Service that would add value to performance in the delivery of public services and create structures and processes which will ensure that its strategic provisions are honoured.

BUYER POSITIVE OBJECTIVES

2. PURPOSE AND OBJECTIVES

The purpose of this document is to present the strategic framework and content of a strategy for HRD in the Public Service. The intent of the strategy is to build an efficient and effective Public Service through the establishment of the policies, structures and operational processes for developing capable and high performing employees. The purpose of this revised edition of the HRD Strategy is to consolidate the gains of the past and respond to the circumstances which must exist in creating the base of skills and competence in people for realising an effective, efficient and a performance-driven Public Service.

... to build an efficient and effective Public Service through policies, structures and operational processes for developing capable and high performing people

2.1 CORE OBJECTIVES

In presenting the strategic framework, this document seeks to accomplish the following core objectives.

1. *To set the HRD strategic framework in its social, economic and legal context.*
2. *To present and explain the content, structure and principles of the HRD strategic framework.*
3. *To present a framework and process for the successful implementation of the strategic provisions and requirements of the document.*

In meeting these core objectives, the HRD strategic framework seeks to:

1. *Promote and support the National Skills Development Agenda.*
2. *Ensure a continuous supply of specialist skills and promote their absorption into the Public Service.*
3. *Address the National Skills challenges at all Public Service delivery points within the Developmental State.*
4. *Ensure that there is a steady flow of appropriate and productive Public Servants in all spheres of Government.*
5. *Enable an adequate level of human capital performance in Public Service organizations that ensures effective service delivery in meeting development imperatives for which the Public Service bears responsibility.*

...to enable an adequate level of human capital performance in Public Sector organizations

CONTENT OF HR BREVET OF OPMENT

CONTEXT OF HR DEVELOPMENT

3. THE CONTEXT OF HUMAN RESOURCE DEVELOPMENT WITHIN THE PUBLIC SERVICE

“Public Service must discharge its responsibilities to the people of South Africa as a critical player in the process of growth, reconstruction and development”

There have been ongoing efforts over the last decade to build the Public Service that is envisioned in the Constitution. Over that period, initiatives have been undertaken to *“ensure that the Public Service discharges its responsibilities to the people of South Africa as a critical player in the process of growth, reconstruction and development”*.

The effort to build an effective Public Service has focused on managerial and technological modernization, the development of effective policy frameworks and systems and the enhancement of the culture and administrative practice of the Public Service. These have always been the mainstay of Public Service transformation. However, the most critical feature of these efforts has always been “raising the skills levels within the Public Service”. Here, the “focus on human resources, their development and management” has been consistently given high priority on the policy agenda; and this, not without reason. People in the Public Service are essential to enhanced service delivery, and the service delivery demands have always been high. These demands have been high because the agenda to ensure *“a better life for all”* is extensive, complex and challenging. Backlogs in service delivery still exist; poverty and unemployment continue to affect the lives and welfare of a large portion of the population; HIV and AIDS continue to affect families and communities, undermine organizational performance and reduce the productive potential of the work force. And, while the economy grows to create opportunities for all, this growth is increasingly being constrained by a low and declining skills base. Maintaining the right balance of skills in the Public Service is essential for meeting the service delivery demands of the developmental State.

Maintaining the right balance of skills in the Public Service is essential to meet Public Service demands

Building the appropriate infrastructure for maintaining an appropriate supply of capable human capital in and for the Public Service has been a challenge from the outset. This was partly due to the amalgamated nature of the new Public Service, the pre-eminence of old traditions of training, the scope of the transformation agenda, and the dearth of the appropriate range of skills which were needed to populate a rapidly expanding sector. But in addition to this, it was due to the large gap between what existed and what was desired for HRD in the Public Service. The policies, systems, infrastructure and arrangements for maintaining a steady supply of appropriate skills to the Public Service was not up to the existing and expanding requirements to ensure effective public service performance. A new agenda for HRD had to be established.

Accordingly, the agenda to strengthen the Public Service through a more focused and concerted approach to HRD became formalized with the publication in July 1997 of the White Paper on Public Service Training and Education (WPPSTE).

The White Paper sought to address the uncoordinated and fragmented approach to training and education across the Public Service, and it sought to change the field to a more demand-led, needs-based, outcomes-based and competency-based approach to training.

White Paper sought to address the uncoordinated and fragmented approach to training

The Paper essentially initiated the impetus to modernize HRD in the Public Service into a more equitable investment-oriented and performance-focused endeavour. The Paper made several recommendations in this regard. One of its recommendations was the development of an HRD Strategy for the Public Service which would embody this new approach to Public Service education and training. The strategy was developed in 2002 and was set for implementation between 2002 and 2006. But the strategy came into being within a policy and operational environment that determined its focus, its content and its prospects of success with this initial strategy. A movement began in the larger Public Service which sought to redefine the meaning, structure and requirements for HRD. This movement is best depicted in what has emerged as the legal and policy framework for the field.

3.1 THE POLICY CONTEXT FOR HRD

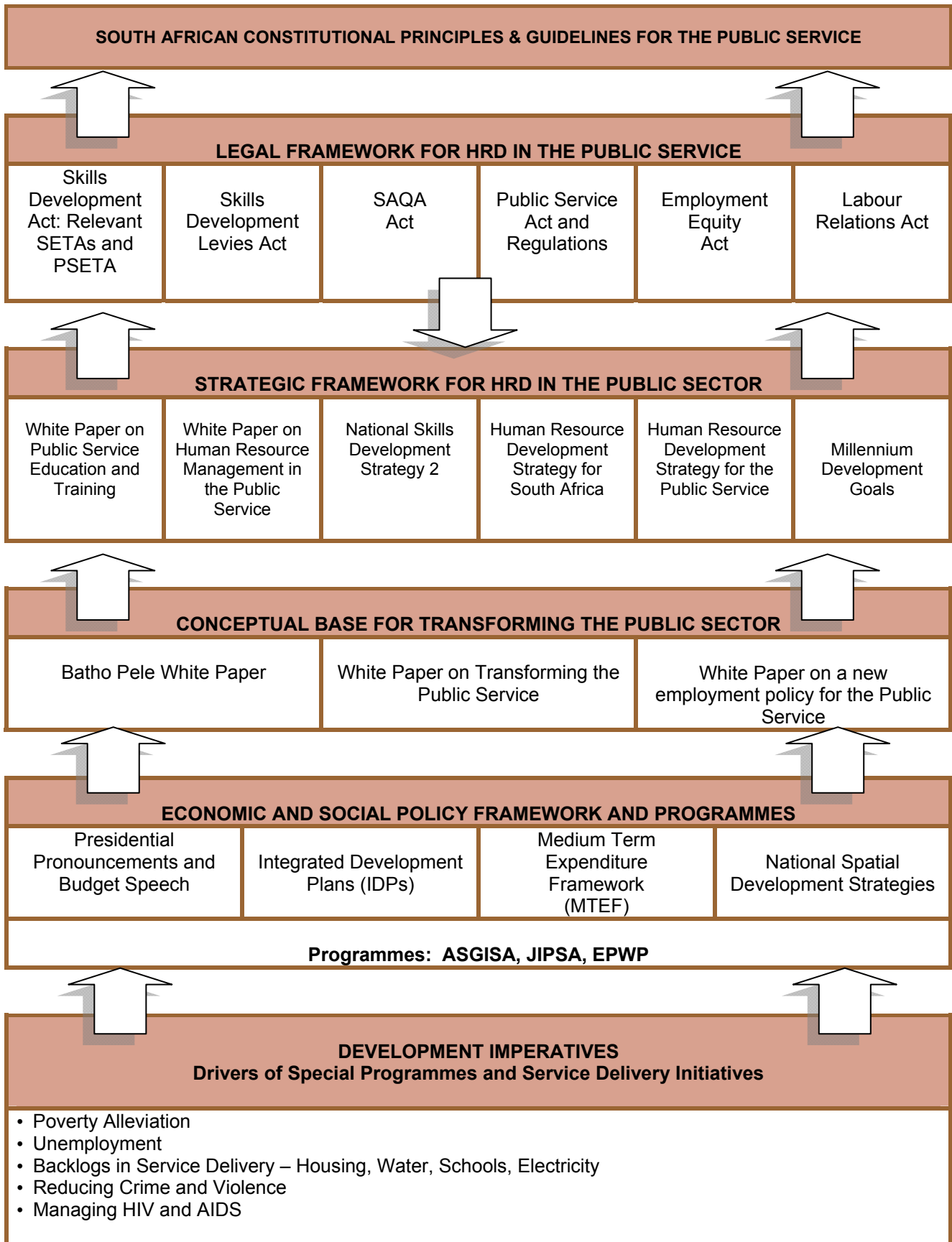
HRD in the public Service is founded upon the strategic framework for transforming the Public Service; the economic and social policy frameworks which drive Government's agenda; and the basic development and service delivery imperatives which constitute the basis for a coordinated Public Service response

Figure 1 presents an outline of the legal and policy framework for HRD. This figure seeks to illustrate that the legal and policy basis for HRD in the Public Service is founded on the vision and principles of the Constitution and driven by the developmental imperatives of the State. There are many components of this overall framework, each component seeking to honour constitutional principles and create more precise and focused operational guidelines for addressing development imperatives. Each critical component is specified in *Figure 1* and the sources of policy directives in each are noted. The key components are: the strategic framework for HRD nationally; the conceptual framework for transforming the Public Service; the economic and social policy frameworks which drive Government's agenda; and the basic development and service delivery imperatives which constitute the basis for a coordinated Public Service response. This policy field defines a broad arena of action, in general; but more so, it defines the essential reference points for effective practice in HRD for the Public Service. Understanding the purpose and meaning of HRD in the context of the Public Service, therefore, depends on the degree to which this broader Public Service agenda is understood. Human capital formation in the Public Service is essentially the effort to build the capacity of public organizations to mount a coordinated response to this comprehensive agenda of action.

3.2 THE SKILLS CHALLENGE IN THE PUBLIC SECTOR

The Public Service has approximately 1,056,244 employees representing about 9% of total employment in South Africa. As the major employer in most jurisdictions, and as a sector with significant economic impact, the Public Service must compete for the nation's skills if it must be viable. This constitutes a major challenge for public organizations as they seek to maintain an adequate skills base, especially in occupations and areas where skills are scarce.

Figure 1
THE LEGAL AND POLICY FRAMEWORK GOVERNING HRD IN THE PUBLIC SECTOR



Historical under-education affects the quality of the workforce

There are five dimensions of the skills challenge in the Public Service:

- *The effect of history;*
- *The changing nature of Government;*
- *The manner in which the supply pipeline for skills is managed;*
- *The manner in which the organization develops and manages people; and*
- *The impact of HIV and AIDS.*

Each of these has its impact on skills acquisition, development and maintenance in the Public Service. While these areas cannot be accorded the level of attention they deserve in this document, each area is addressed and briefly discussed below.

3.2.1 The Effects of History

Government must compete with the market for scarce skills

The historical legacy of under-educating a large portion of the population has had its effects both in terms of the number of qualified people, the quality of their qualifications and their ability to perform in a manner which meets the demands and expectations of the Public Service. But in addition to this, Government has had to expand its operations to create service delivery points in previously neglected areas. This has increased the need for qualified people in most occupational fields. Backlogs in the availability of qualified people, juxtaposed with the need to rapidly expand the geographic reach of Public Services are the two most critical challenges facing public organizations in meeting service delivery demands. While the expansion of education opportunities has had a positive effect on the quality and performance of the workplace over the years, the availability of skills in the right areas and in sufficient numbers continues to be a problem.

3.2.2 The Changing Nature of Government

Lack of targeted training and development programmes

The nature of Government has changed. With the increased thoroughness of policy frameworks, with improved accountability and governance requirements, and with organizational structures which have been redesigned and expanded for enhanced service delivery, there is now a higher degree of specialization in Government which requires a greater range of skills to meet the agenda of service delivery. The changing nature of Government in response to development demands and imperatives creates a dynamic environment for the acquisition, use and retention of labour.

3.2.3 The Supply Pipeline

Government generally recruits in a highly competitive market. With increased globalization and with the expansion of the economy locally, there are diverse and expanding job opportunities outside of the Public Service. In many fields, Government is unable to compete with the conditions of service and the higher remuneration packages offered elsewhere. In addition, in most fields, Government have not formulated structures and have not entered into

arrangements or agreements to ensure consistency and continuity in the supply of talent. In fact, the supply of talent is generally not well managed. This is made even worse since increased labour mobility tends to lure people away from Government, and since the experience and strategic positioning acquired by Government employees place them in high demand in the Private Sector.

...the quality of management and leadership sometimes does not foster productivity

3.2.4 Developing and Managing People

The manner in which people are developed and managed does not ensure retention and sustainability of skills. Several factors are in play here. There is a lack of targeted training and development programmes; there are no linkages between performance management, personal development plans and the content and choice of training programmes; and finally, there is a general lack of and a general inability to apply proper methods for human resource planning and forecasting. Development of people is generally undertaken without regard to performance consequences, and the quality of management and leadership sometimes does not foster productivity.

In addition to these, RPL is not used to validate informal knowledge and competencies, and there is no centrally validated competency framework which can be used to monitor capacity development in various fields.

3.2.5 Impact of HIV and AIDS

HIV and AIDS has affected the quantity and productivity of the workforce

The situation is exacerbated by the challenge of HIV and AIDS which affects the nature of the workforce through its consequences upon the infected and those who are affected. On the one hand, there is a higher attrition of talent through deaths; and, on the other, illness and the general increase in the number of leave days taken by staff has had an overall negative effect on the productivity of the workforce. It is generally perceived that HRD in the Public Service has not adequately responded to the effects of HIV and AIDS because of the fragmented nature in which HIV and AIDS is managed in most departments of Government.

3.2.6 Conclusion

The HRD strategy must ensure a steady flow of contributing and productive Public Servants.

In the end, the skills challenge for the Public Service is in both the acquisition and the management of talent to ensure that productive ends can be achieved. The challenge is in maintaining a capable, stable and productive skills base in spite of organizational and policy changes, and in spite of the effect of market forces on the nature and level of attrition. An HRD strategy for the Public Service must therefore ensure that, in spite of these circumstances, Government is able to perform, and public departments and institutions are able to ensure that services are delivered to meet core responsibilities and the imperatives of development.

3.3 WHY AN HRD STRATEGY FOR THE PUBLIC SERVICE?

... must enable human capital performance for effective service delivery ...

An HRD strategy for the Public Service is both a statement of strategic priorities and an outline of a plan of action for responding to the National Skills challenges now faced at all Public Service delivery points. In light of the circumstances of the various departments of Government in respect to their human resource capacity to deliver, and in light of the market variables which affect the availability of skills to public organizations, the role of the HRD strategy is twofold:

1. *To ensure that there is a steady flow of contributing and productive Public Servants in all spheres of Government.*
2. *To enable an adequate level of human capital performance in Public Service organizations so as to ensure effective service delivery in all spheres of Government.*

HRD progressed along well defined lines of development

The HRD strategy is therefore intended as a general guide that will enrich and enhance the capacity of the Public Service to acquire, develop and use their people in order to increase productivity and enhance the effectiveness of service delivery.

An HRD strategy is necessary to consolidate, streamline and give meaning to disparate and uncoordinated Human Resource Development undertakings in HRD; and it must serve the purpose, in the end, of enhancing performance and maximizing the delivery of service. The HRD Strategy is needed to signal the development priorities to which we must be collectively responsive.

3.4 WHAT PROGRESS HAS BEEN MADE?

The extent to which education and training leads to improved performance and enhanced service delivery is still subject to question

A strategic framework for improving HRD in the Public Service is but the continuation of a movement which begun in 1997. This movement has always been undertaken along well defined dimensions of development in HRD in an effort to rationalise and organize the HRD initiatives of the Public Service. In addition, the efforts have attempted to overcome the challenges that were faced in transforming cultures and perceptions of training which were not appropriate to the needs and circumstances of a developmental State and a transforming Public Service. It is necessary, therefore, to determine the level of progress in HRD through an assessment of the current status of the field at the end of the first wave of transformation brought about by the initial edition of the HRD strategy for the Public Service, 2002-2006. Indeed, this reflection is necessary as a basis for crafting a revised strategy that would continue the movement forward. Below, therefore, a brief sketch is provided on the perceptions of stakeholders regarding what progress was made. This assessment is derived from a comprehensive review that was conducted at the end of 2006, the end of the designated period of effect of the initial edition of the HRD Strategy for the Public Service.

FINDINGS

...capacity development in the Public Service has only just begun to make in-roads on performance and service delivery ...

Overall, there is a sense that HRD in the Public Sector has moved significantly forward. Practitioners in the field are generally more qualified and competent; HRD planning and management is more needs-based and outcomes-oriented, but not sufficiently so; the policy framework for HRD is more thorough and facilitative of transformation, and, among others, there is a wider range of training options and more access to training. The extent to which education and training leads to improved performance and enhanced service delivery is still subject to question. In essence, there is a general view that, in spite of the progress made in the field, capacity development in the Public Service has only just begun to make in-roads on performance and service delivery. Whatever limited progress has been observed results from some of the traditional challenges in HRD which still persist today. These challenges are reviewed below in terms of the typical areas in which these challenges have traditionally arisen. There are 9 areas in which HRD in the Public Service have always encountered challenges. These are as follows: the viability of policy frameworks; the appropriateness of organizational structures; the quality of courses and training provided; the adequacy and effectiveness of planning and management of HRD; the availability and sufficiency of financial resources; the status and priority given to HRD; the level of accessibility to training; the adequacy of governance arrangements and the consistency in the overall interpretation and meaning of HRD. Each of these is addressed briefly below.

3.4.1 Policy Frameworks

On the whole, the policy framework for HRD in the Public Service is well advanced. There is guidance on the general operational issues which affect performance. However, gaps still exist at a more practical and institutional level. There is lack of uniformity in strategies and plans; training expenditures are not properly monitored; and there is little follow through to link training and performance, for instance. In this sense further policy refinement is needed at the level of institutional operations and performance. But even more critical in this context, is the general feeling that policies and strategies are well prepared but are rarely implemented. There is a sense that our policy focus and sophistication is not properly honoured in terms of service delivery and performance.

Organizational structures for HRD differ widely

3.4.2 Organizational Structures

Organizational structures for HRD differ widely. Most HRD units are still placed low in the organizational hierarchy, and are not given priority in the strategic conversations of many departments. HRD units are still generally under-staffed; HRD operations and finance are still generally fragmented; and, the framework of responsibilities in HRD is still diverse, sometimes unclear, and generally incoherent.

There are, for instance, still gaps between HRD, HRM and PMDS; and the range of responsibilities undertaken by HRD units differs widely across

departments nationally.

3.4.3 Quality of Training

Quality of training has improved but standards vary ...

The quality of training, overall, has improved because of SAQA unit standards, the initiatives of SAMDI, and the emergence of partnership arrangements with service providers. More learnerships, internships and bursaries are available, and there is an increased use of mentoring and coaching as a vehicle for workplace and practical learning. But training standards vary. There are still issues in terms of the workplace relevance of training content and the unavailability of a diverse base of qualified trainers. Increasingly, competency frameworks are being used as a basis for planning training and as a source of input for assessing the competencies of employees. But even here, these competency frameworks are not yet articulated into clear performance standards, requirements and contracts.

....workplace relevant is still an issue

3.4.4 Planning and Management

Generally, HRD is more effectively planned and managed. Planning has improved because of the standards, requirements and legal expectations of Workplace Skills Plans (WSPs) and because of the increased scrutiny of the WSPs by the respective SETAs. But the overall accountability requirements of Government have also resulted in progress in this regard. More use is made of skills audits and needs assessments as a basis for planning, and more attention is given to the strategic requirements of the organization in determining the structure and content of HRD interventions. This more objective and rigorous approach, however, is not generally practiced. Training is still not linked to PDPs, and learnerships, though more available, are not always well managed. Again, the issue is not policies and strategies, but the extent to which these are successfully implemented.

3.4.5 Funding and Resources

With the SDA, more funds are generally available for training. But, the full allocation of funding is sometimes not used because of procurement hurdles, among other challenges. Many believe that funds could be more effectively and more strategically utilized for training purposes. In some jurisdictions, the need is so great, that funding is still not sufficient even with the significant increases in the level of resourcing. In other organizational entities, there are complaints that skills development funds are sometimes utilized for non-training activities.

Training more accessible but still not as accessible in rural regions

3.4.6 Status and Priority

The status of HRD and the priority given to HRD initiatives are still generally low. Many managers do not seem to take their HRD responsibilities seriously, and many senior managers are perceived to be unsupportive of HRD initiatives. Although there is generally an increased sense by all concerned that HRD is critical to organizational performance, that sentiment and perception are sometimes not reflected in practice and in the level of consideration afforded to the HRD components of the organization.

3.4.7 Accessibility

Training is generally more accessible to all levels in the organization, although there are a few exceptions. Training is still not as accessible in the rural areas because of the increased cost of delivery, the lack of training providers, and, in some cases, the unavailability of facilities. In many cases, the right people do not attend the training programmes offered. Here, the issue is the extent to which training resources are managed in a manner to meet transformational priorities. Since meeting these critical organizational priorities may pose more challenges in delivery, the course of least resistance is sometimes taken, and training is, as a result, not responsive to the needs and circumstances of the organization.

National governance arrangements to drive HRD are still lacking though structures are in place

3.4.8 Governance

Although the appropriate structures are in place, national governance arrangements to drive the HRD strategic agenda have been lacking. While some of this is due to lack of staff in organizations with oversight responsibilities, a larger part of the issue is the lack of well defined and properly communicated governance arrangements.

While the strategic objectives and delivery requirements have been set, sufficient resources have not been made available to drive the HRD agenda through effective support, properly planned monitoring and evaluation and the establishment of clear accountability lines and structures. Governance has not been sufficiently articulated inter-organizationally so that responsibilities are properly differentiated and undertaken at all levels of government. In this regard, responsibilities have not filtered through the respective national bodies and organizations to the respective points of action - provincially, institutionally and locally.

3.4.9 Interpretation of the HRD Function

The meaning and interpretation of HRD differ among HRD professionals and among managers in their respective departments. While some see HRD in a broader and holistic sense as an investment in human capital to meet the organization's strategic agenda, others see HRD as merely training that is delinked from its effect on performance and productivity. Unfortunately, the perceptions of HRD are reflected in the manner in which it is organized, orchestrated and prioritized in public organizations.

Meaning of HRD differs among practitioners and stakeholders

One can assert therefore, that while the field of HRD in the Public Service has progressed, and while much benefit has accrued to public organizations through HRD, there is still much room for improvement. Provinces and departments have progressed at different rates depending on the level to which capacity was inherited. This HRD strategy must therefore take account of these inherent differences, and it must respond in a manner that does not further disadvantage those that are lagging behind. The greatest room for improvement is in ensuring continuity between policy provision and strategic prioritization, and in promoting successful implementation and the attainment of tangible outcomes in terms of enhanced performance and service delivery.

DEFINING STRAATEGIC THRUSTS

DEFINING STRATEGIC THRUSTS

4. DEFINING STRATEGIC THRUSTS AND THE STRATEGIC AGENDA

General approach to HRDS is consolidation, realignment and integration

The general approach to the revised edition of HRDS is consolidation, realignment and integration. The strategy does not seek to introduce a host of new initiatives and promote desirable innovations, though there are many new ideas that always compete for space on the policy agenda. Rather, it seeks to consolidate gains and to facilitate and support initiatives that are already being undertaken. Innovations of 2002 are now beginning to take root. Many departments are now coming into their own and are beginning to realise the HRD enterprise that was originally envisioned for the Public Service. The strategy does not wish to break the current development impetus in the field with the imposition of new ideas which may take more time to become institutionalized. The structure of the strategy, therefore, is intended to promote the alignment and streamlining of a host of worthwhile initiatives that are currently floundering in the field of practice. Its intent is to focus on the issues which could add the highest value in the shortest time. Its intent is to build on the past, strengthen the new foundation for enhanced performance that is emerging, and provide support to maintain the momentum for those who are progressing well.

Innovations of 2002 are now beginning to take root ...

Although there is general progress in the field, it is recognized that not all provinces and departments have achieved equally in the development of HRD. It is recognized, further, that there are great variances in resource availability, organizational and human resource capacity and the viability of implementing structures. The general approach to the strategy, therefore, is to foster differential status and rates of development in HRD and to enable each entity of Government to consolidate their achievements and build further on their HRD functions from its current status. The essence of the approach is to foster excellence by first ensuring that core initiatives that are already in place are able to work.

new phase of the strategy must strengthen the foundation and provide support to maintain momentum

It is necessary to foster the essential organizational linkages and to build the core structures for HRD so that the base for excellence is well established. The HRDS, therefore, seeks first to facilitate the fundamentals before seeking to pursue innovative ideas for which some departments may not be ready. But where there is room to excel, and where there is capacity to be innovative, creativity and accelerated progress will be supported and facilitated.

It is within this general sentiment that the focus of the strategy must be further clarified. Accordingly, the strategic intent of the document is outlined in 12 strategic focus areas. These focus areas do not constitute objectives to be attained or initiatives to be undertaken. They are areas in which visible gains must be made if the field must move further forward. Each area may eventually require a host of activities in order to make a difference. The focus here is not on the activities that will be undertaken, but on the strategic intent of the HRDS. In spite of all, gains must be made in all of these areas as a

fundamental measure of successful implementation. Each of the areas of strategic intent will be discussed briefly below, and, later on, in the document all of these areas will be embodied into a cohesive strategic framework, with associated activities, for strengthening HRD in the Public Service and enhancing performance and service delivery.

4.1. Standards and Quality

Movement to more uniformity in quality and approaches

The intent here is to move from the current large variation in standards and routine practices to a more uniform quality in the means of delivery. This is not only in terms of the quality of courses and the design of training content. It is also in terms of how competencies are defined, the manner in which skills audits and needs assessments are done, the description of the responsibilities in the field of HRD, the nature of qualifications for particular jobs, the application of RPL and the management of learnerships and internships, among others. The intent here is to ensure that inequities are minimized so that some are not be able to perform better than others because of greater access to talent and greater availability of resources. All should be able to equally benefit from the technology that exists by enhancing accessibility, developing the capacity to properly use innovations and by making support available so that success remains in sight for all.

4.2. Strong Workplace Relevant Content

Focus on workplace relevance of training content

The content of courses sometimes has very little to do with the actual requirements of the job. Training traditionally focuses on the theory of job content rather than on the practical requirements for more effective job performance. As a result, the gap between training and performance widens, and an acceptable return on investment in training is hardly ever realized. The intent of the strategy, therefore, is to promote learning for enhanced practice. This will be realised in the overall design of courses, in the increased application of workplace learning strategies and in the manner in which follow through or aftercare after training is undertaken by managers in order to bridge the gap between training and performance.

4.3. Opportunities for People to Develop Themselves

The responsibility for developing the capacity to enhance one's job performance should eventually be an individual responsibility. The intent is to move more and more toward a system where people can grow themselves so that their performance can be enhanced on an ongoing basis. Traditionally, the State has assumed the responsibility for its people, and, as a result, the meaning and value of training sometimes go unappreciated and are sometimes lost. This kind of ongoing training may not necessarily be in courses, workshops or degree programmes. It will also be constituted of the many workplace learning options which could be accessed in a transformed culture of organizational learning where people take responsibility for their growth.

4.4. Governance for Promoting Success

Governance must be promoted in order to support and facilitate progress

The intent of the strategy is to promote responsible governance as a basic ingredient of success. The intent is to ensure that the necessary guidance, organizational support and programme monitoring and evaluation initiatives are put in place in order to maximize the potential for success. The intent is to use current governance arrangements to the fullest extent in order to ensure that the provisions of the strategy are adopted by the various entities of Government where necessary. While some new governance arrangements may be adopted, strengthening current governance structures will accrue significant positive results with little expenditure of additional resources. Through enhanced governance, gaps in policies will be filled; monitoring and feedback will build the impetus for progress; well placed and timely support will accrue significant benefits to HRD practitioners; and all will be held accountable for their contribution to the strategy and will be given incentives to perform.

4.5. The Sustainability of Supply

External and internal labour markets must be explored to the fullest

The supply of skills and talent to the Public Service must become less a matter of chance, and more the result of applying a set of well engineered processes, programmes and institutional arrangements that will ensure the constant availability of a wide range of skills for the Public Service. The supply stream will not be an open market, a single source or a narrow conduit for acquiring the necessary skills. There must be a wide variety of skills development and skills maintenance options that explore all technologies available, and tap into the external and internal labour markets to the fullest. Strong partnerships to ensure the security of the supply stream are at the centre of this approach. However, each option in supply management will focus on the unique needs of particular Public Sector organizations and on the actual requirements for performance in the specific jobs envisioned. The supply stream must develop and groom technical skills as well as nurture proper attitudes, values and commitment. It must also create the right work ethic among people and invest in perspectives that are of value and becoming of a developmental State. A critical area of focus here is the manner in which scarce and critical skills will be managed. This is the primary challenge in maintaining the sustainability of supply.

4.6. Retention of the Skills Base

The Public Service cannot continue to serve as the training ground for private business establishments. Measures must be taken to retain the skills base through comprehensive retention policies which address areas such as the adequacy of compensation; job design that will engender job satisfaction; more amenable job conditions, facilities and resources; competent leadership and management; and, among others, accommodation for career planning and potential prospects within the work environment. Public entities must retain

and renew talent. The effort must be comprehensive, deliberate, cost effective and focussed.

4.7. Overcoming Fragmentation

Systems which constitute or support HRD cannot continue to be fragmented

HRD in the Public Service is weakened by the extent to which it is disaggregated and compartmentalized. The intent here is to create more cohesiveness and continuity in organizational systems which are essential for the proper functioning of HRD. In particular, there should be more continuity and cohesiveness between HRD and HRM, PMDS, the development of PDPs and the exercise of initiatives in succession planning, retention strategies, health and wellness issues, and career planning and promotion, among others. In all departments there should be one point of focus for all training which is linked to the appropriate strategic initiatives to be undertaken.

4.8. Strategic Location of HRD

Training must bear fruit in performance and service delivery

In spite of all the progress that has been attained in the field thus far, HRD will not add value to Public Service delivery unless it is properly located within the organizational hierarchy of the respective departments. Strategic location has to do with structural arrangements, with the nature of staffing of HRD units and with the accommodation of HRD considerations in the strategic conversation of departments so that training solutions can become part of the programme for attaining strategic priorities. The intent here is to promote the appropriate location of HRD functions in departments so that these units can add the anticipated value to departmental performance.

4.9. An Investment Approach to Training

Partnership exploits and accrues benefits from collective capabilities

The intent here is to establish a structure of accountability so as to ensure that training bears results in performance and service delivery. Training for the sake of training is wasteful of Government's resources. Training must add value through the improvement of performance and enhanced service delivery. An investment approach to training will require sound planning to ensure the optimal development and utilization of human resources. Such planning must make use of techniques and processes which will inform and justify the decisions taken. The nature of demand must be properly calculated through skills audits and through the assessment of needs; training must be based on PDPs, and managers should be accountable for results in terms of enhanced performance; the impact of training should be measured on an ongoing basis so that the return on investment in training is known. An investment approach to training requires that capacity development be linked to the organization's strategic priorities; and it requires that capacity development choices be made on the potential of value to be added as a result of the training interventions made. The intent here is to focus the HRD enterprise, not on the means taken, but on the ends to be achieved in terms of improved performance and enhanced service delivery.

4.10. Partnership Promotion

Quick gains are achieved through the establishment of partnerships. Well designed partnerships could accrue benefit from the gains through complementing comparative advantages and exploiting collective capabilities. It is the intent of the HRDS to promote accelerated development through strategic partnerships so that the desired ends could be achieved in the most expeditious manner. Partnerships may not necessarily be limited to training, but could be extended to literally all functions and endeavours that constitute a part of HRD.

... the weak and less resourced should not be left behind to flounder ..

4.11. A Developmental Perspective

It is the intent of this strategy to ensure that a developmental perspective is used as the ideological frame for HRD structures, processes and engagements. There are two aspects of this perspective. The first is the promotion of support for and the adherence to the development agenda and the development initiatives of Government. The second is the need to engage in practices which give due regard to the status of South Africa as a developmental State. Of particular importance in respect to this perspective is that our efforts in HRD must ensure that the under-capacitated and less resourced entities of Government should not be left behind to struggle, but should be supported and assisted in their quest to develop and transform; that designated groups should not be denied opportunities but must be given access to training which will ensure their success; and, each Government entity should be nurtured on a sustainable development path from “*where they are*” in terms of resources and achievements to where they wish to be in terms of what they have envisioned for themselves and what is mapped for attainment in existing policy guidelines and frameworks. This ideological frame will also ensure that those with capabilities should be fast tracked; differences should be recognized and respected; and a higher level of support should be available to those that are furthest behind. In the end, the results that are achieved should clearly highlight that development considerations were indeed at the centre of our strategic thrusts. The results should show that our efforts to support the under-resourced, the under-privileged and the marginalized have resulted in more equity among institutions, and more evenness in the profile of achievements in HRD.

HRDS should reinforce and facilitate the provision of other strategic documents and initiatives

4.12. Continuity and Consistency in Planning

It is the intent that this strategy should be viewed and implemented, not in isolation from other plans and strategies, but in a manner that reinforces and facilitates the provisions of other strategic documents and initiatives.

This HRD strategy, for instance, is framed within NSDS II, the National HRD Strategy, SETA Sector Skills Plans, and within the agenda to transform the Public Service. But this strategy should also be the basis for provincial and departmental HRD strategies, and the HRD strategies for the respective

Provincial and departmental strategies should be linked to Provincial Growth and Development Plans

directorates and units within departments. Provincial and departmental strategies should be linked to Provincial Growth and Development plans; and, departmental strategies should be linked to Sector Skills plans and the IDPs of local municipalities, where necessary. The intent here is to ensure that there is continuity and articulation in HRD planning and delivery so that we can move more and more toward inter-sectorally integrated and articulated responses to the challenges and constraints that are faced in service delivery.

These are the areas of strategic focus which are embodied in the strategic framework to be presented here. These areas will be specified further in the strategic objectives and activities which will form the centrepiece of the revised HRD strategy for the Public Service. First, the conceptual framework which seeks to address these strategic thrusts and core areas of focus will be presented and explained.

CONCEPTUAL FRAMEWORK

CONCEPTUAL FRAMEWORK

5. A CONCEPTUAL FRAMEWORK FOR HRD

Conceptual framework is an overall picture ... a mind map of priorities

In light of the research review, and in light of the 12 strategic thrusts which have been outlined in the previous chapter, specific areas of focus have been identified as the key components of the strategy. But these components must be set in a context which gives them meaning, relevance and strategic focus. The overall context and conceptualization of the strategy is represented in the conceptual framework which is discussed as an overview in this chapter. The conceptual framework is essentially a mind map or an overall illustration of the strategy as a whole. It seeks to highlight the key elements of the strategy and will be examined in more detail in the forthcoming sections of the document. The conceptual framework is presented in *Figure 2*. In this figure, all the initiatives and priorities of the HRD Strategy are presented. This framework of priorities seeks to represent a holistic approach to Human Resource Development in the Public Service, and it seeks to identify and isolate the key components of the strategy. It is important to embody these key components holistically. A holistic approach recognizes the wholeness of each individual in the organization, and it considers the mutual dependence of all the organizational functions which are associated with Human Resources. It seeks to identify the major areas of activities for the reconstruction and alignment of HRD practice. The anticipated result of this alignment is high performance among employees and enhanced service delivery by public organizations.

Ideas have come from exemplary practice in the field

It is important to note again that the key elements of the conceptual framework were not arbitrarily selected. The array of priorities, as addressed in the conceptual framework, has been derived through a consultative process with stakeholders and through a thorough review of available documents on HRD policy and practice and its constraints and challenges. The consultation and review sought to highlight the core issues, and sought to take note of the exemplary practices which have been applied in responding to the issues and challenges of the field.

Core areas of the strategy are seen as areas in which impact is intended

Some of the priorities noted in the conceptual framework have been selected through the identification of the critical initiatives of HRDS 2002-2006 that are yet to be completed. These initiatives were included as activities that should still be pursued. It was necessary to highlight the policy priorities of Government in the conceptual framework since they showcase the legal framework as an essential point of reference. Since legal provisions generally govern practice in the Public Service, the conceptual framework presented here makes accommodation for recognizing the law through its focus on those exemplary practices in the field which have served to strengthen institutional frameworks for managing a wide array of policy mandates and structural inconsistencies and discontinuities.

The conceptual framework is used to present the key priorities of the HRD Strategic Framework. It is intended to capture the entire strategy as an overview. Here, the core elements of the strategy are seen as areas in which impact is intended. These core elements are assembled to form the essential

building blocks for creating the human capital in the Public Service that would enable high performance and enhanced service delivery.

There are three critical components of the strategy:

The vision for HRD is the state of affairs to which the HRD Strategic Framework aspires

- (i) *The vision for HRD and the manner in which this vision is communicated, institutionalized and managed;*
- (ii) *The 4 critical initiatives and the key pillars for achieving this vision, or the primary areas in which action will be taken in implementation; and,*
- (iii) *The 10 core principles for implementing the strategy which will serve as a set of guidelines for all in organizing and managing HRD interventions.*

These components must be converted into a strategic agenda of action, and must be the source from which implementation considerations are generated. In this regard, the priorities of the conceptual framework must be translated into actionable statements of intent. In order to facilitate this, *Table 1* presents each component of the strategy in the form of objectives and sub-objectives which can be used as a basis for planning and strategic action. Notwithstanding, each component of the conceptual framework is described briefly below.

5.1 The Vision for HRD

The vision for HRD is the state of affairs to which the HRD Strategic Framework aspires. It sits at the top of the conceptual framework to represent what could be attained. The vision for HRD, as noted, is the object of our efforts, the basis of our interventions and the proverbial “*journey’s end*” if the pillars of the strategy are well constructed and applied. The vision completes the strategy and helps to give it meaning. How vision can be crafted and managed in the attainment of the strategy will be explored.

The second component of the Strategic Framework embodies 4 pillars of strategic initiatives with 26 areas of action in implementation

5.2 Critical Initiatives or Pillars of Action

The second component of the strategy is the pillars of action or the critical set of initiatives to be undertaken in implementing the Strategic Framework. This component of the conceptual framework is essentially the core of the HRD Strategic Framework for the Public Service. It embodies 4 pillars of strategic initiatives and 29 areas of action in implementation. In this regard, the outline which details the content of the strategy focuses only on the 4 pillars of action in the implementation. Each of the pillars is described briefly below, and will be presented in more detail in a subsequent section. The four pillars are as follows.

5.2.1 Capacity Development Initiatives

Capacity development initiatives are represented in those activities which add value in strengthening our ability to develop human capital in public organizations. We must be able to build human capital efficiently and effectively, and the infrastructure we put in place must promote ease of access to opportunities for development for all. Most important in this regard is that

developing human capital should lead to improved performance and enhanced service delivery. The end must justify the means and the efforts made.

5.2.2 Organizational Support Initiatives

Organizational support initiatives refer to those operational aspects of the organization upon which a holistic HRD function is dependent. While these may not necessarily be HRD functions or concerns, HRD cannot be effective or efficient if these are not operating effectively. The essential foundation of effective organizational performance must be in place if HRD must be successful. The conceptual framework notes that these areas also need to be strengthened in order to add value to proper human capital formation and utilization in public organizations.

5.2.3 Governance & Institutional Development Initiatives

Governance initiatives refer to the manner in which HRD in the Public Service will be promoted, governed and supported. Governance here refers to the manner in which strategic leadership will be provided in order to ensure the successful implementation of the HRD Strategic Framework. Governance in this sense does not only refer to the roles and obligations that will be undertaken by pivotal organizations in the Government Sector; it also refers to the interventions that will be made to track progress, promote quality and integrity and assess the outcomes and impact achieved.

5.2.4 Economic Growth and Development Initiatives

Economic growth and development initiatives seek to locate human capital formation considerations in their rightful place on the development agenda of government. The central concern here is the manner in which capacity development initiatives in Government are aligned and integrated with the Government's programmes and initiatives which advance social welfare and promote economic growth and development.

5.3 Core Principles

The currently fragmented HRD enterprise will benefit from principles of action that could create unity of focus and establish a common set of priorities for making operational choices. These core principles will affect all aspects of the Strategic Framework. They are enduring themes of practice and will function as a constant reminder to us about the operational considerations that our context demands.

Because these three components of the strategy are so critical to the outcomes anticipated from the Strategic Framework, each must be discussed separately and in greater detail – particularly the pillars of the strategy which constitute the most central considerations in outlining the strategy. Each of the components of the conceptual framework will be discussed separately in the following sections of the document.

Economic growth and development initiatives seek to locate human capital formation considerations in its rightful place on the development agenda of government.

A fragmented HRD enterprise will benefit from principles of action that could create unity of focus and establish a common set of priorities for making operational choices

Figure 2.
A Conceptual Framework for the HRD Strategy for
the Public Service

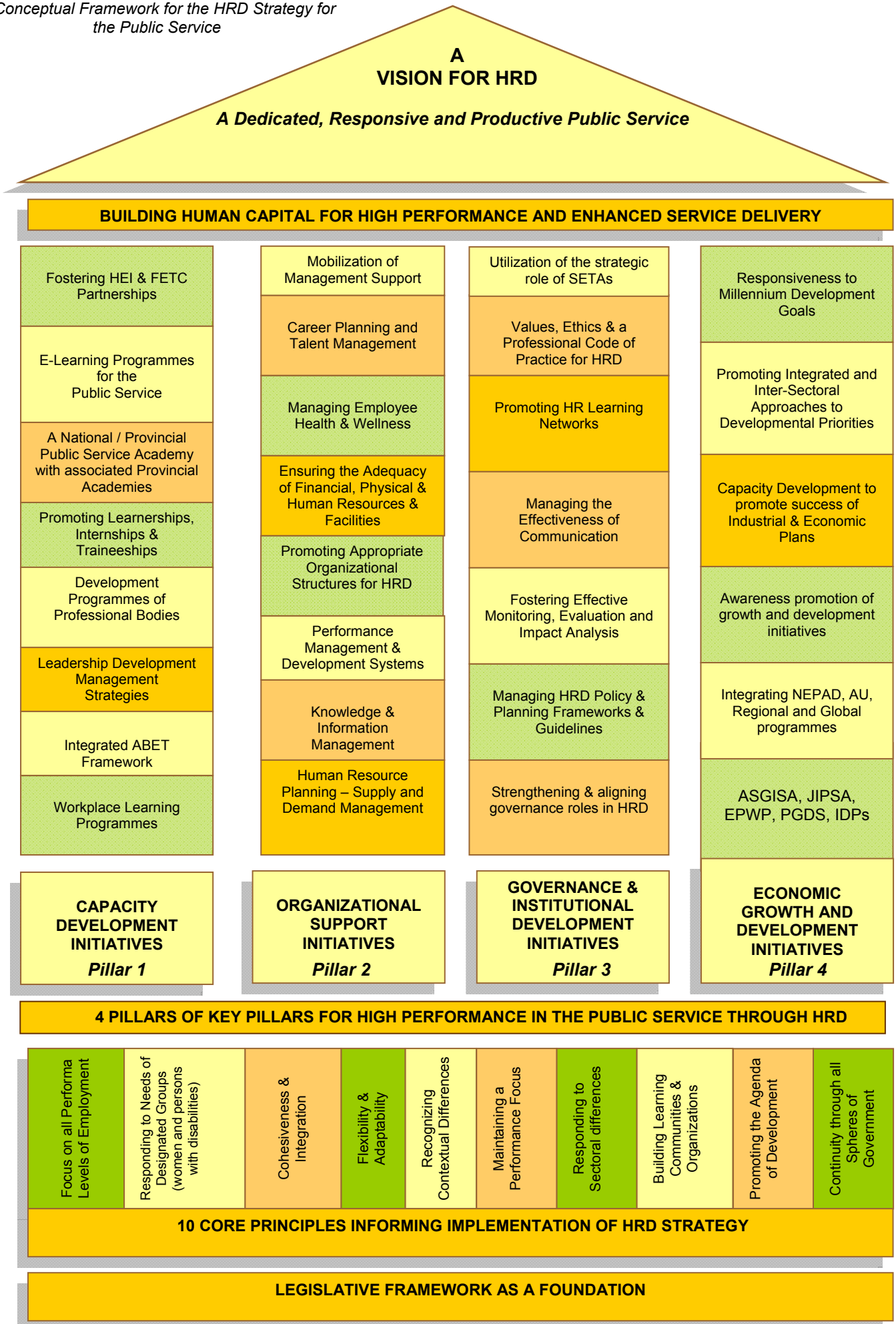


Table 1
OBJECTIVES FOR THE HRD STRATEGY EMERGING OUT OF CONCEPTUAL FRAMEWORK FOR THE HRD STRATEGY

CRITICAL COMPONENTS OF THE HRD STRATEGY	CORE OBJECTIVES AND CONCEPTUAL FRAMEWORK REFERENCE		SUB-OBJECTIVES
<p>COMPONENT 1</p> <p>Promotion of a vision that is properly communicated, institutionalized and managed.</p>	<p><i>To establish an overriding vision for HRD in the Public Sector which can serve as a vehicle to build a cohesive thrust for Public Sector excellence through investment in people</i></p>	<p>A vision for HRD</p>	<ul style="list-style-type: none"> • <i>Communicate and promote a common vision statement for HRD in the Public Service</i> • <i>To develop and implement a process of vision crafting for HRD in departments to be used as a vehicle for mobilizing organizational support and building cultures of learning in the organization.</i>
<p>COMPONENT 2a</p> <p>PILLAR ONE – CAPACITY DEVELOPMENT INITIATIVES</p>		<p><i>To adopt a wide set of options for capacity development in order to respond to the varying needs and requirements and build the capacity of employees in the Public Service to undertake their responsibilities</i></p>	<p><i>E-learning for the Public Service</i></p>
	<p><i>Fostering HEI and FET Partnerships</i></p>		<ul style="list-style-type: none"> • <i>To foster collaborative partnerships with HEIs and FETs in order to enhance the quality, standard and relevance of Public Sector training</i>
	<p><i>A National Public Service Academy with associated Provincial Academies</i></p>		<ul style="list-style-type: none"> • <i>To coordinate a multi-campus Public Service Academy which will facilitate and coordinate nationally courses and e-education programmes for the Public Service that are of a high standard and relevant and continually responsive to developments in the Public Sector</i>
	<p><i>A more strategic role for Professional Bodies and Councils – Norms Standards and Capacity Development</i></p>		<ul style="list-style-type: none"> • <i>To use more productively the educational capacity and role of professional bodies and councils both in terms of capacity development and formulation of standards for educational programmes</i>
	<p><i>Promoting learnerships, internships and traineeships</i></p>		<ul style="list-style-type: none"> • <i>To provide opportunities for learners to gain practical experience in the workplace and enhance their productivity potential</i>
	<p><i>Strengthening Systems for Workplace learning</i></p>		<ul style="list-style-type: none"> • <i>To enhance the design, management and integration of workplace learning and capacity development interventions in the workplace to enhance the quality and relevance of training materials.</i>
	<p><i>Promotion of an Integrated ABET Framework</i></p>		<ul style="list-style-type: none"> • <i>To use ABET in extending educational opportunities for all employees</i>
	<p><i>Fostering Leadership Development Management Strategies</i></p>		<ul style="list-style-type: none"> • <i>To promote leadership development management programmes in general, with specific reference to the HRD competence of SMS and with particular focus to the needs and requirements of women and persons with disabilities.</i>

Table 1
OBJECTIVES FOR THE HRD STRATEGY EMERGING OUT OF CONCEPTUAL FRAMEWORK FOR THE HRD STRATEGY

CRITICAL COMPONENTS OF THE HRD STRATEGY	CORE OBJECTIVES AND CONCEPTUAL FRAMEWORK REFERENCE	SUB-OBJECTIVES
<p style="text-align: center;">COMPONENT 2b</p> <p style="text-align: center;">PILLAR TWO – ORGANIZATIONAL SUPPORT INITIATIVES</p>	<p style="text-align: center;"><i>To strengthen support structures and systems in Public organizations in creating a sound foundation for HRD practice</i></p>	<ul style="list-style-type: none"> <i>To promote effective Human Resource planning in terms of managing the supply of Human Resources to the Public Service</i>
		<ul style="list-style-type: none"> <i>To promote effective Human Resource Planning in terms of managing the demand for skills and training in Public Sector organizations</i>
		<ul style="list-style-type: none"> <i>To promote a system for managing the skills supply pipeline and for retention and scarce skills management in order to sustain capacity in the Public Service</i>
		<ul style="list-style-type: none"> <i>To promote the establishment of systems and processes for the acquisition and management of knowledge and information in support of HRD in the Public Sector</i>
		<ul style="list-style-type: none"> <i>To strengthen structures, systems and processes for performance management and development in the Public Service.</i>
		<ul style="list-style-type: none"> <i>To ensure adequate use of physical, financial and human resources and facilities</i>
		<ul style="list-style-type: none"> <i>To consolidate and align organizational components so as to ensure ease of coordination and joint action planning and managing careers in the Public Service and retaining talent</i>
		<ul style="list-style-type: none"> <i>To groom and foster in-house capacity through effective career planning and talent management in Departments of Government</i>
		<ul style="list-style-type: none"> <i>To effectively manage employee health and wellness</i>
<ul style="list-style-type: none"> <i>To effectively mobilize the support of all managers in advancing the interests and enhancing the productivity and performance of HRD</i> 		
<ul style="list-style-type: none"> <i>To ensure that policies and plans on HRD are appropriately integrated with and aligned to other relevant plans, priorities and strategies</i> 		

Table 1
OBJECTIVES FOR THE HRD STRATEGY EMERGING OUT OF CONCEPTUAL FRAMEWORK FOR THE HRD STRATEGY

CRITICAL COMPONENTS OF THE HRD STRATEGY	CORE OBJECTIVES AND CONCEPTUAL FRAMEWORK REFERENCE	SUB-OBJECTIVES
<p style="text-align: center;">COMPONENT 2c</p> <p style="text-align: center;">PILLAR THREE – GOVERNANCE & INSTITUTIONAL DEVELOPMENT INITIATIVES</p>	<p style="text-align: center;"><i>To ensure that HRD in the Public Service is effectively managed and supported to promote effective implementation of the strategy</i></p>	<p>Managing HRD Policy and Planning Frameworks and Guidelines</p> <ul style="list-style-type: none"> <i>To ensure that policy and planning frameworks and guidelines are available to assist and support practitioners in implementation of HRD priorities</i>
		<p>Fostering Effective Monitoring, Evaluation and Impact Analysis</p> <ul style="list-style-type: none"> <i>To ensure that HRD is effectively monitored and evaluated and that systems and processes are set in place to monitor the impact of all investment in training</i>
		<p>Managing the Effectiveness of Communication</p> <ul style="list-style-type: none"> <i>To ensure that the provisions of the HRD Strategic Framework are properly communicated at all levels</i>
		<p>Promoting sound Values, Ethics and Professional Code of Practice in HRD</p> <ul style="list-style-type: none"> <i>To promote and manage a code of ethical conduct among HRD practitioners</i>
		<p>Promoting HR Learning Networks</p> <ul style="list-style-type: none"> <i>To foster and promote HR learning networks in creating a culture of learning in the profession</i>
		<p>Full utilization of the strategic role of SETAs in capacity development</p> <ul style="list-style-type: none"> <i>To ensure that the infrastructure, facilities and roles of the SETAs will assist in strengthening capacity development , skills coordination, planning and governance in HRD in the Public Sector.</i>
		<p>Strengthening and aligning governance roles in HRD</p> <ul style="list-style-type: none"> <i>To ensure the clarity, coordination and communication of governance responsibilities in HRD so that articulation and alignment of activities can be promoted</i>

Table 1
OBJECTIVES FOR THE HRD STRATEGY EMERGING OUT OF CONCEPTUAL FRAMEWORK FOR THE HRD STRATEGY

CRITICAL COMPONENTS OF THE HRD STRATEGY	CORE OBJECTIVES AND CONCEPTUAL FRAMEWORK REFERENCE		SUB-OBJECTIVES
<p style="text-align: center;">COMPONENT 2d</p> <p style="text-align: center;">PILLAR FOUR: INITIATIVES TO ADVANCE ECONOMIC GROWTH & DEVELOPMENT</p>	<i>Initiatives to advance economic growth and development priorities</i>	Awareness Promotion of Economic Growth and Development Initiatives	<ul style="list-style-type: none"> <i>To promote full awareness of Government's priorities and their implications for HRD practice in each sector of the Public Service</i>
		Capacity Development to promote success in implementation	<ul style="list-style-type: none"> <i>To develop capacity among HRD practitioners to enable them to promote and be responsive to the developmental priorities of Government</i>
		Promoting Integrated and Inter-Sectoral Approaches to Developmental Priorities	<ul style="list-style-type: none"> <i>To promote, through HRD, integrated and inter-sectoral approaches to the development of HRD priorities</i>
		Promoting Responsiveness to Millennium Development Goals	<ul style="list-style-type: none"> <i>To use capacity development interventions as a vehicle to promote responsiveness of the Public Service to the millennium development goals</i>
		Integrating NEPAD, AU and Global Programmes	<ul style="list-style-type: none"> <i>To establish structures and processes to apply capacity development interventions to integrate NEPAD, AU and global programmes and initiatives in public service delivery in order to benefit the economic sector</i>

Table 1
OBJECTIVES FOR THE HRD STRATEGY EMERGING OUT OF CONCEPTUAL FRAMEWORK FOR THE HRD STRATEGY

CRITICAL COMPONENTS OF THE HRD STRATEGY	CORE OBJECTIVES AND CONCEPTUAL FRAMEWORK REFERENCE		SUB-OBJECTIVES
		Responsiveness to AsgiSA, JIPSA, EPWP, CDW, PGDS and other Government programmes and priorities	<ul style="list-style-type: none"> <i>To use capacity development interventions to ensure that the strategic priorities of Government are realised.</i>
<p>COMPONENT 3</p> <p>Adoption of core principles which will serve as the overall guidelines for organizing and managing HRD interventions.</p>	<p><i>To establish and promote a set of core principles or common understandings upon which all can find common ground in managing HRD interventions.</i></p>	Core principles for High Performance	<ul style="list-style-type: none"> <i>To promote and support adherence to a common set of principles upon which all HRD interventions will be based</i>

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VISION AS A VEHICLE
FOR CHANGE

6. VISION AS A VEHICLE TO MOBILIZE SUPPORT AND FOCUS EFFORTS

Vision can be used as a mobilizing force to attract support and focus efforts

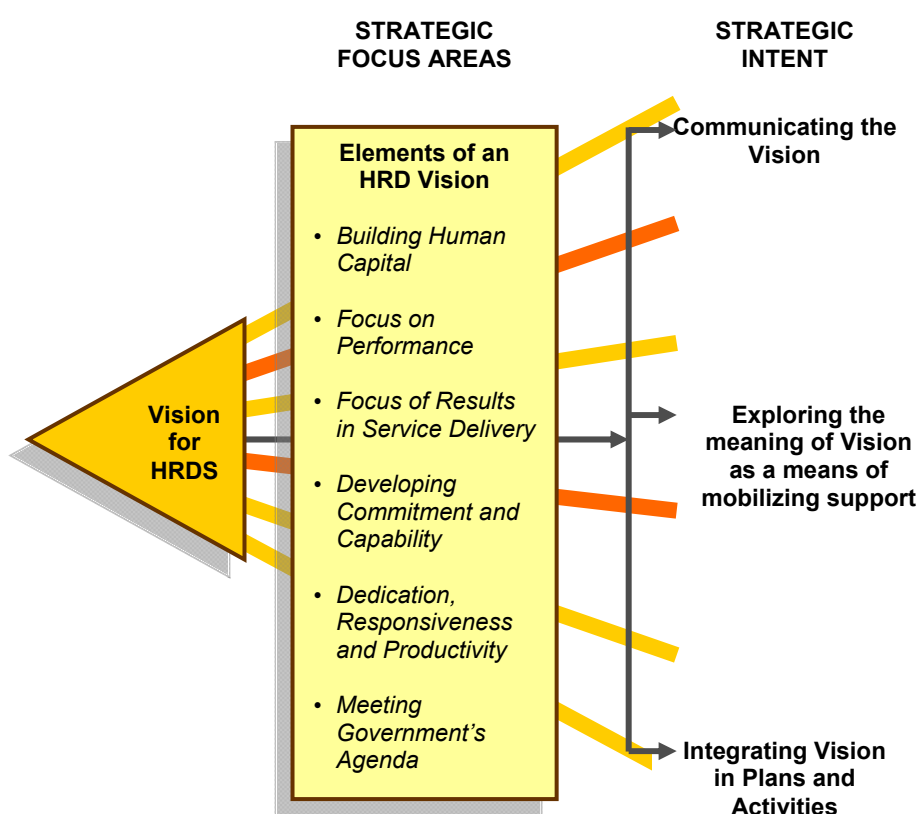
The HRD strategy is, in effect, a specification of priorities, objectives and activities for achieving the vision for HRD as set out in *Figure 2* on page 56. But this vision is not merely a statement. It is a desired future that must be lived and experienced in the organization. It is a vision that must have value. Vision must be used as a tool and as a mobilizing force to attract support and focus efforts. It must be used as an instrument for building collective spirit and for securing commitment among staff at all levels. Vision is seen here, not as a statement, but as a catalyst for change. The power of vision is in its transformative capacity in organizations when it is collectively crafted and strategically used. Vision crafting and vision management is therefore seen as one essential element of the HRD strategic framework.

Each Government entity must craft its own vision for HRD

Each Government entity must, therefore, craft its own vision for HRD if this vision must have meaning. Some of the elements that could be considered as part of an appropriate vision for HRD are specified in *Figure 3* below. The strategic intent of this visioning process for the implementation of the HRD strategy is also specified in this *Figure*.

The core objective and associated sub-objectives for use in promoting vision are noted in *Table 1* on page 57.

Figure 3. Crafting A Vision for HRDS



CAPACITY DEVELOPMENT INITIATIVES

Pillar One

CAPACITY DEVELOPMENT INITIATIVES

Pillar One

7. PILLAR ONE: THE CAPACITY DEVELOPMENT INITIATIVES OF THE STRATEGY

Capacity development is at the centre of the HRD profession

Developing the capacity in people is at the centre of HRD as a profession. As a result, “*building human capital for high performance and enhanced service delivery*” is one of the key pillars of the strategy. But capacity development must be seen in its variety of forms so that the right set of training options can be explored in response to the unique circumstances of each environment. In this regard, the strategic focus areas for developing sound capacity in people are identified in *Figure 4* on page 70. The strategic intent of each focus area is also outlined.

Essential to build human capital for high performance and enhanced service delivery

The focus on capacity development here is not intended to explore all capacity development possibilities or resolve all challenges relating to capacity development in the Public Service. The range of possibilities in this regard could be endless.

The focus of the capacity development “pillar” of the strategy is on identifying areas where there could be the highest value added in further building a viable HRD enterprise. Eight areas of priority are noted. Each of these areas constitutes a critical arena of action and a rich field of development possibilities.

The rationale and intended outcomes of each element of the capacity development pillar are both outlined in *Table 2* on page 71.

Figure 4
**STRATEGIC FOCUS ON
 CAPACITY DEVELOPMENT INITIATIVES**

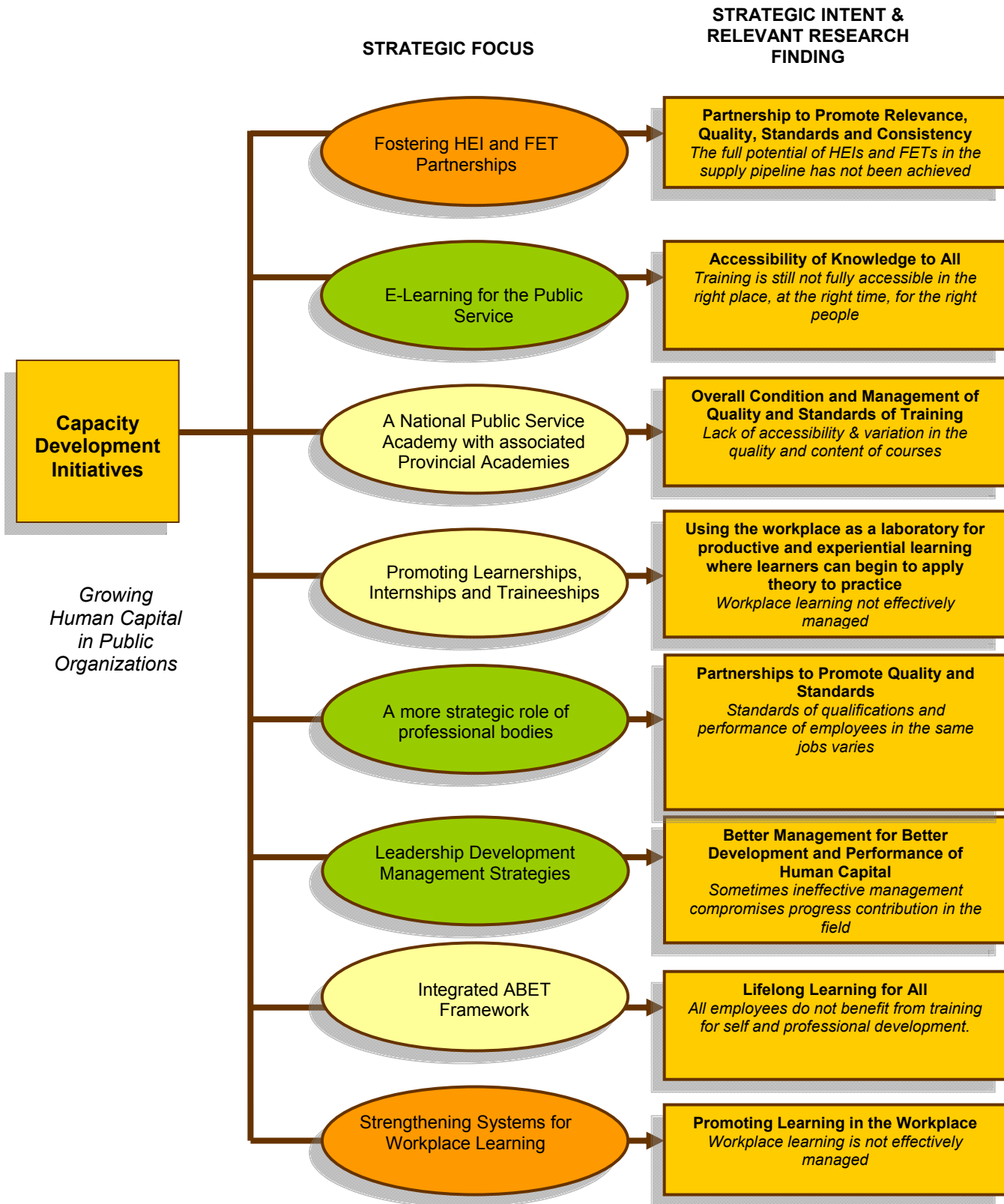


Table 2
AREAS OF FOCUS FOR CAPACITY DEVELOPMENT
SUMMARY OF RATIONALE AND OUTCOMES
PILLAR ONE

AREAS OF FOCUS FOR CAPACITY DEVELOPMENT	SUMMARY OF RATIONALE	INTENDED OUTCOMES
<p>a. Leadership Development Management Strategies</p>	<p><i>The performance of the Public Service is largely dependent on its managers. Good managers in the Public Service are poached by the Private Sector on an ongoing basis. This area has become an area of scarce skills. Managers must be appropriately developed with a useful set of managerial competencies. The DPSA competency framework for SMS must be at the core of leadership development. But there must also be a focus on the ability of managers to undertake their HRD responsibilities. A review of the HRD strategy indicated that managers, in general, are unable to undertake their responsibilities in HRD. HRD delivery sometimes breaks down because Line Managers are unable to manage the development of their staff. Some are unable to understand the importance of HRD for improving performance. In addition to a general programme in leadership development management, managers should be coached in HRD.</i></p>	<p><i>Managers in general who are able to manage well; and Line Managers who understand the role of HRD in improving performance and are able to use capacity development initiatives to maximize the performance of their work unit. Better managers in the Public Service will greatly enhance the performance of public organizations.</i></p>
<p>b. Integrated ABET Framework</p>	<p><i>There are people at the lower levels of the occupational ladder in the Public Service who do not have access to a better life because of low literacy levels. ABET can be used as a means of capacitating these employees to move up the occupational ladder and advance their overall welfare in life. This is at the core of NSDS and critical in the Development Agenda of Government. But even more important is the use of ABET in providing opportunities for lifelong learning. In fact, all employees should have access to ABET for self as well as professional development.</i></p>	<p><i>All employees will have access to ABET for self development in an integrated programme for lifelong learning, and consistent with the NSDS, employees at the lower levels of the occupational ladder will have an opportunity to improve themselves and aspire to higher qualifications and more rewarding careers.</i></p>
<p>c. Strengthening Systems for Workplace Learning</p>	<p><i>In order to improve the practicality and relevance of training to the job, more use must be made of training methods that are in-house as a means of enhancing the practical relevance of training and applicability of training content. In this respect, efforts should be made to improve the delivery of induction and reorientation programmes and strengthen systems for learnerships, internships, mentoring and coaching and job rotation, among other methods. These are generally not well managed in the workplace. Many of the courses offered by providers do not have practical relevance in the workplace. As a result, the application of new knowledge and its impact on the workplace is minimized.</i></p>	<p><i>Effectively managed educational initiatives in the workplace where skills are developed on an ongoing basis, and where learning takes place in the field of practice where knowledge can be applied.</i></p> <p><i>Courses that are designed with relevance and applicability to the tasks to be accomplished in the workplace.</i></p>

Table 2
AREAS OF FOCUS FOR CAPACITY DEVELOPMENT
SUMMARY OF RATIONALE AND OUTCOMES
PILLAR ONE

AREAS OF FOCUS FOR CAPACITY DEVELOPMENT	SUMMARY OF RATIONALE	INTENDED OUTCOMES
d. A national Public Service Academy with associated provincial academies	<i>It is necessary to foster and maintain a national approach and standard for Public Service education and training. A geographically dispersed Academy will improve access to high quality education for all in the Public Service. If this academy is linked programmatically and associated with provincial academies, significant value can be quickly added to the national landscape of education and training in the Public Service</i>	<i>Improved access to a wide range of high quality, up to date and relevant courses for the Public Service</i>
e. Fostering HEI & FETC Partnerships	<i>HEIs and FETs must play a more direct role in the education of public servants. This must be done collaboratively and in partnership with Government departments in order to ensure currency and relevance in the content and approach to training. It must be undertaken through MOUs and incentive funding in order to maximize interest in such partnerships and build consistency and commitment. Similarly the public service must provide support to learners so that they could participate in relevant programmes in higher education.</i>	<i>Relevant courses and qualifications that are tailored to Public Service requirements and more involvement of public institutions in supporting learners in higher education.</i>
f. E-learning for the Public Service	<i>E-learning can improve access, promote uniformity in standards and significantly reduce the cost of capacity development. This must be initiated so that public servants could be empowered to develop themselves and encouraged to maintain currency with developments in their respective fields.</i>	<i>Greater accessibility to high quality courses and lower cost of capacity development in the Public Service.</i>
g. A more strategic role for professional bodies and councils in terms of norms, standards and capacity development	<i>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. Heretofore, these bodies have not played a significant role in managing the standards and performance of members of their profession who are Public Servants; and, Public Servants rarely seek to benefit from the capacity development opportunities of professional bodies.</i>	<i>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.</i>
h. Promoting Learnerships, Internships and Traineeships	<i>Learners will become more productive in their jobs at an accelerated pace if they are able to learn through application of their knowledge in the context of the workplace. The workplace represents a very valuable environment for practical learning, and full advantage should be taken of the educational potential of the work environment. Learners, upon graduation, can make an immediate contribution in their places of employment if they have had the opportunity to apply their knowledge in a realistic work environment.</i>	<i>Learners who are aspiring to jobs will be given opportunities to gain practical experience and become more productive as future workers in the economy.</i>

ORGANIZATIONAL SUPPORT INITIATIVES

Pillar Two

ORGANIZATIONAL SUPPORT INITIATIVES

Pillar Two

8. PILLAR TWO: THE ORGANIZATIONAL SUPPORT INITIATIVES PILLAR OF THE STRATEGIC FRAMEWORK

The success of HRD in the Public Service depends on the extent to which pertinent organizational structures and systems are properly integrated to support the HRD function

The success of HRD in the Public Service depends on the extent to which pertinent organizational support structures and systems are in place and are properly applied. While the focus of HRD is on the development of people, this cannot be separated and dislodged from organizational efforts to attract and recruit them and the efforts made to manage their performance; similarly, capacity development cannot be separated from the efforts made to properly utilize the skills of employees and the initiatives taken to retain them in the organization. HRD cannot function effectively without proper structures and processes for allocating and managing assigned responsibilities, and without proper operational systems for promoting effectiveness and efficiency. This organizational support dimension is essential to the viability of HRD and pivotal to the success of the strategy. Only selected areas of organizational support initiatives are identified for emphasis as part of the strategy. The areas that are selected are not intended to be exhaustive in their coverage. They seek to represent and highlight only the most critical interventions for realizing impact, and the most viable initiatives for adding value in the short term. *Figure 5* on page 75 presents a list of the strategic areas of focus and an enumeration of associated strategic intent for each area. It should be noted here that these areas do not represent HRD specific functions, per se. Nevertheless, they are all important operational considerations for the organization because they can all have a critical impact on the performance of HRD. This pillar sets out the fundamental requirements for organizational efficiency so that HRD could be set on a sound operational platform where its core objectives can be readily achieved.

Table 3 on page 77 presents more details on the organizational support pillar of the strategy. It outlines the rationale and anticipated outcomes for each element of the organizational support pillar.

Figure 5
**STRATEGIC FOCUS ON
 ORGANIZATIONAL SUPPORT INITIATIVES**

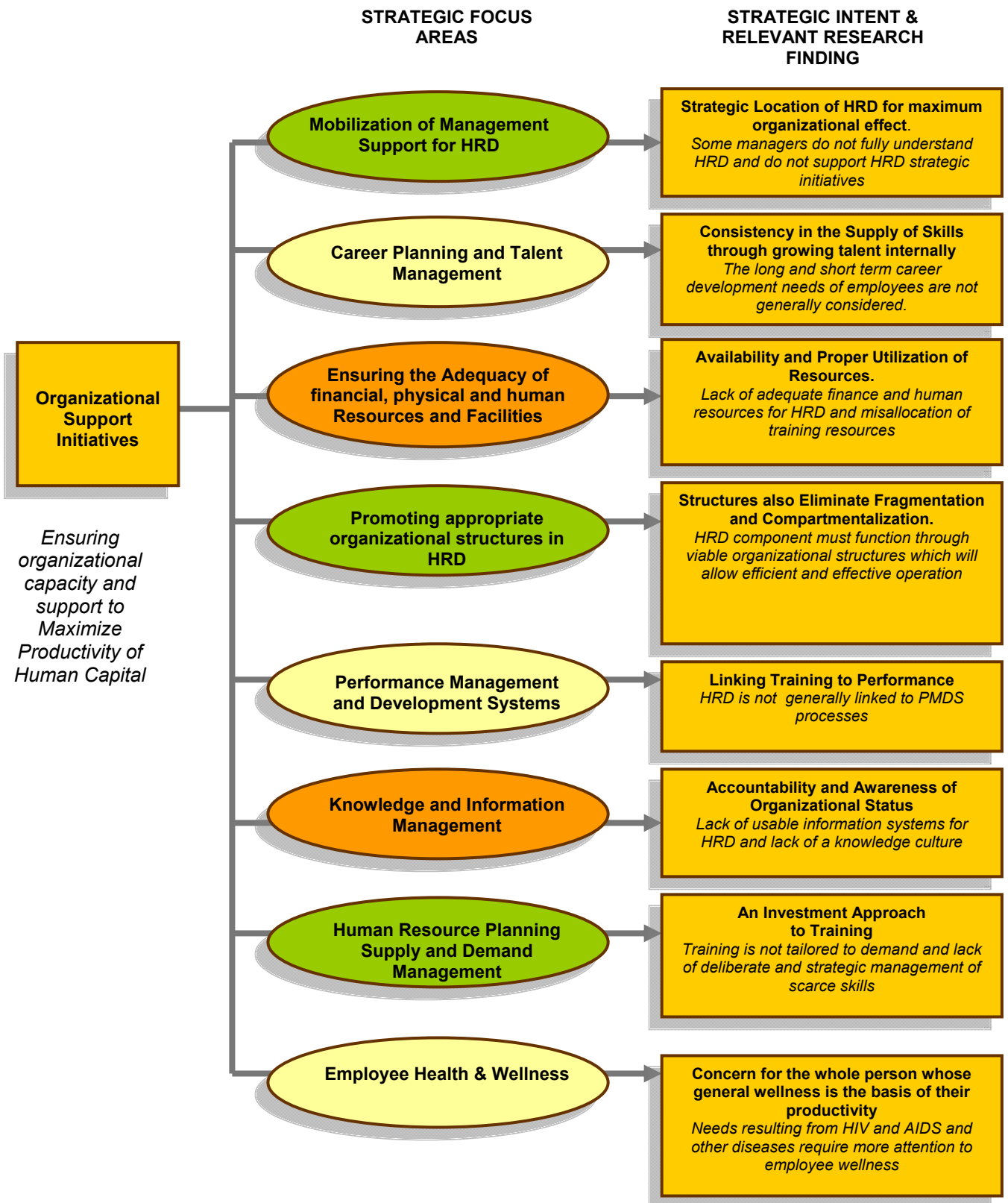


Table 3
ORGANIZATIONAL SUPPORT INITIATIVES
SUMMARY OF RATIONALE AND INTENDED OUTCOMES
PILLAR TWO

AREA OF FOCUS FOR ORGANIZATIONAL SUPPORT INITIATIVES	SUMMARY OF RATIONALE	INTENDED OUTCOMES
1. Mobilization of Management Support	<i>Managers do not always give high priority to the HRD function. As a result, in some organizations, HRD is not given priority in strategic decisions, HRD resources are sometimes reallocated to other activities and there is no follow through after training, among others. Without the leadership and support of managers, HRD will be unable to make its best contribution to the organization. One key aspect of the strategy, therefore, is to bring HRD to the top of the agenda in departments where this is not currently the case.</i>	<ul style="list-style-type: none"> • Strategic integration of HRD into the key initiatives of departments • More effective allocation and use of resources in HRD • Managers must manage HRD in their components as part of their performance
2. Career Planning and Talent Management	<i>Training is generally ad hoc and not always linked to PDPs and the careers of employees. Developing a rich base of talent requires a more developmental and long term approach to training for each individual. This will strengthen the base of talent, promote retention and contribute to enhanced performance of people and the organization. Proper career planning and talent management could result in a fertile internal labour pool.</i>	<ul style="list-style-type: none"> • Career planning and support services to each employee • Higher retention in organizations • More viable internal labour pool for promotional posts
3. Ensuring the Adequacy of Finance, Resources and Facilities	<i>Without resources and facilities for training, the quality of training is compromised. Without adequate workplace resources for staff, they are unable to properly apply the content of training in their routine job responsibilities. Here, the resources must not only be available, they must be properly assigned and used.</i>	<ul style="list-style-type: none"> • The enhanced availability and more effective use of resources for training as well as for undertaking responsibilities • Efficiency and effectiveness in the use of resources allocated to HRD
4. Performance Management & Development	<i>HRD is an important part of the Performance Management cycle. Since the HRD Strategy seeks to enhance performance and service delivery, its role in performance management cannot be compromised. The personal development plans (PDPs) resulting from PMDS should be the basis of training. The HRD function must therefore be aligned with PMDS activities.</i>	<ul style="list-style-type: none"> • Training that is more relevant to the needs of the organization • Higher impact of training on performance • Better collaboration between HRD and PMDS • Alignment between PDPs, Workplace Skills Plans and organizational performance
5. Knowledge and Information Management	<i>Efficient and effective HRD is highly dependent on the availability of accurate information. Information management is at the heart of reporting frameworks for HR in general and for HRD in particular. Information includes statistics of service provision; but it also includes status information on staff in the organization, needs assessment, skills audits, impact assessment, cost management and an ongoing scanning of developments in the respective field. Knowledge management on the other hand refers to the manner in which knowledge is acquired, made available and subsequently applied in strengthening the spirit of the organization and promoting a high level of individual and organizational learning.</i>	<ul style="list-style-type: none"> • More cost effective, responsive and relevant HRD interventions as a result of the use of Information Systems • More accurate reporting in annual training reports • Greater contextual awareness among HRD practitioners

Table 3
ORGANIZATIONAL SUPPORT INITIATIVES
SUMMARY OF RATIONALE AND INTENDED OUTCOMES
PILLAR TWO

AREA OF FOCUS FOR ORGANIZATIONAL SUPPORT INITIATIVES	SUMMARY OF RATIONALE	INTENDED OUTCOMES
6. Human Resource Planning (Supply & Demand Management)	<i>Organizations must ensure that they maintain an adequate level of staff with the competence levels to properly undertake their responsibilities. One critical feature of this is designing and maintaining a dependable supply pipeline for capable employees. This may be an internal supply pipeline through succession planning, accelerated leadership programmes or retention strategies; or it may be an external pipeline through partnership with training organizations. But supply and demand management must work together. Needs must be assessed, gaps must be constantly identified, and, among others, rates of attrition must be known and managed.</i>	<ul style="list-style-type: none"> • HRD practitioners will work collaboratively with other functions in the organization in order to ensure a strategic response in maintaining an adequate level of capable staff. This collaboration will be reflected in HR plans of the organization
7. Managing Employee Health and Wellness	<i>With the pandemic of HIV and AIDS and with the associated growth of other infectious diseases, and their consequences on individuals and organizations, the Public Service must seek to ensure that the impact on its talent base is minimised, and that wellness issues do not compromise performance and service delivery.</i>	<ul style="list-style-type: none"> • Collaborative planning between all HR functions to ensure that issues related to health do not undermine overall performance and service delivery.
8. Promoting appropriate Organizational Structures for HRD which includes consolidating and aligning organizational components related to HRD.	<p><i>Organizational structures for HRD in the various departments of Government vary considerably. Engagement with stakeholders revealed that the location, structure and staffing of HRD functions in departments affect the general performance of HRD. If the HRD strategy is to be successfully implemented in all departments, then some guidance and support must be provided on structure and staffing of HRD components so that the strategic provision of the strategic framework can be met.</i></p> <p><i>But the function of Human Resource Development is sometimes isolated from other key organizational activities upon which it depends. HRD, for instance, is sometimes isolated from HRM initiatives, PMDS, Wellness and EAP activities and strategic decision-making, among others. This separation sometimes compromises the effectiveness of HRD. A proper structure for HRD will also consider the inter-unit linkages which add value in the performance of all HR functions.</i></p>	<ul style="list-style-type: none"> • Guidelines provided on the organization and staffing of HRD functions • HRD components in departments are more ideally placed and are structured to impact on organizational performance. • The adoption of organizational structures and the promotion of organizational processes which foster the linkages between all organizational components that relate to the HRD function.

Pillar Three

GOVERNANCE INITIATIVES

Pillar Three

9. PILLAR THREE: GOVERNANCE & INSTITUTIONAL DEVELOPMENT INITIATIVES PILLAR OF THE STRATEGIC FRAMEWORK

The HRD Strategy cannot be successful without proper oversight, governance and guidance

The HRD Strategy cannot be successful without proper oversight, responsible governance and ongoing policy guidance and support. Here, in this respect, it is necessary to conceive strategic interventions that will enable the HRD Strategy to be “driven” through good governance and leadership at all levels. It is necessary, therefore, to outline the key governance initiatives that will make a difference in the practice and success of the HRD Strategy. Good governance is included as one aspect in the strategy because of the capacity of governance to enable the attainment of strategic provisions and because of its value in leading the field in the right direction. Governance is also included as a core initiative because of its importance in providing support and building strength in areas of weakness; and, because of its relevance in filling the gaps which currently constrain performance in HRD. Our reference to governance here is not administrative but facilitative; it is not focused on rigid compliance, but on success and improved service delivery. The highly prioritised focus areas for good governance are identified and presented in *Figure 6*. Here, the strategic intent of each focus area is noted. In addition, *Table 4* presents an overview of the rationale and intended outcomes of each element of the governance “pillar” of the Strategic Framework.

Governance is not limited to the interventions from the top

It must be noted, however, that governance is not limited to the leadership and policy interventions of DPSA, SAMDI/Public Service Academy and the SETAs or to the role of other national and provincial departments. Some form of governance must be exercised in all spheres or levels of Government. In this respect, both policy and operational leadership must be provided in an articulated manner at the national, provincial and local levels. Some form of governance and strategic leadership should be evident even within the respective directorates and HRD components of Government departments. While governance may be driven from the top of the system, if the strategic framework must be successfully implemented, full responsibility must be taken

Good governance must be reflected at all levels, down to the lowest unit of Government

at all managerial levels in realising the provisions of the strategic framework. There are many areas of focus in order to ensure good governance in the implementation of the HRD Strategic Framework. Of these, only 7 areas are chosen as points of focus. These are considered to be the key areas of intervention

which can accrue the highest added value in strengthening national structures for the delivery of HRD in the Public Service, and enabling the level of support .

Good Governance

Good governance is essential to the success of the HRD Strategic Framework. Without governance, implementation may lag behind and the precision of focus may be lost. But support, facilitation and ensuring accountability are also aspects of governance. There must be a good balance between these two components in order to give effect to good governance. The attributes and activities that are selected under this initiative will promote and establish structure and processes for good governance.

and guidance in attaining the desired performance outcomes for HRD.

These are the areas which can most adequately ensure successful implementation, and the areas that can serve as drivers and catalysts in making a difference in the performance of HRD in the Public Service.

Figure 6
STRATEGIC FOCUS ON GOVERNANCE & INSTITUTIONAL DEVELOPMENT INITIATIVES

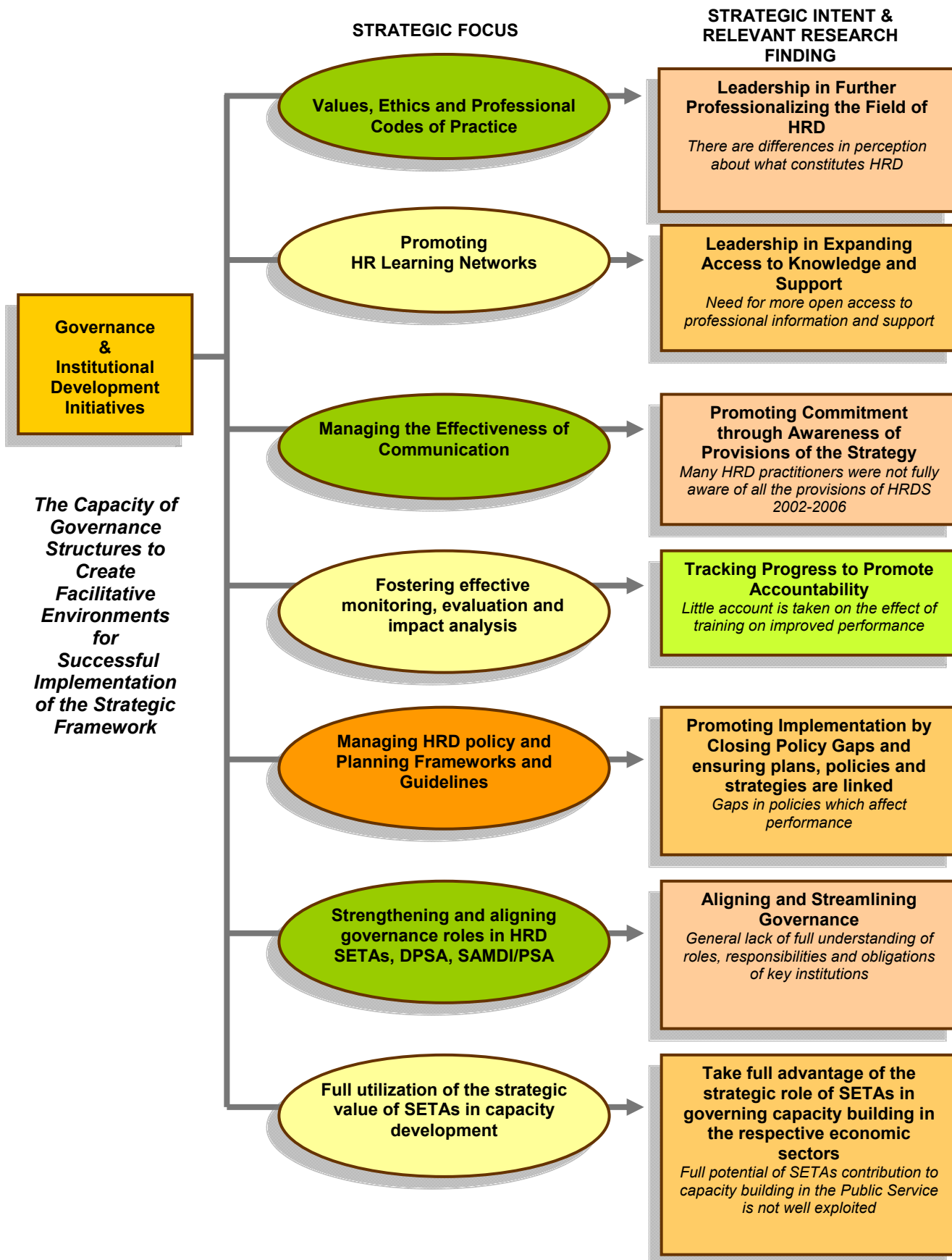


Table 4
GOOD GOVERNANCE AND GUIDANCE TO PROMOTE IMPLEMENTATION
SUMMARY OF RATIONALE AND INTENDED OUTCOMES
PILLAR THREE

AREA OF FOCUS	SUMMARY OF RATIONALE	INTENDED OUTCOMES
1. Values, Ethics and Professional Code of Practice	<i>While Batho Pele constitutes an overriding code of practice for the Public Service, the HRD profession could benefit from a code of practice that is more immediate to the HRD components of the Public Service. This code of practice will be a base of shared values about the manner in which practitioners will undertake their responsibilities and jointly strive for a better and more fully capacitated Public Service.</i>	<ul style="list-style-type: none"> • A code of practice for the HRD profession • A higher standard of ethical practice in all areas of HRD responsibilities • More unity and collaboration among HRD practitioners • Higher incidence of shared knowledge and cross fertilization of exemplary practices
2. Promoting HR Learning Networks	<i>The vision and long term desire for HRD in the Public Service is for each employee to take full responsibility for their development. While employer-designed and financed opportunities will always be made available, increasingly, structures must be established where employees could act on their own accord to develop themselves. Here, learning and support networks in HRD will be central.</i>	<ul style="list-style-type: none"> • The availability of national, provincial and workplace learning and support networks where HRD professionals can keep abreast of developments and solicit support, when necessary, in overcoming hurdles which they may encounter
3. Managing the Effectiveness of Communication	<i>Successful implementation begins with effective communication of the strategy. Implementation falters because of lack of clarity about goals, objectives, processes and operational requirements as well as lack of details in the statement of HRD and related responsibilities, among others. All levels of Government must be involved in a well designed and targeted communication strategy.</i>	<ul style="list-style-type: none"> • A communication strategy for the HRD strategic framework will be put in place as a critical component of successful implementation
4. Fostering Effective Monitoring, Evaluation and Impact Analysis	<i>If the HRD strategy is to be effectively implemented, then there must be a high level of accountability for the outcomes that are to be achieved. In order to promote accountability, progress and success must be tracked through appropriate monitoring and evaluation tools, and the impact of the strategy and of HRD interventions must be continually assessed. Monitoring, evaluation and impact analysis must be supported by timely feedback and corrective action. These will be pivotal to effective governance and leadership in implementation.</i>	<ul style="list-style-type: none"> • Performance and success indicators will be clearly mapped out • Clear monitoring strategy will be put in place with involvement and support at all levels of Government • Evaluation reports will be prepared and circulated and support mechanisms will be initiated as a corrective measure.

Table 4
GOOD GOVERNANCE AND GUIDANCE TO PROMOTE IMPLEMENTATION
SUMMARY OF RATIONALE AND INTENDED OUTCOMES
PILLAR THREE

AREA OF FOCUS	SUMMARY OF RATIONALE	INTENDED OUTCOMES
5. Managing HRD Policy Frameworks and Guidelines	<p><i>The policy framework for HRD governs the activities which comprise the HRD functions in departments. But, because of the wide scope of policies in the field, because these policies have been put in place incrementally, over time, and because they are placed under the authority of different oversight agencies, there are gaps and some degree of fragmentation, and there are sometimes differences in requirements.</i></p> <p><i>In addition, HR and HRD strategies and plans must be developed in a manner that is aligned with the strategies, plans and policies of Government in particular. There must be alignment with departmental strategic plans, Provincial Growth and Development Plans and IDPs in local Government. HRD must develop capacity in people in order to respond to the priorities as outlined in these plans and policy documents.</i></p>	<ul style="list-style-type: none"> • <i>Policy guidelines are developed to promote and guide the initiatives that are undertaken in the HRD Strategy.</i> • <i>Guidelines on plans and strategy development for HRD is promulgated at all levels</i> • <i>Plans and strategies for HRD in all departments will be integrated with and reflective of other plans and strategies which outline the development priorities of Government</i>
6. Full utilization of the strategic value of SETAs in capacity development	<p><i>SETAs play an important role in the national policy framework for HRD. As the overarching training authority that is charged with promoting and facilitating capacity development in the respective economic sectors, the respective SETAs have a strategic role to play in capacity development, especially in SETAs which are associated with particular Government departments. In respect to sector skills plans, quality assurance processes, WSPs and annual training reports, and in respect to resource support and strategic guidance the role of the SETA will continue to be critical in strengthening HRD practice in the Public Service.</i></p>	<ul style="list-style-type: none"> • <i>The infrastructure, facilities and roles of the SETAs will assist in strengthening capacity development in the Public Sector.</i> • <i>Greater articulation and more uniformity in the processes and role of SETAs in relation to Government departments</i>
7. Strengthening and aligning governance roles in HRD (SETAs, DPSA, SAMDI/PSA)	<p><i>Different Government agencies are charged with particular responsibilities within the overall policy framework for HRD. But, each agency cannot operate in isolation of the other. Each must serve its role, but in collaboration with the other. In this way, more significant progress will be made and fewer gaps will arise and less duplicative activities will occur.</i></p>	<ul style="list-style-type: none"> • <i>Each agency will focus on its core function, but not without understanding and acting in concert with other relevant agencies in meeting their legally mandated obligations</i> • <i>There will be a fuller awareness among HRD practitioners about the various roles and obligations of oversight agencies, and practitioners will therefore demonstrate a higher level of compliance and effectiveness in meeting their mandated responsibilities.</i>

ECONOMIC GROWTH &
DEVELOPMENT INITIATIVES

Pillar Four

ECONOMIC GROWTH & DEVELOPMENT INITIATIVES

Pillar Four

10. PILLAR FOUR: GOVERNMENT'S ECONOMIC GROWTH & DEVELOPMENT INITIATIVES

Government's attempt to address developmental issues, is affected by a low skills base and large backlogs in service delivery

In its overall policy agenda, the Government seeks to build an economically vibrant State and simultaneously address the many challenges which affect the lives and welfare of its people. Among the major issues which demand an ongoing policy response from Government are: poverty and its consequences on the people; unemployment (*especially among youth*); lack of housing; the impact of HIV and AIDS on individuals, households, communities and the society at large; as well as crime and violence, among others. Government's attempt to address these issues is frustrated by a low skills base and by the large backlogs in service delivery which must be overcome. The capacity of the state to deliver on its mandate is compromised. Many governmental programmes and initiatives are therefore undertaken in skills development in order to respond to the general absence of people with the appropriate skills for driving the development agenda and attending to the social and economic issues which affect people's welfare.

In addition to the normal governmental programmes that are routinely undertaken in departments, Government has established a variety of special programmes, and has supported a host of policies and initiatives that are directed at boosting employment levels, alleviating poverty and enhancing the skills base of the population. But many of these programmes cannot be fully accomplished solely by the core departments which are assigned for these programmes to be undertaken as part of their mandated responsibilities. Because of their reach, structure and complexity, many of these programmes require a collective governmental response. This means that the plans and priorities of all Government departments must take cognizance of the developmental priorities upon which such programmes are conceived. Collective efforts must be made to ensure that these programmes are successful. The success of these development initiatives of Government depend on the clarity with which they are communicated and the extent to which they are understood; the organizational space that is created for their implementation; the extent to which the governmental response is sufficiently integrated and streamlined; and finally, the human resource capacity and availability in the respective departments which must make a contribution to the agenda. But, the ability to integrate the developmental agenda of Government within the legally mandated obligations of the various departments is not always achievable, and, therefore, implementation is not always to the standard and quality anticipated. This is partly due to lack of clarity of the development initiative if it is indirect or unrelated to the Department's core purpose, and partly due to the inability of officials to always determine the manner in which linkages could be established to promote successful implementation. The persistence of this situation continues to undermine the successful adoption of development initiatives and priorities especially when they are embodied in special programmes such as AsgiSA and JIPSA which extend beyond the normal boundaries of departments.

The strategy seeks to encourage Government departments to reflect and respond to the broader agenda of Government

The HRD Strategy, therefore, seeks to support the advancement of Government's Development agenda through enabling capacity in departments that could add value to these special programmes in the areas that are consistent with their core business. The strategy seeks to encourage Government departments to reflect and respond to the broader agenda of Government in identifying and pursuing their own strategic priorities.

The areas selected for intervention are outlined in *Figure 7*. As specified, these areas are: awareness promotion; developing capacity to implement Government's priority programmes; promotion of inter-sectoral and integrated approaches; promoting responsiveness to the millennium development goals; integrating NEPAD, AU, regional and global programmes for capacity development; and strengthening the capacity of the state to implement special programmes such as AsgiSA, JIPSA and EPWP, among others. The focus and strategic intent of this component of the strategy are outlined in *Figure 7*. The rationale and intended outcomes for each of the initiatives to be undertaken are presented in *Table 5*.

Figure 7

INTERVENTIONS TO INTEGRATE GOVERNMENT'S ECONOMIC GROWTH & DEVELOPMENTAL INITIATIVES

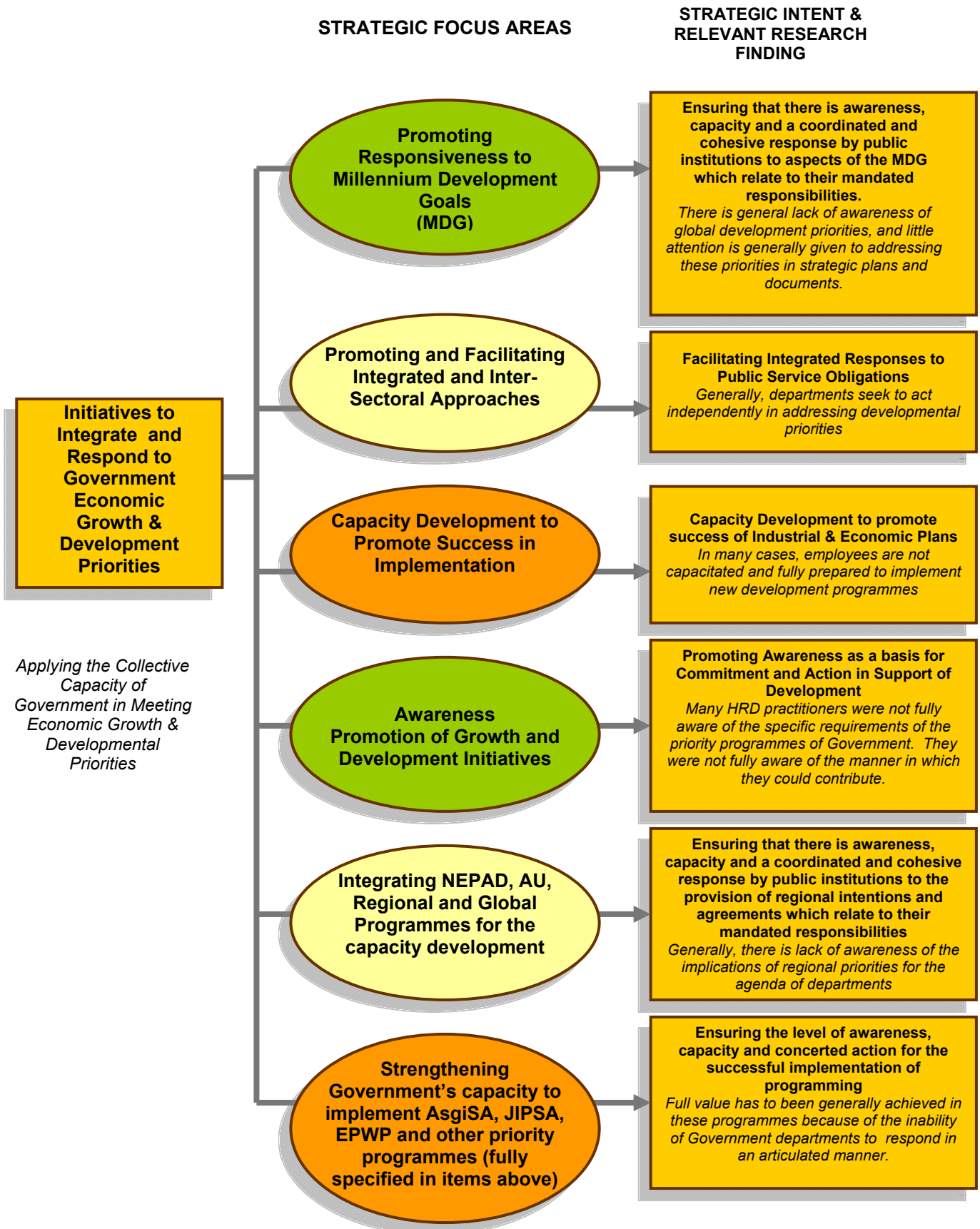


Table 5
INTEGRATING GOVERNMENT'S DEVELOPMENTAL PRIORITIES IN HUMAN RESOURCE DEVELOPMENT
(ASGISA, JIPSA, EPWP, PGDP, IDPs)
SUMMARY OF RATIONALE AND INTENDED OUTCOMES
PILLAR FOUR

AREAS OF FOCUS FOR EMPLOYEE WELFARE	SUMMARY OF RATIONALE	INTENDED OUTCOMES
1. Awareness Promotion	<i>Not all public officials are sufficiently aware of the development agenda of Government and the manner in which programmatic initiatives are intended to address the problems which exist. As a result, many are not able to respond appropriately, and many are unable to see the inter-sectoral connections and possibilities.</i>	<ul style="list-style-type: none"> • <i>In-depth understanding of the developmental agenda and its applicability to various departments in Government</i>
2. Developing Capacity in Government to Implement Government's priority programmes	<i>When such initiatives are not part of one's core organizational responsibilities, some staff may not have the capacity and level of awareness to successfully support these programmes. Whether it is core content knowledge, project management skills or inter-sectoral networking capabilities, specific skills are needed to implement these programmes. Capacity development initiatives which are comprehensively conceived and routinely delivered for these programmes are not generally delivered.</i>	<ul style="list-style-type: none"> • <i>The design and execution of a comprehensive training initiative for each inter-sectoral development programme in Government. These training initiatives will be available to all Government officials who undertake responsibilities for any of these development initiatives.</i>
3. Promoting Integrated and Inter-Sectoral approaches to Development Priorities	<i>Departments that are not the core departments to particular initiatives are not certain about the manner in which they should engage and contribute in the realisation of well designed and programmatic approaches. Many departments seek to act independently, even when a collaborative and integrated approach is required.</i>	<ul style="list-style-type: none"> • <i>Guidelines for the development of inter-sectoral approaches</i> • <i>Comprehensive inter-sectoral approach to development priorities that are undertaken at each level</i>
4. Integrating NEPAD, AU, Regional and Global Programmes for the Economic Sector.	<i>Although South Africa is playing an increasingly important role on the world stage, its public institutions do not generally plan and align their efforts to be consistent with the vision and provisions of regional agreements and programmes. The HRD Strategic Framework must build this awareness in public institutions, and must create avenues where they are able to respond.</i>	<ul style="list-style-type: none"> • <i>Departments will become fully aware of the implications of regional and global programmes on their plans and activities and will be capacitated to respond accordingly.</i> • <i>The Public Service plays a more visible role in seeking to enable a coordinated and strategic response to regional and global priorities which relate to their responsibilities.</i>
5. Promoting Responsiveness to Millennium Development Goals	<i>The millennium development goals are an obligation which all countries must undertake as part of the global community. South Africa must respond through the leadership of Government and its public institutions. The HRD Strategic Framework must facilitate this response through advocacy, information sharing and capacity development in Government.</i>	<ul style="list-style-type: none"> • <i>All Government departments demonstrate full awareness of the millennium development goals for their respective jurisdiction, and are fully capacitated to respond, track progress and report on their achievements.</i>

Table 5
**INTEGRATING GOVERNMENT'S DEVELOPMENTAL PRIORITIES IN HUMAN RESOURCE DEVELOPMENT
 (ASGISA, JIPSA, EPWP, PGDP, IDPs)
 SUMMARY OF RATIONALE AND INTENDED OUTCOMES
 PILLAR FOUR**

AREAS OF FOCUS FOR EMPLOYEE WELFARE	SUMMARY OF RATIONALE	INTENDED OUTCOMES
<p>6. Strengthening Government's capacity to implement AsgiSA, JIPSA, EPWP and other priority programmes of Government (fully specified in items 1-5 above).</p>	<p><i>Many of these programmes cannot be implemented single handily by one area of Government. There must be a coordinated response which must be facilitated through training, communication and the integration of strategic action.</i></p>	<ul style="list-style-type: none"> • <i>Greater success of Government priority programmes</i> • <i>Decreased and more pervasive understanding of priorities</i> • <i>More coordination and collaborative action</i>

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11. CORE PRINCIPLES WHICH GUIDE IMPLEMENTATION OF THE STRATEGY

Success depends upon the adherence to a common set of principles to guide and inform interventions

Principles are, in part, a set of value based understandings which guide our behaviour and interactions

... but the point of emphasis must be based on the strategic priorities of the organization

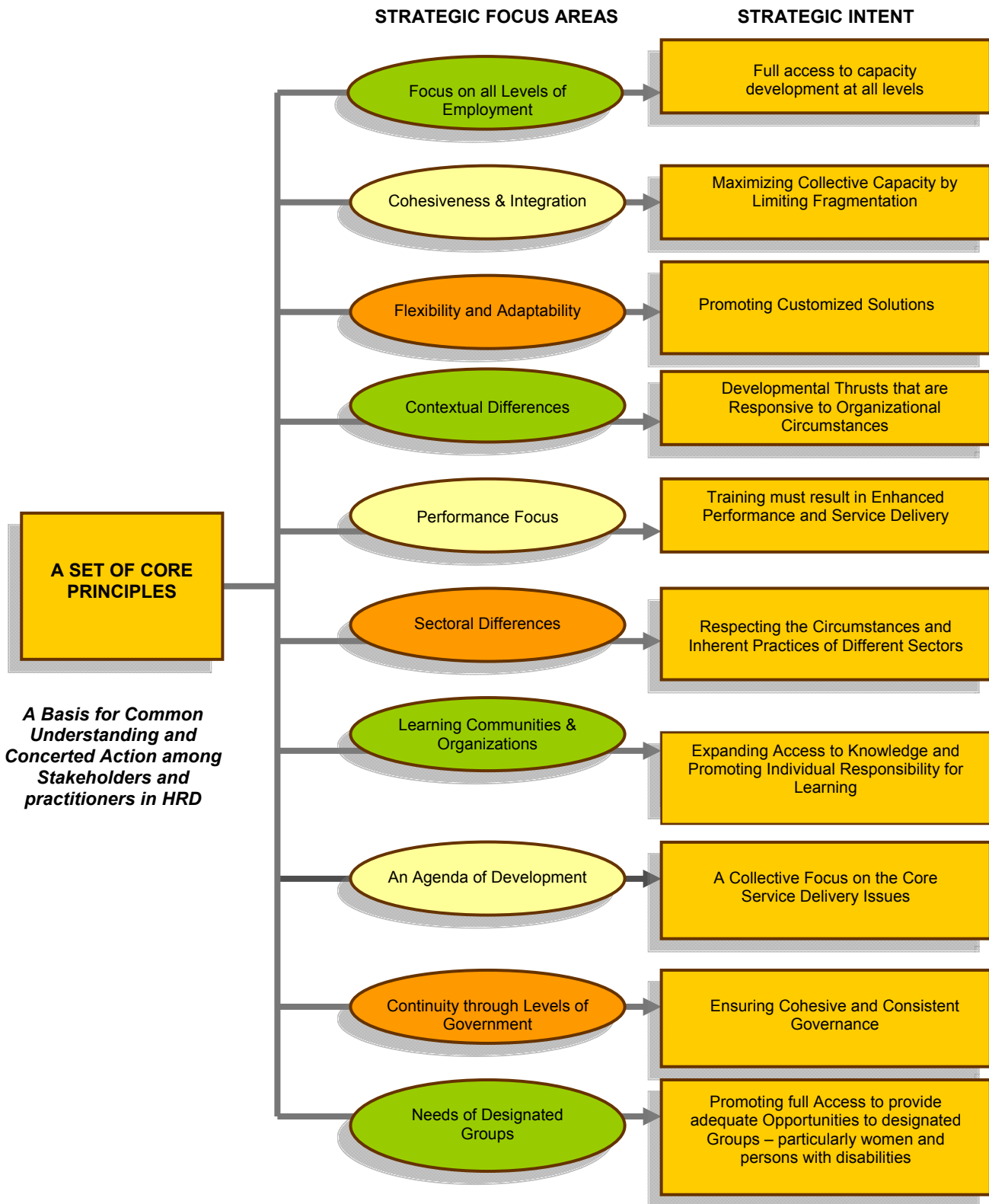
A successful HRD enterprise is reliant on the manner in which practitioners and stakeholders abide by a common set of principles to guide and inform their interventions. These principles are the considerations and priorities which inform a common stance among stakeholders about the manner in which they will collectively operate. They are, in part, a set of value-based understandings which guide their behaviour and interactions, and in part, a set of practical considerations which inform what they actually do. These principles seek to establish a common set of beliefs among practitioners and stakeholders, so that programmed interventions are not based on different stakeholder values and assumptions. A common set of principles could be the basis for realising the established vision, and a basis upon which all can act to ensure progress. The most highly prioritised principles which affect the application of the strategy are presented and explained below. These principles are not exhaustive. They could, however, be the basis of a process through which consensus is derived on additional principles that may be appropriate for promoting overall success in implementing the Strategic Framework. These core principles are outlined in *Figure 8*, and are further itemized and discussed briefly below.

11.1. Focus on all Levels of Employment

The HRD Strategy must be inclusive of all employees in the Public Service. In this respect, it must focus on senior and executive management, middle managers, operational and technical staff as well as staff at the lowest level of the occupational ladder. Each employee has a role to play in the enhanced performance and service delivery in their respective departments, and each has a right to access opportunities for development. While the nature of training interventions at the different levels of the occupational ladder may differ, the content and focus of training should be appropriate to the occupational class. Planning strategies and programming of HRD should therefore give consideration to the needs of employees at different levels and in different occupational categories.

But the focus on employees at all levels must not ignore strategic business considerations. While all do have a right to opportunities for development, it may be necessary to place greater emphasis on the development of employees in selected occupational categories based on the strategic priorities of the organization. The consideration to receive attention is partly equity in the availability and allocation of opportunities and partly strategic in promoting business interests through training. The overall principle in this regard is to take a full view of staffing in the organization and plan to invest in people in a manner which ensures that strategic intent and priorities are met, and, within this framework, all staff have opportunities for development.

Figure 8
**STRATEGIC FOCUS ON A
 SET OF CORE PRINCIPLES FOR IMPLEMENTATION**



Equity considerations are paramount

11.2. Respond to the Needs of Designated Groups

In the transformational agenda of the Public Service equity considerations are paramount. In addition to employment equity legislation, skills development opportunities for designated groups are a key component of the National Skills Development Strategy, and a major policy impetus of the developmental State. Blacks, women and persons with disabilities cannot be sidelined in the strategic agenda of HRD.

Here, the core issues are not merely access to training opportunities and the enhancement of workplace performance. Of high priority on this agenda, are the efforts that are made to create opportunities for members of designated groups to advance themselves and to access life opportunities in terms of successful careers and enhanced income generation capacity. In this respect, responding to the needs of designated groups will not be fulfilled solely through access to training opportunities.

HRD in the Public Service is fragmented, disconnected and discontinuous

Training must be planned and administered within a comprehensive process of career management where pre- and post-training interventions and support are prioritized, and where there is the necessary coaching, mentoring and provision of assistive devices so that designated groups have a high probability of success.

HRD must be organizationally linked to its support functions

The overriding principle here is the obligation to keep the end in view in terms of how HRD services can facilitate the success of designated groups. Their professional development must be planned and orchestrated so that their advancement and success is assured. Women must be empowered to lead; those who have disabilities must know that disability will not prevent success; and black persons must be confident that their race no longer forestalls their opportunity to progress and succeed. In this light, all must know their responsibilities and obligations in a developmental state that seeks to redress the inequities of the past. The link between HRD and employment equity planning should be strengthened so that the development of people is fundamental to their placement in more responsible positions.

11.3. Focus on Cohesiveness

One of the criticisms of the HRD enterprise in the Public Service is its fragmentation, disconnectedness and structural discontinuities

One of the criticisms of the HRD enterprise in the Public Service is its fragmentation, disconnectedness and structural discontinuities. While much has been achieved since HRDS 2002-2006, the issue of fragmentation in the field still exists, and is still a major factor in constraining performance. The cohesiveness of HRD in this context refers to the importance of organizationally linking HRD to its support functions and other related organizational processes. In this respect, HRD cannot be disconnected from key HRM processes, from PMDS, from employee health wellness programmes and interventions and from the organization's comprehensive retention strategies and programmes. All initiatives which affect the welfare and performance of human resources have an impact on HRD.

Lack of consolidation and integration of key processes have prevented HRD from reaching its full potential in the Public Service

In this sense, HRD must be part of the organization's strategic agenda because of the centrality of people to enhanced organizational performance. HRD cannot be delinked from the dialogue about the organization's strategic priorities. It must be fully integrated with strategic planning processes so that the HRD implications of development priorities are clearly noted and addressed. Lack of consolidation and integration of key processes have prevented HRD from reaching its full potential in the Public Service. A sound foundation has been built, and the essential components of a viable HRD enterprise have been set in place. The pieces have not yet been consolidated into an integrated whole. The overriding principle here is that practitioners should make the strategic move to create organizational linkages which enrich the HRD function, and which contribute to the development of a truly holistic approach to HRD in the Public Service.

11.4. Recognize Contextual Differences

Support must be provided to manage contextual differences

The South African landscape is characterised by diversity. This diversity is all too evident in the Public Service. Part of this diversity lies in the inheritance of the past where there are vast capacity differences, significant differences in organizational cultures and approaches, and imposing contextual differences which either advance or constrain organizational performance. In this respect, public organizations are at different places on the path of development and enhanced performance. Either because of their rural location, the extent of their backlogs, the lack of staffing capacity or the level of resource availability, some public organizations experience more difficulty than others in their capacity to deliver. In a developmental state where historical disadvantage is the main source of organizational incapacity, these differences cannot be ignored. Contextual differences must be recognized, and accommodation must be made to address and respond to them so that development can take place in spite of these differences. A "one size fits all" approach will not work. It may render privilege to those that are more advanced and frustrate progress for those whose circumstances impose greater constraints.

Contextual differences must be recognized and accommodation must be made so that development takes place in spite of these differences

Our interventions should be measured, and our initiatives should be adapted to the circumstances of various departments. The trajectory of HRD development in the departments and other organizations should be assessed, and a proper foundation must be laid to accommodate and make the best of anticipated interventions. New innovations cannot be applied in a context where there is no capacity to either accommodate what is new or benefit from its adoption. This principle is a critical feature for successful implementation of the HRD Strategy. If progress must be made, support must be provided to manage the contextual differences which exist.

Knowing Your Context

Like personal awareness is the first step to personal growth, knowing one's context is the first step to organizational transformation. Effective planning and service delivery depends on one's knowledge of one's context. Knowing is not enough. One must respond; one must act upon what one knows. Strategic provisions are beneficial to your organization only to the extent that your context and circumstances will allow. Know your context and act.

Support must also be provided to build the capacity in people to adopt and adapt strategic provisions so that each entity develops at a comfortable, reasonable and sustainable pace.

11.5 Flexibility and Adaptability

The Public Service functions in an environment of change.

The Public Service functions in an environment of change. Plans and performance are frequently affected by changes in policies. But there are also changes in leadership, in organizational structures and with operational systems; there are changes in the needs and circumstances of clients; and changes in the general environment of delivery, among others. Plans and activities cannot remain stable in a sea of change. Lack of adaptation to change results in the irrelevance and inappropriateness of the services that are delivered. As a result of this, one of the core principles outlined here is that of maintaining flexibility and adaptability. This principle refers to the need to manage organizational operations in shifting sands. This form of management requires constant awareness of environmental changes and ongoing interventions, as appropriate, to maintain relevance.

In respect to the implementation of the HRD Strategic Framework, flexibility and adaptability are two critical fundamentals for implementation success. While there are key pillars of delivery on the HRD agenda, none of the activities, provisions or timelines are set in stone. Circumstances will dictate the nature of adoption; and capacity to successfully undertake particular activities will, in some cases, dictate the approach to be taken. In this light, managers must begin to engage in the process of implementation planning with a clear sense of changing circumstances and moving targets. Managers must maintain stability but embrace change. A sense of flexibility and adaptability is the key.

11.6. Maintain a Performance Focus

An HRD that bridges training and performance must ensure that performance is properly managed and that demand is properly assessed

In a State and a Public Service where the demands are so high and where the contextual reality is so complex, training cannot be undertaken for its own sake. Training must have meaning. It must have meaning in terms of performance and service delivery. The gap between training and performance is still wide, and the effect of this gap on service delivery is still evident. HRD must therefore seek to make its contribution to the enhanced performance of individuals and their organization.

But the impact of public investment in training on the actual performance of organizations has not been considered as a matter of priority. In fact, few have attempted to formally assess the effect of training on performance outcomes. But an HRD that seeks to bridge training and performance must require an organizational infrastructure where demand is properly assessed and where performance is properly managed. In this regard, HRD must be properly integrated into the performance management cycle where the level of each employee's performance is assessed, where good performance is maintained through a process of personal development planning, and where gaps in capacity result in the provision of appropriate capacity development

interventions.

In maintaining a performance focus, each individual is trained for a specifically designated purpose and the individual's performance is always the focal point of interventions. For instance, pre-training interventions are provided so as to ensure the intent of training is clear and the objectives of training interventions are in sight. Post-training interventions are provided to ensure the applicability of the content of training to the requirements of the job. Again, enhanced performance will not result unless the necessary accommodation is made in the workplace for new knowledge to be accommodated, consolidated and applied. The principle of a "*performance focus*" in HRD seeks to engender a commitment from HRD practitioners and departmental leaders to ensure that all infrastructure and organizational processes are in place so that the investment in training may lead to enhanced performance and service excellence in delivery.

Different sectors of the economy, and hence, different departments in Government are faced with different developmental challenges, different traditions in terms of the manner in which training is undertaken and provided, and different occupational profiles and dynamics that affect their capacity to undertake their responsibilities

11.7. Respond to Sectoral Differences

Different sectors of the economy, and hence, different departments in Government are faced with different developmental challenges, different traditions in terms of the manner in which training is undertaken and provided, and different occupational profiles and dynamics that affect their capacity to undertake their responsibilities. The pattern of scarce skills in some departments can truly undermine their capacity to perform e.g. nurses in health, teachers in education and engineers in infrastructure development. The HRD Strategy must therefore make accommodation for these sectoral differences. Each sector may have its own infrastructure and provider network for training to meet its unique needs. The police and military have specialist training academies; the Foreign Service has its special school; and the mining industry has its own systems for preparing tradesmen.

The sector skills plans for many of these sectors provide much clarity on the challenges of the sector, the resulting training needs and the planned infrastructure to be established for meeting the demand for skills

The HRD Strategy for the Public Service must therefore be an overall strategy within which sectoral HRD strategies could be prepared. The HRD strategy must specify guidelines and must note overall priorities which should be addressed by the Public Service as a whole. The manner in which these are addressed by the sector will vary. Allowance must be made for these differences, and the development dynamics of these diverse sectional contexts must be taken into account.

11.8. Build Learning Networks, Communities and Organizations

The structure of HRD is slowly evolving from an emphasis on formal and structured training events, to an increasing emphasis on more practical workplace learning, more application-mediated instruction and more learning through independent and individual contacts and engagements. Increasingly, people are being made to take responsibility for their own development, and are being called upon to be accountable for their own performance and professional contributions. As the field evolves, organizations will be forced to focus, not solely on planning and offering courses, but on creating workplace environments where learning is ongoing. Organizations will have to create structures and networks where information and solutions are easily accessible.

The structure of HRD is slowly evolving from an emphasis on formal and structured events to an increased emphasis on more practical workplace learning

This focus here is not solely on technical innovations to be adopted, but on a set culture of learning to be built within the organization. Stringent accountability on attaining performance outcomes will mean that employees will be increasingly motivated to exercise their own initiative to develop the capacity required to meet the expected performance requirements.

The principle noted here is that we should begin to build cultures within organizations where employees initiate their own development so that they can meet performance requirements. Structures must be put in place where employees could easily access knowledge. While e-education and internet accessibility provide some solutions, professional networks, in-house seminars and the availability of professional journals and newsletters may also help. The fundamental requirement, however, is building work cultures which value learning and which promote the use of the opportunities and structures created for gaining knowledge.

11.9. Promote the Agenda of Development

The Public Service in a developmental State should always have development requirements at the core of its agenda. The development imperatives for the State are imposing and urgent. There are many issues which affect the lives and welfare of people. These issues are imperatives to act, not only in the sector of Government that bears some immediate responsibility, but by all Government departments in a comprehensive and multi-sectoral response which combines the capacity and unique strengths of all sectors of the state apparatus.

Similarly, the HRD Strategy for the Public Service cannot ignore this agenda. Its core role is to note and respond to the capacity development requirements in Government for advancing the agenda of economic growth and development. The strategy must serve to bridge divides, to create linkages, to inform and support and to facilitate inter-sectoral measures and approaches.

11.10. Continuity through Spheres of Government

The consideration of continuity through levels of Government is, in fact, a concern about the manner in which benefits accrue to those who are served by the HRD Strategy. The value of the strategy is not only in the structures and systems at all levels which facilitate it, but in the actual capacity that is developed in employees enabling them to serve more effectively. If these benefits are to accrue to employees, then there must be a clear articulation of the strategy from policy to practice, where the roles and contributions at the different levels of Government are properly specified, and where the essence and integrity of the various interventions are honoured at all levels. Similarly, at each level of Government, activities must be coordinated in a manner so that duplication is minimised, priorities are synchronized and continuity is established across functions.

The success of implementation depends on the manner in which the many planned interventions reach the intended beneficiaries, and the degree to which all intervening parties have similar assumptions and interpretations about what is expected and about the role each will play.

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CONCLUSION

When mutually agreed upon principles govern our collective action, then unity and uniformity is the essence of our culture, and integrity becomes the unspoken role by which we all seek to serve.

OUTLINE OF HRD STRATEGY

OUTLINE OF HRD STRATEGY

12. OUTLINE OF THE HRD STRATEGY

12.1 OBJECTIVES, SUCCESS INDICATORS AND OPERATIONAL ACTIVITIES

The strategy is divided into four main objectives

Based on the concepts and principles set forth in the previous sections of this document, a detailed outline of the HRD Strategic Framework is presented in this section of the document.

An outline of the strategy is presented here as a thumbnail sketch of what will be accomplished within the 8 year period of the strategy. The strategy is divided into four main objectives consistent with the four pillars depicted in the conceptual framework. For each objective, sub-objectives and activities are outlined. The sub-objectives are essentially the key focus areas that are depicted in the boxes of each pillar of the conceptual framework. The activities, as outlined in the tables to follow, seek to elaborate on the priorities and interventions that are intended to achieve each strategic objective and its associated sub-objectives. Also described in the table for each sub-objective are the rationale for the approach to be undertaken in achieving the intended outcomes. These, together, seek to clarify the meaning, scope and reach of each of the sub-objectives outlined. When completed, the outline for each sub-objective represents a guide or road map for implementation.

The objectives and sub-objectives outlined are based on the results of the review and the concepts and principles set out in the preceding chapters

The four objectives of the strategy are as follows:

1. *To adopt a wide set of options for capacity development in order to respond to the varying needs and requirements of the Public Service and build the capacity of employees to undertake their responsibilities.*
2. *To strengthen support structures and systems in public organizations in creating a sound foundation for HRD practice.*
3. *To ensure that HRD in the Public Sector is effectively governed in order to promote effective implementation of the strategic framework.*
4. *To ensure that HRD plans, strategies and activities integrate, promote and respond to the economic growth and development initiatives of Government*

Each of these objectives has a specific set of sub-objectives. The presentation of these sub-objectives follows in descriptive categories as outlined in *Table 6*.

Table 6

OUTLINING CONTENT STRUCTURE FOR THE HRD STRATEGY

AREA OF PRESENTATION	INTENT AND DESCRIPTION
1. Strategic Objective	<p>The strategic objectives are the objectives noted to represent each pillar of the strategy as presented in the conceptual framework diagram. There are four strategic objectives – one to represent each pillar of the strategy. Each strategic objective is identified on the outline of each of its sub-objectives.</p>
2. Sub-Objective	<p>Each pillar of the strategy is divided into the interventions or initiatives which are embodied in that pillar. Each intervention or initiative is presented as a sub-objective. These sub-objectives are the focal points of the strategic framework and the basis of the activities to be undertaken. Each of the sub-objectives is analysed and presented to ensure that the practical implications of each is clear.</p>
3. Success Indicators	<p>Success indicators are the performance expectations for each sub-objective. They seek to identify exactly what outcomes are expected as a result of the interventions made.</p>
4. Rationale and Strategic Focus	<p>The rationale and the strategic focus seek to present the justification for undertaking the respective sub-objective. It presents the reason why the initiative was selected from a host of other interventions which could have been made.</p>
5. Approach	<p>The approach presents a brief statement about the manner in which the sub-objective will be accomplished. It is the method, the course of action or the strategy for accomplishing the sub-objective. The statement of approach is critical since it gives meaning to the sub-objective. In many cases, the objective will be unclear until the statement of approach is presented. There are many options available for undertaking the initiatives and interventions noted. The approach section seeks to sketch the manner in which it is envisioned that the particular sub-objective will be accomplished. In some cases, the approach section seeks to note the manner in which responsibilities will be allocated.</p>
6. Activities	<p>The activities associated with the particular sub-objective are the specific actions that will be undertaken in order to accomplish the sub-objective in reference. These activities are the items that will eventually be subjected to the timeframes, support and monitoring and evaluation. In spite of this, however, the activities noted are not exhaustive, and may not be tailored to the specific circumstances of the respective Department. In this regard, when the Department presents its plan to respond to the Strategic Framework it may be necessary to include activities that are not listed here. The listing of activities also assists in clarifying what is intended in respect to the realization of the requirements of the sub-objective being outlined.</p>

