HUMAN RESOURCE DEVELOPMENT STRATEGY IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE
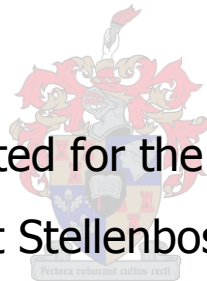
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Dissertation presented for the degree of Doctor of Philosophy at Stellenbosch University

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DECLARATION

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CARIEN DU TOIT GOUSSARD

ABSTRACT

This study focuses on the determinants for the development of a human resource strategy in the Provincial Government Western Cape (PGWC).The context is that a new regulatory framework for human resource development in South Africa, namely the National Human Resource Development Strategy (NHRDS) was developed by the National Ministries of Education and Labour in 2001. The purpose of the NHRDS was to provide a plan to ensure that people in South Africa are equipped to fully participate in society, to be able to find or create work, and to benefit fairly from it. At the heart of the NHRDS is the belief that enhancing the general and specific abilities of all citizens is a necessary response to the current situation in South Africa.

The hypothetical point of departure of this study is formulated in such a way that acceptance of it constitutes support for the findings obtained from the literature and observations on HRD strategies as well as the implementation of the NHRDS in the PGWC.

The problem for the purpose of this dissertation focuses on the research question: *What is the role and context of HRD in the South African public service and does the implementation of the NHRDS justify the need and development of a HRD strategy in the PGWC?*

The qualitative research method that was chosen for this dissertation is the triangulation of grounded theory and a specific case study (mixed method). In this case, data used to provisionally assess the extent of implementation of the NHRDS in the PGWC, are specific key documents.

To facilitate the research, to identify the core theoretical concepts and to investigate the problems identified in this study, the focus was subdivided into five research objectives which are analysed in chapters two to six of the dissertation. These are:

- To provide an analysis of the nature, development, scope and concepts of Human Resource Management, Human Resource Development (HRD), training, and education, in order to examine the influence of these important external variables on the process

of HRD in a public sector organisational setting and to provide context to the need for a NHRDS in South Africa.

- To provide an overview of the relevant trends of transformation in South Africa with a focus on the origin, nature and implications of the transformation of South Africa after 1994 as well as the impact of the public service transformation HRD interventions in general.

- To provide a systemic exploration of the scope and legislative and policy framework for HRD in the public sector in South Africa in general through an overview of the NHRDS and other HRD education and training strategies in order to provide an exposition of the rationale of the NHRDS and to get clarity on the conceptualisation of HRD in terms of skills for service delivery in the public sector.

- To provide an exploration of conceptual knowledge of the variables influencing HRD through the application of a literature and documentary study of the present strategies (both internal and external) of the PGWC to develop its human resources, in order to describe and analyse the outcomes of the NHRDS process in the PGWC as well as the strategies and procedures employed to implement the NHRDS in the PGWC.

- To develop a set of indicators against which the interaction of the variables influencing a successful strategy for HRD can be measured through the implementation of the NHRDS in the PGWC.

The last chapter presents a synthesis of the study, taking into account the key findings. This dissertation is an attempt to make a contribution, in general, to the understanding of the role of the development of human resources through the NHRDS and is completed in the trust that the findings recorded here and the proposals made will be useful for future research.

The potential benefits that can arise from the implementation of the NHRDS in the PGWC are significant. It could create a virtuous circle of increased economic growth and employment, an improved standard of living, and a more educated and trained citizenry.

In conclusion, it can be stated that the hypothetical point of departure that were formulated for this study, was proven to be correct in theory and practice.

OPSOMMING

Hierdie studie fokus op die determinante vir die ontwikkeling van 'n menslike hulpbron strategie in die Provinsiale Regering van die Wes Kaap (PRWK). Die konteks is dat 'n nuwe regulatoriese raamwerk vir menslike hulpbron ontwikkeling in Suid-Afrika, die Nasionale Menslike Hulpbron Ontwikkeling Strategie (NMHOS) gedurende 2001 deur die ministeries van Onderwys en Arbeid in die Nasionale Regering gesamentlik ontwikkel is. Die doel van die strategie was om 'n plan daar te stel om te verseker dat die mense van Suid Afrika ten volle toegerus is om voluit deel te hê aan die gemeenskap, om in staat te wees om tot die arbeidsmark toe te tree of om werksgeleenthede te genereer en om regverdig voordeel hieruit te trek. Ten grondslag van die strategie is die oortuiging dat die verbetering van algemene en spesifieke kundigheid van alle burgers noodsaaklik is in reaksie op die huidige omstandighede in Suid-Afrika.

Die hipotetiese vertrekpunt van hierdie studie is op so 'n wyse geformuleer dat die aanvaarding daarvan as ondersteuning dien vir die bevindinge soos verkry uit literatuur en waarneming van menslike hulpbron strategieë sowel as die implementering van die NMHOS in die PRWK.

Die probleemstelling van die studie fokus op die vraag: *Wat is die rol en konteks van Menslike Hulpbron Ontwikkeling (MHO) in die Suid Afrikaanse staatsdiens en regverdig die implementering van die NMHOS die behoefte vir die ontwikkeling van 'n MHO strategie in die PRWK?*

Die kwalitatiewe navorsingsmetode is vir hierdie studie gebruik as deel van 'n drieledige navorsingsbenadering waarvan die gegronde teorie en 'n spesifieke gevalle studie deel vorm (gemengde metode). In hierdie geval word inligting uit spesifieke kern dokumente gebruik, om die voorlopige sukses van die implementering van die NMHOS in die PRWK te meet. Ten einde die navorsing te fasiliteer, om kern teoretiese konsepte te identifiseer en om probleme soos geidentifiseer te ondersoek as deel van die studie, is die fokus verdeel in vyf navorsingsdoelstellings wat geanaliseer word in hoofstukke twee tot ses van hierdie studie, naamlik:

- Om die aard, ontwikkeling en omvang van die konsepte Menslike Hulpbron Bestuur, MHO, opleiding en opvoeding te analiseer ten einde die invloed van hierdie belangrike

eksterne veranderlikes in die proses van MHO in die organisatoriese omgewing van die openbare sektor te ondersoek en in die behoefte aan die NMHOS in SA in konteks te stel.

- Om 'n oorsig te stel van relevante verloop van transformasie in Suid Afrika , met 'n fokus op die oorsprong, aard en implikasies van die transformasie in Suid Afrika na 1994 sowel as die impak van die openbare sektor transformasie MHO intervensies in die algemeen.

- Om op 'n sistematiese wyse die aard en omvang van wetgewing en beleidsraamwerke vir MHO in die openbare sektor in SA te ondersoek deur 'n oorsig te gee van die NMHOS en ander MHO opvoeding en opleiding strategieë ten einde 'n uitleg te verskaf vir die beweegrede agter die NMHOS en om duidelikheid te verkry rakende die konseptualisering van MHO in terme van vaardighede vir dienslewering in die openbare sektor.

- Om 'n uiteensetting te verskaf van konseptuele kennis van veranderlikes wat MHO beinvloed deur die gebruik van literatuurstudie en 'n studie van dokumentasie van huidige strategieë om menslike hulpbronne te ontwikkel (beide intern en ekstern) in die PRWK, met die doel om 'n beskrywing en analise te verskaf van die uitkomste van die NMHOS proses in die PRWK sowel as die strategiee en prosedures wat bestaan ten einde die NMHOS in die PRWK te implementeer.

- Om 'n stel indikatore te ontwikkel waarteen die interaksie van die veranderlikes wat 'n suksesvolle strategie vir MHO beinvloed gemeet kan word deur die implementering van die NMHOS in die PRWK.

Die laaste hoofstuk bevat 'n opsomming van alle kern bevindinge van die studie. Hiedie tesis is 'n poging om 'in die algemeen n bydra te maak tot die begrip van die rol van die ontwikkeling van menslike hulpbronne deur die NMHOS en is voltooi met die vertroue dat die bevindinge soos hier beskryf 'n bydrae kan maak ten opsigte van toekomstige navorsing. Die potensiele voordele wat kan spruit uit die implementering van die NMHOS in die PRWK is betekenisvol. Dit is ten voordeel van ekonomiese groei, werkskepping en 'n meer opgeleide bevolking.

Die hipotetiese vertrekpunt soos geformuleer is korrek bewys in teorie sowel as praktyk.

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CHAPTER 1
INTRODUCTION AND OVERVIEW

1.1   INTRODUCTION

This study focuses on the determinants for the development of a human resource strategy in the Provincial Government Western Cape (PGWC). This introductory chapter provides a background, rationale and problem statement in order to put the research problem in proper context. The research problem that arises, the theoretical approach to the research, research questions, hypothetical point of departure and the research objectives, are also provided, and the qualitative research approach to the study set out briefly. To clarify this approach, it has also been necessary to explain the research method used to collect data. The chapter concludes with an overview of the chapters contained in the dissertation.

1.1.1 Background, rationale and problem statement

Humanity stands at a defining moment in history. One is confronted with a perpetuation of disparities between and within nations, a worsening of poverty, hunger, ill health, and illiteracy, and the continuing deterioration of the ecosystems on which one's well-being depends. Without the development of human resources in societies around the world, the continued degradation of natural resources will occur.

The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) states that *"Everyone has inherent dignity and the right to have their dignity respected and protected".* Dignity is therefore an inalienable right, but in practice it is linked to cultural, social, and economic factors. Citizens who live in poverty and without opportunities to develop their natural potential have their dignity impaired.

The promotion of growth and development has been a high priority for South Africa from the inception of its democracy. The primary consideration in this regard is that higher levels of growth should deepen the country's transformation and safeguard the stability of the political transition (ANC, 1994).

The South African government committed itself to a programme of reconstruction and development (RDP) following the advent of democratic rule in 1994. Given the history of institutionalised discrimination and inequity that the country came from, it was important that such a programme should be adopted to give impetus to the country's transformation processes. In advancing transformation, government has been cognisant of the fact that its programme of reconstruction and development cannot be achieved unless it is accompanied by growth. The RDP declared as one of the key principles that:

"Our people, with their aspirations and collective determination, are our most important resources. The RDP is focused on our people's most immediate needs, and it relies, in turn, on their energies to drive the process of meeting these needs. Development is not about the delivery of goods to a passive citizenry. It is about active involvement and growing empowerment" (ANC, 1994a).

South Africa as a developmental state is also obliged to reverse the skewed racial, social, and economic patterns inherited from Apartheid. There is therefore an obligation on the Public Service to develop the capacity and skills to address these challenges. Human Resource Development (HRD) can potentially bring out full potential of people across the world as global citizens (National Skills Strategy, 2001).

Public service transformation impacted hugely on the demand for HRD in South Africa. Several acts, policies and strategies have been adopted since 1994 as part of the transformation process, increasing South Africans' skills, as part of the Constitutional mandate of creating a "better life for all".

Following from the above rationale, the development of the country's human resources was identified as one of the five key programmes of the RDP. HRD is seen as a cross-sectoral research area, shaped by and impacting on a multitude of Government policy domains such as education and training, the labour market, the macro economy and industrial and foreign trade. HRD is accordingly one of the most important components of post-apartheid socio-economic reconstruction and development.

HRD also has the power to lead global development, in which economic and technological development are also people-centred and nature-based. The process of developing human resources should be action-oriented, practical, and aimed at solving problems in ways that enable individuals and organisations to reach their goals (Friedman, 2000:5).

In order to improve the well-being of people, certain opportunities and resources would be required. Such opportunities include admission to well-equipped schools, and development of human resources. The legislative framework and policies surrounding HRD sets the scope of HRD functions. President Thabo Mbeki has spelt out his vision for South Africa as a nation at work for a better life for all and supported a holistic approach to human resource training and development in South Africa including the public service. To enable the government to actualise its constitutional mandate of creating a better life for all, it envisages a public service that is guided by the ethos of and committed to the provision of high quality service. The objectives of a national training strategy are to identify training problems, emphasise the importance of training in the restructuring of South Africa and to propose an integrated future approach to education and training as well as HRD (NHRDS, 2001).

As a consequence of this new vision to provide a holistic approach in terms of a national strategy the National Human Resource Development Strategy (2001) (NHRDS) was adopted in order provide a plan to ensure that people are equipped to participate fully in society, to be able to find or create work and to benefit fairly from it. It is in this context that South Africa, through the ministries of Education and Labour, developed the NHRDS as new regulatory framework for HRD. This strategy has its origins in the Reconstruction and Development Programme (RDP). Furthermore, HRD in South Africa is of critical importance for several reasons:

- The international labour market dictates new knowledge and skills for the 21st century
- South Africa has a low rating when measured in terms of the Human Development Index. South Africa was placed at 119th out of 162 countries

that have such an index in 2004. This dropped to 121st in out of 177 countries in 2006 (http:/www.undp.org/hrd2006/indicator/index.html)

- The political, social, economical and cultural landscape of South Africa has changed dramatically since the early 1990's
- HRD is a growing and influential discipline, which is increasingly critical to the survival and success of the Public Service in South Africa
- HRD is the basis of both individual development and of organisational enhancement (NHRDS, 2001).

The organising principle which has been used to cohere the various components of this strategy is the concept of "work". This is not a narrow understanding of work, and must be understood as being the full range of activities that underpin human dignity by achieving self-sufficiency, freedom from hunger and poverty, self-expression and full citizenship. Nationhood and productive citizenship are inter-dependent, and it is in this sense that a *"nation at work for a better life for all"* is key to this strategy (NHRDS, 2001).

With its origins in the RDP, the NHRDS is innovative, and attempts to ensure that the needs of the South African economy and democratic order are met. It is a signal of determination from Government to give practical effect to the commitment of the RDP. In terms of the strategy, people will be provided with a solid educational foundation for social participation, and also be empowered to develop relevant and marketable skills at further and higher education levels. At the same time employers will contribute to the identification and development of skills for the economy and Government will promote and support policies that target employment growth in key industrial sectors (NHRDS, 2001).

The skills, knowledge and experience of each individual in the South African Public Service will contribute to the economic growth of this nation. It is common cause that there is an enormous amount to be done to end poverty and to promote growth in the economy. Yet there is no shortage of work still to be done – houses, schools and clinics to be built, roads to be provided, telecommunication systems to be put in place, children to be given good quality education. The list is long. A more robust social and physical infrastructure is needed, not only to ensure that the basic needs

of people are met, but also to enable them to work in ways that bring returns and increase the quality of their lives (NHRDS, 2001).

Many reasons are put forward to explain why in the South African society unemployment and poverty persist when there is still so much to be achieved. Not all of the reasons have to do with the capabilities of people; many have to do with the unequal distribution of productive assets in the society. The poor have very few resources to muster; indeed many have only their own labour to use or sell. But the capabilities of people nevertheless remain a limiting factor in the attainment of socio-economic development, and this strategy seeks to address the problem in a systematic way (Internal Social and Human Capital Strategy, 2005).

According to a speech delivered on behalf of the North West Premier, dr Popo Simon Molefe, by the MEC for Traditional and Corporate affairs, mr Jerry Thibedi on 15 July 2003, the National HRD Strategy marks a watershed in the ongoing effort to find appropriate responses to the challenge of skills shortage and unemployment in South Africa. It is an important milestone in the ongoing endeavour to eradicate the legacy of many years of apartheid and colonialism in South Africa.

Part of the challenges that the government face are that of the shortage of skills. Through no fault of their own, far too many of the people in South Africa find themselves without the necessary skills to enable them to be absorbed into the labour market. One of the bottlenecks to job creation in South Africa remains the fact that the skills base is not able to match the needs of the economy. South Africa faces an unhealthy mismatch between the kind of jobs the economy is creating and the skills levels of the workforce. Firmly rooted within the National Skills Development Strategy (2001), the NHRDS incorporates the introduction of learnerships as a mechanism to deal with the dual challenge of skills development and unemployment. In addition, this decisive intervention by the government, working in partnership with the business community, will assist in addressing the plague of unemployment particularly among the youth of South Africa (National Skills Development Strategy, 2001).

At the heart of the NHRDS is the belief that enhancing the general and specific abilities of all citizens is a necessary response to the current situation, which should be embedded within the overall economic, employment and social development programmes of the state. To realise their potential citizens need knowledge, skills and democratic values, and they also need opportunities in which to apply them. Millions of South Africans have skilled labour to sell – and they cannot find buyers because there are not enough jobs, their skills do not match the demands, and there is no systematic process for information to flow between Government, the workplace and labour (NHRDS, 2001).

The NHRDS has two roles to play in this environment. One is to ensure that the various components of the state work together in a co-ordinated manner to deliver opportunities for human development. The second is to ensure that those people who have suffered from discrimination in the past are put at the front of the queue in terms of the identified national priorities. The rationale for a NHRDS is therefore aimed to ensure that the Constitutional and RDP provisions are progressively secured (cf. ANC, 1994).

The collective challenge the government faces is that of ensuring the creation of an environment where the robustness of the economy translates into a reduction in the levels of unemployment and hence a better life for all. In response to this challenge the government has put in place a progressive policy framework that will allow South Africa to respond more appropriately to the challenge of skills shortage. Through the establishment of sector based training authorities, the restructuring of curriculum and many other similar interventions, the government continue to push back the boundaries of skills shortage in South Africa. The NHRDS ensures that all stakeholders of the State integrate their effort to work together to deliver the best opportunities for HRD (NHRDS, 2001).

Educational and training programmes are also of particular importance to the future in South Africa. Educational and training programmes need to lay the foundation of HRD, aimed at producing a highly qualified citizenry. The development of public servants is of equal importance in order to improve service delivery (NHRDS, 2001). A Public Service which is development oriented plays a proactive role in the

realization of government's objective of creating a better life for all. Frameworks have been put in place to facilitate *inter alia* HRD. The challenge is to ensure that the strategies which are generated are implemented in all spheres of government.

The successful implementation of the NHRDS in all the provinces of the country would be of significant benefit to the country. Primarily, the integration of different government policies will help to increase economic growth and employment, improve the standard of living, and produce a more educated and trained citizenry.

Currently several challenges regarding HRD are facing South Africa. Strategies are in place, but it is of importance that the relevant policies and strategies are implemented in each province, to enhance HRD practices and accelerate the achievement of the overarching goals for the country faster. The question arises whether this happened in the PGWC. In terms of the value it holds for the purposes of this study, this research will explore the extent to which the NHRDS was implemented in the PGWC and contribute to a larger body of knowledge in the field.

To sustain a competitive advantage the PGWC must have, amongst other initiatives, swift and effective HRD strategies. To sustain a competitive advantage the PGWC must have, amongst other initiatives, swift and effective HRD strategies. Whether the NHRDS can offer solutions to the HRD in the PGWC and the extent to which NHRDS can impact positively on economic growth and employment, improve the standard of living, and also contribute to a more educated and trained citizenry in the PGWC, is in essence the matter dealt with in this dissertation

The problem for the purposes of this dissertation focuses on the following research question: *What is the role and context of HRD in the South African public service and does the implementation of the NHRDS justify the need and development of a HRD strategy in the PGWC?*

1.1.2 Theoretical approach to the study

Once all the questions and uncertainties regarding the problem statement had been integrated, the research problem for the purposes of this dissertation, will be the

selection of a framework by way of which the nature, role and functioning of the NHRDS in the PGWC could be explained and appraised according to its value.

The most useful theoretical approach to explaining the complex phenomenon of HRD, and subsequently the role of the NHRDS in the PGWC was to isolate and consider the variables and factors that affect the phenomenon; *i.e.* to determine - the foundations, nature, development and scope of the HRD in South Africa, the historical nature and development of the transformation of HRD (political milieu), the nature and improvement of the supply of high quality public sector skills to improve service delivery in South Africa, as well as the nature and development of the optimisation of provincial growth to maximise the impact of the state to better the lives of the people – through an analysis of the interaction of these variables and HRD through the implementation of the NHRDS in the PGWC. These variables, which form the basis for the major part of the dissertation, helped to define the parameters and limitations within which and under which HRD occurs and is implemented in the PGWC, and from this originated the basic framework and objectives of HRD in the PGWC that give the study the necessary theoretic grounding. Obviously it remains a mere qualitative framework and the influence of the various determinants and variables on a HRD strategy resulting in the implementation of the NHRDS in the PGWC vary all the time, as they react to each other or are modified by the political and administrative course of events regarding HRD in South Africa.

An analysis of an HRD strategy in the PGWC boils down to a discussion of two worlds, i.e. political (the development of transformation policies and strategies in HRD) and administrative (the implementation of the NHRDS in the PGWC). The nature of this study is necessarily broad because HRD forms an integral part of the political and HRD process. The administrative guidelines are given and are represented by the strategy of political officials. As value systems and facts impact on the decision-making process of the public administrator, it is impossible to confine the study within exact parameters. In practice the NHRDS function as an entity on its own, driven by priorities as determined by the national government. In addition, the NHRDS oversee the HRD strategy, which means that the study of the development of

the NHRDS in the PGWC essentially becomes a study of the implementation strategies based on the needs and requirements of decision-makers in the PGWC.

Most studies of this nature either cover a wide area in which there is an attempt to analyse rational or optional decision-making; or there is a narrow interpretation with discussions focusing on specific case studies. This study follows neither the one nor the other approach, but finds itself somewhere in-between, in the sense that it is an analysis of the manner in which and the reasons why a group of decision-makers in the PGWC acted in certain situations to promote HRD, viewed from their perspective.

The objective of the dissertation was not to become entangled in the fine detail of the NHRDS; nor was the intention to assess the value of HRD in the implementation of the NHRDS, but rather to perform an investigation into generalisations on a national HRD strategy after transformation in a democratic society, and to make generalisations in terms of the knowledge of the implementation of the NHRDS in the PGWC.

Given the absence of a known and proven system of norms for definitively setting the guidelines for the implementation of the NHRDS in the public sector, there is a need for establishing an appropriate corpus of criteria that would be comprehensive enough to cover important aspects in the field of HRD. It should also explore HRD as a government activity and be as scientifically accountable in theory as it would be workable in practice. To meet these requirements, it is also important to investigate in this dissertation the role of the NHRDS, as well as the HRD policies and practices prevalent in the public sector. HRD take on many manifestations and should not be regarded as having a single form.

As this dissertation aims primarily at exploring a case study in respect of the role of the NHRDS, it is in essence critic-analytical and descriptive. The emphasis is on the relevance of studying a specific case study in order to understand the role of the strategy followed.

1.1.3 Research problems/questions

Researchers are generally prompted to ask certain questions that may help to answer and provide possible solutions to the research problem being studied.

The research problems/questions to be addressed by this study are:

- To what extent can the NHRDS be interpreted and applied by the PGWC and its implementing agencies in order to improve HRD in the Western Cape Province?
- To what extent do the nature, development, transformation and scope of HRD determine whether the NHRDS can be an effective strategy to promote HRD in the public sector?
- What is meant by HRD in the context of the South African public sector?
- What is the nature of the interaction of the variables influencing HRD towards the implementation of the NHRDS?
- How can this interaction be strengthened in order to increase the likelihood of the NHRDS being effective as a HRD mechanism?
- To what extent does the complexity of defining HRD in terms of the promotion of high-quality skills affect the dilemma of supplying the public sector with skills for better service delivery?
- What are the characteristics underlying the NHRDS strategy?
- What are the factors constituting to the challenges for HRD in the South African public sector and could the effectiveness of the legislative and policy frameworks that are currently in place in South Africa to guide HRD serve as a constructive correctional action to promote the optimisation of provincial growth to maximise the impact of the state to better the lives of the people?

1.1.4 Hypothetical point of departure

A hypothetical point of departure is a suggested, preliminary, yet specific answer to a problem that has to be tested and is derived from the research problem and may be tested negatively or positively (Auriacombe 2001:48). Contingent on the research problem and research questions that were developed and tested by this study, the following hypothetical points of departure become pertinent:

- The potential benefits that can arise from the implementation of the NHRDS in the PGWC are significant. It could create a virtuous circle of increased economic growth and employment, an improved standard of living, and a more educated and trained citizenry.

The hypothetical point of departure was formulated in such a way that acceptance of it constituted support for the findings obtained from the literature and observations on HRD strategies as well as the implementation of the NHRDS in the PGWC. More generally, the study also attempts to present some potential indicators for the effectiveness of the implementation of the NHRDS in the PGWC. This is based on theory and research in the area of the problem statement.

1.2   RESEARCH OBJECTIVES

In order to achieve the aim of the study, the research objectives of the study are to provide:

- An analysis of the nature, development, scope and concepts of Human Resource Management (HRM), HRD, training, and education, in order to examine the influence of these important external variables on the process of HRD in a public sector organisational setting and to provide context to the need for a NHRDS in South Africa.
- An overview of the relevant trends of transformation in South Africa with a focus on the origin, nature and implications of the transformation of South Africa after 1994 as well as the impact of the public service transformation HRD interventions in general.
- A systemic exploration of the scope and legislative and policy framework for HRD in the public sector in South Africa in general through an overview of the NHRDS and other HRD education and training strategies in order to provide an exposition of the rationale of the NHRDS and to get clarity on the conceptualisation of HRD in terms of skills for service delivery in the public sector.
- An exploration of conceptual knowledge of the variables influencing HRD through the application of a literature and documentary study of the present strategies (both internal and external) of the PGWC to develop its human resources, in order

to describe and analyse the outcomes of the NHRDS process in the PGWC as well as the strategies and procedures employed to implement the NHRDS in the PGWC.

- A set of indicators against which the interaction of the variables influencing a successful strategy for HRD can be measured through the implementation of the NHRDS in the PGWC.

1.3   QUALITATIVE RESEARCH APPROACH TO THE STUDY

By the term qualitative research it is usually meant any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification. According to Auriacombe "*We can refer to research about person's lives, stories, behaviour, but also about organisational functioning, social movements, or interactional relationships between phenomena. Some of the data may be quantified as with census data but the analysis itself is a qualitative one. One can think of qualitative research metaphorically as an intricate fabric composed of minute threads, many colours, different textures and various blends of material. This fabric is not explained easily or simply. Like the loom on which fabric is woven, general frameworks hold qualitative research together. We conduct an ethnographic study, we engage in developing a grounded theory or we explore a specific case. What is the common ground?*" (Auriacombe, C. 2007. [Personal communication] February 18). Qualitative research is an inquiry of understanding based on distinct methodological traditions of inquiry that explore a social or human problem. The researcher builds a complex, holistic picture, analyses words or concepts, reports detailed views of informants, and conducts the study in a natural setting (Cresswell, 1998).

Contrary to the research approach of quantitative researchers, it is believed by qualitative researchers that data can only effectively be interpreted when he or she maintains an close relationship with the object of study and comes as close as possible to it (Mouton in Webb and Auriacombe 2006:597). Qualitative research refers to an approach to the study of the world which seeks to describe and analyse the behaviour of humans from the point of view of those being studied. Rather than observe the behaviour of an object during experimental research, and thus attempt

to control all factors and variables that might distort the validity of the research findings, the qualitative researcher seeks to become immersed with the object of study (Webb and Auriacombe 2006:597).

Qualitative research displays a number of characteristics. Firstly, qualitative research is dedicated to viewing events, norms and values from the point of view of the people who are being studied. (Since 1998, the researcher was a participant observer, as Deputy Director Training in the Directorate Human Resource Development (Cape Administrative Academy) in the Chief Directorate Human Capital development in the Department of the Premier, PGWC and actively involved in the drafting of the internal HRD strategy as well as the rolling out process of the iKapa Elihlumayo strategy). Secondly, such researchers provide detailed descriptions of the social settings they explore. This enables them to understand the subject's interpretation of what is going on. Thirdly, the scholar attempts to understand events and behaviour in the context in which they occur, following a holistic approach (The researcher was a member of the Board of the Public Sector Education and Training Authority (PSETA). This is significantly a different standpoint from the natural scientist who attempts to isolate the subject from undue interference. Fourthly, qualitative research views life as streams of interconnecting events, an interlocking series of events and as a process of constant change (Bryman in Webb and Auriacombe 2006:599).

Qualitative research follows a research strategy that is moderately open and unstructured. Even when interview schedules are used as a research technique, the researcher provides minimal guidance to interviewees and allows considerable leeway when responding to questions. When the interviewee moves away from the researcher's designated area, the advantage arises as data is provided that is central to the interviewee (Bryman in Webb and Auriacombe 2006:598).

As noted the most useful theoretic approach to explaining the complex phenomenon of HRD in the public sector was to isolate and consider the external intervening variables and factors that affect the core concept (the NHRDS) for HRD in the PGWC in order to determine the influence thereof on the successful implementation thereof.

Isolating the factors that create and maintain HRD proved to be difficult. To be able to deal with those difficult situations more effectively the author considered some of the forces that are often present in organisations, such as the improvement of education, with specific focus on the education of the youth as in internal dimension of the organisation targeting the development of public servants in the PGWC which is coordinated by the Department of the Premier. There may also be other factors at work, including the following:

An organisational culture of neglect: Frequently a factor in ongoing social settings in organisations, neglect refers to when a problem is not attended to, either because decision-makers or managers are not aware of it or because they are unwilling to do anything about it. Neglect may come in the form of poor management, inefficient accountability mechanisms, under funding, understaffing, inadequate training, or any number of other conditions.

Individual attitudes and behaviours: Individual attitudes and behaviours also often contribute to HRD problems. The individuals who create the problems may be powerful politicians, unskilled employees, incompetent managers, and others. At times, the individual may be a person outside the organisation who exerts influence because of the financial resources he or she controls, the votes he or she can command, or the relationships he or she has developed.

Group attitudes and behaviours: HRD dilemmas are sometimes created or maintained by the attitudes and behaviours of groups of people. A consortium of supervisors or managers might resist changes in policy that would alleviate a problem. Small groups of direct workers might resist the implementation of new intervention strategies. Funders might make inappropriate decisions. Certain people might influence politicians and government officials, or the media. Recognising such groups and their influence is important.

Institutions: Perhaps the clearest example of institutions being part of the problem is the bureaucracy. Some scholars say that stability is both the greatest single strength and the greatest single weakness of a bureaucracy. The very nature of bureaucracy makes it resistant to change. Because they are so resistant to change,

bureaucracies may endure a series of policy interventions without altering the way they do business. If HRD do not occur in a bureaucracy, the researcher is likely to find at least a part of the problem there.

Policies: Problematic policies may exist at any level, but they are often most difficult to detect at institutional levels. A review of institutional procedure manuals can help uncover such problems.

1.4   RESEARCH METHOD AND DATA COLLECTION

The first step in any research process involves a careful examination of the problem, what we know about the problem and what other scholars studying it have learned, in order to unearth different answers, conflicting results and multiple opinions. The research approach in this study is qualitative in nature and will of necessity require careful description, analysis and interpretation of data as well as draw on a variety of sources for the purpose of obtaining information and relevant data. This is supplemented by participative observation and open-ended interviews which constitute the major instrument for the collection of primary data.

According to Auriacombe (Interview 2007) "*The key difference between qualitative and quantitative use of methods is that researchers using qualitative methods strive to understand situations as a whole, i.e.; the totality and the unifying nature of particular settings. This holistic approach assumes that the whole is greater than the sum of the parts; it also assumes that a description and understanding of a program or strategy's context is essential for understanding the strategy or program. Hence, a qualitative research strategy is inductive in that the researcher attempts to make sense of the situation without imposing pre-existing expectations on the research setting. Qualitative designs begin with specific observations and build towards general patterns. Dimensions of analysis emerge for open-ended observations as the researcher comes to understand patterns that exist in the empirical world under study*"

1.4.1 Research method

The purpose of this section is to present a brief introductory discussion of the research method used in the dissertation. Qualitative research focuses on meaning, experience and understanding, thus to ensure a clear in-depth understanding of a research topic. Qualitative data can allow for a greater degree of non-sequential data that results in a cyclical and open-ended research process. This dissertation makes use of a qualitative design to study the "properties, values, needs or characteristics that distinguish individuals, groups, communities, organisations, events, settings or messages" (Du Plooy 2001:83).

Deciding to follow either a quantitative or qualitative approach during research design, determines which research methods will be chosen (Mouton in Webb and Auriacombe 2006:599). When a social scientist decides to follow a qualitative approach, he or she is most likely to make use of methods and techniques associated with it, including ethnographic studies, grounded theory and case studies or a qualitative mixed method (triangulation). The qualitative research method that was chosen for this dissertation is the triangulation of grounded theory and a specific case study (mixed method), which will be explained in the following paragraph for clarification.

1.4.1.1   Grounded theory

The phrase "grounded theory" refers to theory that is developed inductively for *a corpus* of data. If done well, this means that the resulting theory at least fits one dataset perfectly. This contrasts with theory derived deductively form grand theory, without the help of data, and which could therefore turn out to fit no data at all. Grounded theory takes a case in terms of a variable perspective, although the distinction is easily impossible to draw. This means in part that the researcher can take a specific case as a whole, in which the variables interact as a unit to produce certain outcomes. A case-oriented perspective tends to assume that the variables interact in complex ways, and is suspicious of simple additive models with main effects only. The basic idea of the grounded theory approach is to read (and re-read) a textual database (such as a corpus of literature or documents) and "discover" or label variables (also called categories, concepts and properties) and their

interrelationships. The ability to perceive variables and relationships is termed "theoretical sensitivity" and is affected by a number of things including one's reading of the literature and one's use of techniques designed to enhance sensitivity. (cf. Borgatti, 2007).

Grounded theory is a qualitative research method that uses a systematic set of procedures to develop an inductively grounded theory about a phenomenon. Only after data concerning a particular phenomenon has been collected and the variables analysed, does a theory materialize. However, not all data collection and analysis exercises develops into a theory, some eventually only describe phenomena or a core concept (cf. Webb and Auriacombe 2006:599).

The aim of grounded theory is to build theory that is faithful to and illuminates the variables influencing the area or core concept under study. Grounded theory should accurately represent the everyday reality of a particular substantive area, be understood by those who were subjected to the study and those who practiced it and be abstract enough to be applicable to a variety of different contexts related to that phenomenon.

As mentioned before the self-defined purpose of grounded theory is to develop insights into theory about phenomena of interest. The researcher attempts to derive a theory by using multiple stages of data collection and the refinement and interrelationship of variables and categories of information. The grounded theory researcher needs to recognize that the primary outcome of this study is a theory with specific components; a central phenomenon, causal conditions, strategies, conditions and context, and consequences. These are prescribed categories of information in the theory.

The grounded theory researcher starts with the raising of generative questions which help to guide the research, but are not intended to be either static or confining. As the researcher begins to collect data, core theoretical concept(s) are identified. Provisional linkages are developed between theoretical core concepts, the intervening variables and the data. The effort tends to evolve toward one core category that is central. Eventually, one approaches conceptually dense theory as

new observation leads to new linkages which lead to revisions in the theory and more data collection. The core concept or category is identified and fleshed out in detail (NHRDS for the purposes of this study). This process continues and does not end. Grounded theory does not have a clearly defined demarcated ending point. The research project ends when the researcher decides to end it (Webb and Auriacombe 2006:599).

1.4.1.2 Specific research case study

Case study research, one of the most prevalent forms of social science research, has been widely used in business, education, psychology, sociology, political science, social work, community planning, and economics (Dooley, 2002; Merriam, 1998; Yin, 2003).

In particular, case studies are relevant when conducting research in organisations where the intent is to study systems, individuals, programs, and events. The researcher identifies the case for the study. This case is a bounded system, bounded by time and place. The research uses extensive, multiple sources of information in data collection to provide the detailed in-depth picture of the case. The researcher should also spend considerable time describing the context or setting for the case (cf. Yin, 2003:15).

The research case for this dissertation is an organisation, namely the PGWC. The PGWC consists of 13 provincial departments (and the Provincial Parliament) with more than 67 000 personnel (see table 1.1). As a public sector organisation, the primary aim of the PGWC is to build a sustainable environment for the economic and social growth of the community of the Western Cape. By implementing the NHRDS people will be provided with a solid educational foundation for social participation, and also be empowered to develop relevant and marketable skills at further and higher education levels to challenge skills shortage (Internal Social and Human Capital Strategy, 2005).

TABLE 1.1: PERSONNEL EMPLOYED BY THE PGWC

Provincial Dept	End March 2005	End March 2004
1. Dept. of the Premier	767	540
2. Provincial Parliament (*not under PSA*)	72	61
3. Treasury	218	202
4. Community Safety	713	610
5. Education	37466	37866
6. Health	23384	23384
7. Social Service & Poverty Alleviation	1496	1496
8. Housing	362	293
9. Environmental Affairs & Dev Planning	285	206
10. Transport & Public Works	1894	1385
11. Agriculture	795	731
12. Local Government	155	130
13. Economic Development & Tourism	124	124
14. Cultural Affairs & Sport	593	535
Total Personnel Numbers	68324	67563
Total Personnel Cost:	8,772,180	7,938,344

As Yin (2003), Stake (1995), and others have articulated, in classic case study research, the case may be an individual, where the individual is the primary unit of analysis. Case study research may also be done on several individuals, or it can be an event or entity that is less well defined than a single individual. Two key characteristics of this case study research can be described as follows:

Bounded: A case study is a bounded study of an individual, a group of individuals, an organisation, or multiple organisations. In the case of this dissertation the organisation is the PGWC. Theory and/or the research problem generally define(s) the boundaries of the study, though (Wells, A.S., Hirshberg, D., Lipton, M. & Oakes, J., 2002) have argued that the nominal or constructivist perspectives suggest that boundaries emerge during data collection. In this case, data used to provisionally assess the extent of implementation of the NHRDS in the PGWC, are specific key documents.

These key informing documents are the White Paper, Preparing the Western Cape for the Knowledge Economy of the 21st Century, (2001), the Final Report of HRD Task Team into Developing a Framework for Skills Development and HRD for the

Western Cape, (2003), the Health Plan 2010, (2003), the Socio-Economic Review, (2003), A framework for the Development of the Western Cape Province – An improved life for all, iKapa Elihlumayo, (2004), Medium Term Budget Policy Statement, (2004 - 2007), Internal Social and Human Capital Strategy, (2005), the Provincial Economic Review and Outlook (PERO, 2005), the Budget Document 2006/2007 and the iKapa Elihlumayo - Draft Provincial Growth and Development Strategy, (2006) (PGDS), (Nine First and Second Generation iKapa Elihlumayo strategies) as well as budget documents and several speeches made by ministers of Government.

The Nine First and Second Generation iKapa Elihlumayo strategies (refer to Table 1.2) constitute the Provincial policy and situational base of the PGDS (2006). Having been initiated with different departure points and developed with different methodologies, an iterative process between the strategies and the PGDS (2006) is being undertaken to ensure consistency and alignment as all strategies are refined and mature.

TABLE 1.2: IKAPA ELIHLUMAYO BASE STRATEGIES

1st Generation Strategies	2nd Generation Strategies
Micro-economic Development Strategy (MEDS)	Scarce Skills Strategy (SSS)
Strategic Infrastructure Plan (SIP)	Human Settlement Strategy (HSS)
Human Capital Development Strategy (HCDS)	Integrated Law Reform Project (ILRP)
Social Capital Formation Strategy (SCFS)	Sustainable Development Implementation Plan (SDIP)
Provincial Spatial Development Framework (PSDF)	

First and Second Generation implementation plans are being aligned with the principles and strategic goals of the PGDS (2006) as well the implementation of PGDS Lead Interventions.

As a core alignment mechanism for the Province, the PGDS is the Provincial coordination and implementation strategy which is driven by PGWC and championed by the Premier.

Objectives and principles in key national policy documents also served as policy informants of iKapa Elihlumayo:

- Vision 2014
- National Spatial Development Perspective
- Accelerated and Shared Growth Initiative of South Africa
- Draft The Regional Industrial Development Strategy
- Draft National Strategy for Sustainable Development, (iKapa Elihlumayo – Provincial Growth and Development Strategy. Draft, 2006).

Abovementioned informing documents are used specifically in chapter 6 to provisionally assess the extent of implementation of the NHRDS in the PGWC.

Embedded: Cases can be simple in terms of their bounded nature, but they are always embedded in larger systems; hence, the case is always a microcosm of a larger entity. As a result, a significant part of this case is a description and bounding of the context.

Case study research "comprises an all-encompassing method — covering the logic of design, data collection techniques, and specific approaches to data analysis" (Yin, 2003:14). The case, in this instance, the PGWC is part of the larger South Africa, its organisations and citizens in a competitive global community. Three types of case studies can be undertaken: explanatory case studies, exploratory case studies, and descriptive case studies (Yin, 2003:2). This dissertation is analytical, explorative and descriptive of nature.

Case studies are very appropriate when the researcher is interested in process or seeks an in-depth understanding of a phenomenon because of its uniqueness. Stake (1994:21) identifies three motivations for studying cases: intrinsic case study, instrumental case study, and collective case study. According to him, an intrinsic case

study is undertaken because the case itself is of interest. Because the case to provisionally measure the extent of implementation of the NHRDS in the PGWC this dissertation can be described as a intrinsic of nature because the case itself is of interest.

Qualitative evaluation applications which are especially appropriate were determined, given the evaluation's purpose and priorities. Qualitative evaluation applications that were seen as important were the following:

- Documentation of the strategy's processes as described in the key documents that were identified
- Conducting an implementation assessment, investigating the extent to which actual implementation matches the original strategy
- Documenting development over time – as the implementation of the strategy was conducted between 2001 and 2006

Design decisions were made in order to get answers to important evaluation questions. It was decided that the assessment will be qualitative with a mixed methods qualitative design with both grounded theory and a case study as the appropriate research method for the purposes of this dissertation. The qualitative study posed some unique ethical challenges because of the direct personal interest of the researcher as a participative observatory and public servant working in the field of HRD in the PGWC. Data is however presented holistically through participative observation in a context-sensitive manner.

1.5   DATA COLLECTION

The approach followed in this dissertation was designed to incorporate the elements that have already been identified by scholars in the field and the policies and strategies of HRD as being the critical components that must be considered for an impartial assessment of the implementation of the NHRDS.

Documentary sources from which secondary data was obtained included:

- relevant published textbooks and other literature;

- unpublished dissertations and theses;
- published and unpublished research reports;
- articles from scientific journals, reference works and newspapers, as well as magazine reports;
- official and unofficial government publications;
- national and provincial HRD legislative and policy documents and strategies;
- the Constitution 1996 and other relevant laws and statutes;
- speeches and papers where appropriate;
- unpublished lectures, documented interviews, periodic reports and documentation of the cases; and
- internet sources.

The document analysis of secondary (qualitative) data complements the primary data generated by the interviews. Document analysis helped to verify the claims that the NHRDS has been implemented in the PGWC. However, it is important to note that these research instruments are not mutually exclusive; rather, they serve to complement each other.

Therefore, the choice of method for this study was based on the following requirements:

1.5.1 Literature study

The literature contains appropriate and relevant information on the subject of HRD. However, the review of relevant literature indicates that studies of HRD have been approached mainly from a foreign or international perspective of HRM. Indeed, the assumptions about HRD on which this study is premised were propounded by the national HRD educational strategies including NHRDS in terms of reconstruction and development of the public service after the 1994 transition. However, these literature sources do not adequately reflect the impact of the NHRDS on specific cases in South Africa. To overcome this perceived deficiency in the literature, the researcher deliberately had to source local literature that addressed the South African situation.

In the literature search the particular grounded theory focus of the researcher was on the following concepts: HRD, HRM, education and training. These include a host of publications related to the historical, political and management interpretation and related debates on HRD in South Africa and elsewhere. Descriptive works that attempted to describe and outline HRD were mostly academic, but also included publications of a more popular nature. The researcher specifically concentrated on the conceptualisation, as well as theories and models applicable to, these concepts.

In an effort to gather information and knowledge relevant to the field of study and research methods, the researcher relied on both primary and secondary sources of data. In this regard, two main research instruments were employed, namely the literature study, a document analysis of HRD strategies and the NHRDS in order to evaluate the provisions of the NHRDS. The aim of providing a documentary analysis of the HRD strategies and the NHRDS is based on the assumption that this is an area in HRD that that received little attention from scholars in South Africa, especially research related to the possible impact and outcomes (or non-outcomes) of the NHRDS and other legislation in terms of the interface between the monitoring of non compliance – and thus, the enhancement of HRD.

Scholars disagree about when the relevant literature should be reviewed and how it should be incorporated into a mixed method qualitative study (grounded theory and case study). The research design may dictate whether a literature review should be used to ground the problem statement of the study, as in many quantitative designs; or whether the literature should not be carried out until after data are collected, as in a phenomenological study, in which the literature is used to add depth of understanding to the themes elicited by those interviewed about the phenomenon.

The literature is used differently in case study research depending on the study's questions and research design. However, in most case studies, the literature review should be used to establish the rationale for the research and questions to be asked. The literature review helps identify what is known about the context and focus of the study from research and, sometimes, from practice. Prior research, plus theory, helps the researcher find out what information he or she should make sure to gather because others have found it to be important. The literature review therefore shapes

the design of the study (Creswell, 1994, 1998, 2003; Merriam, 1998; Merriam & Simpson, 1995).

Once the findings have been identified, the literature can help the researcher understand patterns in the data and therefore theorise about dynamics, relationships, and links in the data. Once conclusions have been drawn, the literature helps compare findings of the study to other studies and identify how this study builds the field's knowledge base by adding to, confirming, or contradicting prior findings. Because case studies are all about context, the literature review can point to studies in similar or different contexts to help the researcher understand the limits of the findings of this study. This helps the reader to better understand how to use findings in a different setting (Creswell, 1994, 1998, 2003; Merriam, 1998; Merriam & Simpson, 1995). In the case of this dissertation research was done through literature as well as the Internet (See Annexure B).

1.5.2 Contextualisation of informing documents for the case study

The 2003/04 PGWC Budget Speech gave impetus to the Province's development agenda framed by a clearer appreciation of the Western Cape's socio-economic environment, detailed in the 2003 Socio-Economic Review (SER). Drawing on the environmental scan and the SER, the 2004 Medium Term Budget Policy Statement (MTBPS) pulled together the agreements and priorities articulated at the Provincial Growth and Development Summit, held in November 2003, and put this in the context of the iKapa Elihlumayo *("The growing Cape")* principles and objectives.

Given the mandate and decisions of the summit, it was then possible for the Province to start thinking in a structured way about the systemic realisation of these objectives. During 2004 the content was further developed through the conceptualisation of the iKapa Elihlumayo lead strategies and the deepening of the Province's socio-economic foundation through analysis in respect of the Provincial Economic Review & Outlook 2005 (PERO, 2005).

The PERO (2005) made a critical contribution at this point in the development of iKapa Elihlumayo and the evolution of strategic thinking in the Province. The pro-

active development role, which the Province had taken on, demands that the Province gain a better understanding of the underlying drivers of the Western Cape economy, its labour market structure, skill base and income distribution patterns. This research, combined with a deeper insight into the sources, potential and constraints for enhancing provincial growth and development, provides the analytical foundation within which the Province's resource allocation decisions and delivery plans are embedded. The overview of the Province's socio-economic environment and development challenges contained in the PERO (2005) thus served as a comprehensive analytical platform for the development of the 2005/06 Provincial Budget.

Under the theme of a developmental state, the 2005/06 Provincial Budget began to give effect to this analytical and planning work. In this respect, the Western Cape broached a greater recognition of a provincial/regional development role, enhancing the Province's medium- to long-term growth and development prospects, as framed by iKapa Elihlumayo. The lead strategies are also in alignment with development objectives promoted by National Government.

The PERO (2005) is meant to provide further analytical rationale and weight to the Province's intended direction with regard to growth in particular sectors. Taking its lead from advances in the national development agenda, the PERO (2005) also provides further analytical understanding and premise for a Shared Growth and Development agenda in the Western Cape. As promoted by the Deputy President Phumzile Mlambo-Ngcuka through the Accelerated and Shared Growth Initiative of South Africa (Asgisa), the concept of accelerated and shared growth is also to serve as the organising idea behind the Provincial Growth and Development Strategy (PGDS) (Budget Overview, 2006).

The MEDS (2005) which has yielded 42 research papers, covering 13 sectors and five major cross-cutting themes, sets out to achieve a shared, sustainable, growing, labour-absorbing, globally competitive economy. It is one of the complementary, interactive strategies of iKapa Elihlumayo, as described. The aim is to stimulate economic development and transformation in the Western Cape.

The strategy, led by the Department of Economic Development and Tourism, guides and directs the provincial government's involvement in the private sector and are used as a planning tool. It goes hand in hand with the NHRDS as it sets out to grow the economy in a rapid and sustainable manner, for the benefit of all who make the Western Cape their home, create employment, especially for the presently unemployed, make ownership of the economy reflect the demography of the Province, generally increase levels of participation in the economy by all, especially the previously excluded and presently marginalised, make citizens and their enterprises effective players in the global economy and to create a fair, effective and conducive business environment for enterprises and consumers.

"A Human Capital Development Strategy (HCDS) for the Western Cape: A focus on Youth" was launched by the Department of Education (WCED) in January 2006. It came as a result of the need expressed by National Government for the development of a HRD strategy, and has therefore been influenced very much by the national strategy, as drafted by the departments of Education and Labour.

More particularly, this strategy flows from a direct mandate from the current provincial government to the WCED to develop a human capital development strategy for the Western Cape, with particular emphasis on the youth of the Province. The crafting of this strategy has been influenced primarily by the provincial vision of a "Home for All" and the Western Cape economic development strategy, iKapa Elihlumayo. In this regard, the concepts of *"the developmental state"* and *"holistic governance"* play a particularly important role in the complexion of the strategy: the state takes responsibility for determining the development agenda and trajectory of the province and must create the enabling framework for that development potential to be realised. Provincial government departments are required to respond in an integrated fashion wherever possible as a means of maximizing state resources and deploying it for maximum returns. Firmly embedded within the principle of lifelong learning, and operating within the framework of the *"Learning Cape"* concept, the strategy promotes the development of early childhood education, adult basic education, training, quality general education as well as higher education. The focus, however, is not only on individual growth and development,

but assumes the same learning principles for the organisations of Government, the various departments (HCDS, 2006).

1.5.3 Interviews

The deductive manner of the study, it's largely uncharted terrain and the definitive role that particular points of departure played in the development of the various measures or guidelines and criteria, called for selecting information as a supplementary and hence secondary means towards an end. The supplementary data was interpreted and clarified in discussions with senior officials, specialists and experts from state institutions, academics, and persons and associations of persons from other sectors. Based on the objectives and hypothetical points of departures of this study, the purpose of the open-ended interviews and discussions was to generate primary data from the participants, concerning their perceptions of the effects of the various identified issues in the promotion of HRD, as well as the relative importance they attach to these issues.

1.6   CHAPTER OUTLINE

To provide a general overview of the research, the following chapters will evolve in order to give the context of HRD in the PGWC, as well as an exploration of the extent of the implementation of the NHRDS in the PGWC.

Chapter 1 provided a background, rationale and problem statement in order to put the research problem and the theoretical approach to the research in proper context. The research questions, hypothetical point of departure, the research objectives, the qualitative research approach to the study, and the research method used to collect data were also provided. The chapter concluded with an overview of the chapters contained in the dissertation.

Chapter 2 provides an overview of the origin of HRD. It illustrates how HRD forms an integral part of Human Resource Management (HRM) in terms of the theory underpinning HRM and HRD. It also provides an overview of the origin, the definition and meaning of relevant terminology like development, education, training, and learning. The term HRD as a focus of this dissertation is analysed. Activity-based

versus results-driven HRD and the redesigning and repositioning of HRD are discussed.

Chapter 3 outlines the history of the public service in South Africa. The chapter starts off by investigating the transformation of South Africa and then continues to discuss the impact of transformation on the SA public service. The need for opportunities to develop people becomes clear. The chapter specifically highlights the context for the development of HRD strategies in the new, transformed South Africa. Strategies towards transformation and opportunities to develop people are discussed. This chapter outlines the history of South Africa, the challenges that SA faced, as well as the transformation process in SA in general. Negotiations, constitutional development, and policies that gave rise to transformation are discussed. Lastly, the impact of transformation on HRD in the public service is explored.

In Chapter 4 the context, challenges and policies of HRD in the South African public sector are considered. This chapter expands on a number of policies and regulations that have been developed over the past several years to provide impetus and the framework for the process of transforming HRD in the public service. These policies and regulations invariably impact on the skills development requirements of the public sector. The NHRDS is described as it is the core concept of this dissertation. The chapter then continues to discuss the development of a HRD Strategy for the Public Service (2003) as well as the governing legislation, the South African Qualification Authority Act, 1995 (Act 58 of 1995) and the National Qualifications Framework (NQF) and Sector Education and Training Authorities (SETAs). The HRD Strategy for the Public Service (2003) is explained and the challenges for HRD in the South African public sector discussed.

Chapter 5 describes the present strategies (both internal an external) of the PGWC to develop its most important resource, namely its human resources. The internal dimension, this is HRD within the PGWC, targets the development of at least the 69 000 public servants in the Provincial Government. The chapter starts off by describing the context of the internal HRD strategy in the Western Cape. It then continues to describe the challenges for HRD in the Western Cape. Thereafter follows a discussion of the legal mandate regarding HRD strategies in the Western Cape.

HRD strategies and the extent of implementation thereof in the Western Cape are also considered. Furthermore, it describes the Human Capital Development Strategy (with the focus on youth) (2006) of the Department of Education in the PGWC. The Department of Education (internal dimension) is mainly responsible for Human Capital Development, focussing on youth. The WCED has produced this strategy, asserting that education and skills development are central to growth, prosperity and a better life for all South Africans. The chapter also explores the extent of implementation of the NHRDS in the PGWC. Summative assessments are made, derived from key informing documents. A comprehensive assessment is then compiled to determine the extent in which the NHRDS was implemented in the PGWC.

Chapter 7 provides a synthesis of the study through a summary of the research objectives of the study. Certain observations are made in terms of the study objectives. The hypothetical point of departure is tested, the main findings presented and conclusions drawn. Finally, proposals are made for possible future research arising from this dissertation.

1.7   SUMMARY

This chapter has outlined the background, rationale and problem statement. The research problem, the theoretical approach to the research, research questions, hypothetical point of departure and the research objectives, were also provided. The qualitative research approach used for the study was also explained. To clarify this approach, it had also been necessary to explain the research method as well as the method for collecting data. The chapter concluded with an overview of the chapters contained in the dissertation. Chapter 2 will focus on the development, nature and scope of Human Resource Management (HRM) and HRD.

CHAPTER 2

HUMAN RESOURCE DEVELOPMENT:

NATURE, DEVELOPMENT AND SCOPE

2.1   INTRODUCTION

Chapter 1 discussed the context of the research and provided a background, rationale and problem statement in order to put the research problem in proper context. The research problem, the theoretical approach to the research, research questions, hypothetical point of departure and the research objectives, were also provided, and the qualitative research approach to the study set out briefly. The chapter also provided the research method used for the purposes of this dissertation as well as the method to collect data. Finally, the chapter concluded with an overview of the chapters contained in the dissertation.

To provide a background for later chapters, this chapter reviews the nature, development and scope of HRD theory. Selecting a method for researching the role of HRD is also beset with problems of a technical and interpretative nature, and to facilitate understanding of these difficulties, some background is required on the nature of the relationship between HRM and HRD as well as the strategic role of HRD. Other areas of enquiry that will be helpful in understanding the milieu of HRD as a subject field lie in the broad area of training, education, learning, development and HRD.

In the context of today's organisations and the discipline of HRD, "to be strategic" requires HRD to be an integral and essential part of organisational strategy. HRD is a title which represents the latest evolutionary stage in the long tradition of training, educating and developing people for the purpose of contributing towards the achievement of individual, organizational and societal objectives. Unfortunately, along with its partner HRM, it has attracted a certain amount of criticism for its 'insensitive depiction' of people as replacement parts serving the mechanistic requirements of the organization. HRD, as with the title HRM, makes individuals sound rather like the nuts and bolts of an organization that can be interchanged and dispensed with at will (Wilson, 1999).

This chapter aims to fulfil the research objective as stated in the introductory chapter, to provide: "An analysis of the nature, development, scope and concepts of HRM, HRD, training, and education, in order to examine the influence of these important external variables on the process of HRD in a public sector organisational setting and to provide context to the need for a NHRDS in South Africa".

In order to achieve this aim the research objectives of this chapter are to:

1. Provide an overview of the origin of HRD;

2. Illustrate how HRD forms an integral part of HRM;

3. Analyse the term HRD, as it is the focus of this dissertation;

4. Explain the definition and meaning of relevant terminology like development, education, training and learning;

5. Provide a theoretical framework of, and discuss activity-based versus results-driven HRD; and to

6. Describe the redesigning and repositioning of HRD.

2.2   ORIGIN

To understand where HRM and HRD originated from it is important to give a brief historical background to the start of modern economic activity and economic growth, namely the Industrial Revolution (1712-1830). Until the second half of the 18th century human society was poor and relied on a sustenance standard of living whereby a population focused exclusively on producing only that which they would consume.

From 1712 the Industrial Revolution was a process of social and economic change where society was transformed from a pre-industrial to an industrial state. The social and economic change was closely intertwined with technological innovation and also related to some form of philosophical change or a different attitude toward the perception of nature (http:/barney/gonzaga.edu).

Problems with people as employees began with the Industrial Revolution, when cottage industries became so large that owners became obliged to employ strangers in addition to family members. This was the beginning of the challenge of HRM and

HRD; that which contemporary managers still contend with today (http://barney/gonzaga.edu).

At the end of the 18th century there was a tremendous influx of workers to the manufacturing industry. This forced "management" to decide on some kind of management practice to accommodate the new generation of "employees". In this case the human resources management question (Bendix, 1970:254) dealt with the following:

The relative position of management, as compared to employees, and the obligation of management towards employees. The general management practice during this period was based on the principle of "Social Darwinism"; i.e. the survival of the fittest.

From there "personnel management" developed through world wars and the industrialisation process. Personnel management today is that part of the management that is primarily concerned with the human relationships within an organisation. Its objective is the maintenance of these relationships on a basis of considering the well-being of the individual, thereby enabling all those engaged in the undertaking to make their maximum personal contribution to the effective working of that undertaking (Wilson, 1999:7).

The development of people was then already seen as important. One of the operating trends that stems from the importance of the development of people, is the need for HRM and HRD. In the next segment both will be discussed.

2.3 HUMAN RESOURCE DEVELOPMENT AS INTEGRAL PART OF HUMAN RESOURCE MANAGEMENT

It is rightly said that labour (human resources) is the only resource in an organisation that reacts when acted upon. This means that, with the exception of human resources, all resources derive their dynamic character from human resources. For this reason it is imperative to develop the human resources of an organisation. An

interrelated chain of activities represents human resources management as a process.

The efficiency and effectiveness with which these activities are carried out is indicative of the quality of the human resources in the organisation (Nel, P.S., Gerber, P.D., Van Dyk, P.S., Haasbroek, G.D., Schultz, H.B., Sono, T. & Werner, A., 2001:50). The human resources management process is depicted in Model 2.1. The fact that HRD is part of HRM is illustrated in this model.

Model 2.1: Human resources management: A process in itself
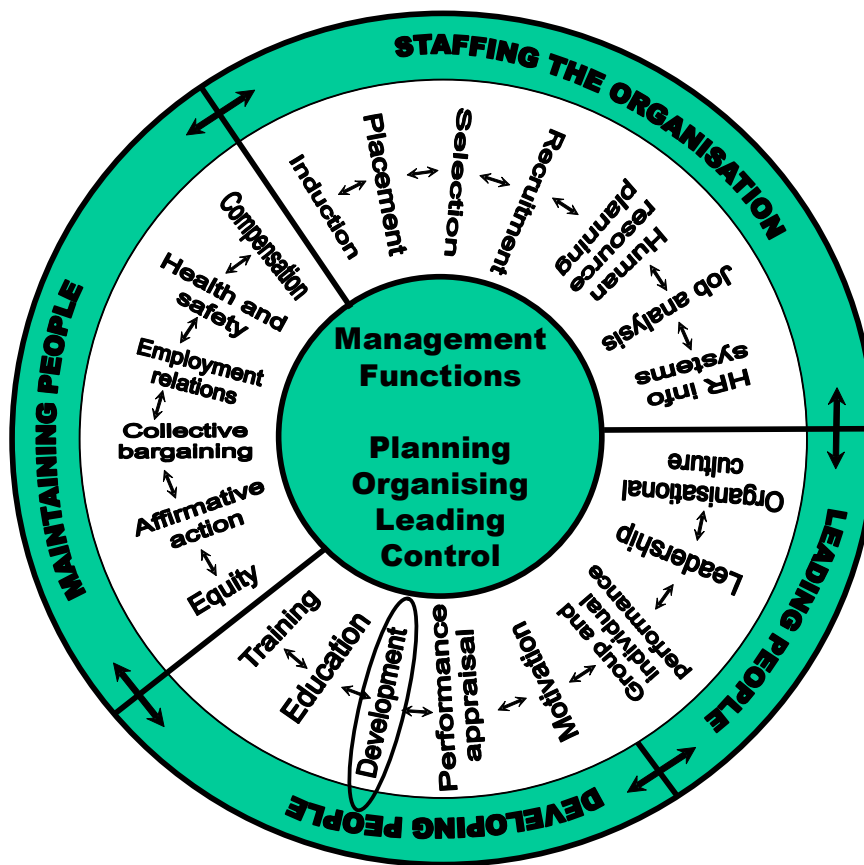
Source Nel et al., (2001:77)

"Human Resource Management" is a term that has many definitions. Heery & Noon, 2001, also saw it as the subject of considerable academic analysis. There is however no common agreement on what HRM means. For the purposes of this dissertation HRM means: "*that part of the management function which is primarily concerned with the human relationships within an organisation*" (Heery & Noon, 2001:190). HRM is a co-ordinated approach to managing people that seeks to integrate the

various personnel activities so that they are compatible. Therefore the key areas of employee resourcing, **employee development**, employee reward, and employee involvement are considered to be interrelated.

Policymaking and procedures in one of these areas will have an impact on other areas. It is therefore said that human resource management is an approach that takes a holistic view and considers how these various areas can be integrated. This definition suggests that HRM is a systematic approach to personnel management, as advocated by organisations representing the personnel profession.

The HRM process covers a vast amount of interrelated aspects of personnel. It is therefore necessary to look at the process as a whole (Nel et al., 2001) describe the HRM process as directed at employee functioning within the organisation. They distinguish between the input, throughput and output processes of an employee as a subsystem within an organisation.

The HRM input process consists of human resources planning, acquisition of the human resources of the desired calibre, as well as the recruitment, aimed at providing a pool of potential employees from which the organisation can select the required number in accordance with job requirements. As part of the input process, selection, induction and staffing, training, and intrinsic motivation are described. They then follow to describe the HRM throughput process as follows:

The human resources management throughput processes are related to an employee's functioning in his/her job context environment. This entails numerous processes. The main purpose of these processes is to maintain the human resources of the organisation during the throughput phase of employee functioning. Part of it is aimed at preparing employees for further career development.

The human resources development process has a significant effect on an employee's duration of service with an organisation. What is of further importance is extrinsic motivation, which refers to motivational factors affecting the employee from the work environment outside the job content environment. This includes factors such as working conditions, leadership, and compensation. Although it is impossible to say

which human resources management process has the most profound effect on an employee, leadership is certainly one of the most important influencing factors.

Furthermore the effect of current relationships between management and the labour force causes problems in many an organisation. Employment relations are becoming increasingly important, not only for human resources management, but for the management of the entire organisation. This issue must be observed to comply with fair labour practice. As part of the throughput process, the importance of performance appraisal as a human resources management process cannot be overemphasised. It is essential to the psychological contract that performance appraisal provides employees with formal feedback on their functioning within the job content and job context environments. The next important issue is employee compensation. Theorists do not concur on the effect of compensation on employee attitudes.

An aspect that is as important as the management of an employee within the job content environment is the positive influence of human resources management on functioning within the job context environment. Every single human resources management process makes a positive contribution towards employee functioning, if it is effectively implemented (Nel et al., 2001:78).

Nel et al. (2001:80) conclude with the management of the output process of employee functioning. The extent to which employees progress towards the achievement of personal goals due to the impact of human resources management processes, determines their will to perform. This in turn, determines employees' outputs.

As indicated earlier, HRD forms an integral part of the HRM process. As HRD is the focus of this dissertation, it is essential to study this field thoroughly.

2.4 HUMAN RESOURCE DEVELOPMENT

The term "Human Resource Development" was introduced to the 1969 Miami Conference of the American Society of Training and Development (ASTD) by Leonard

Nadler and he subsequently provided a definition in 1970. Nadler (1990:42) emphasised that there had been a significant number of people entering the HRD field and, therefore, they deserved to have a definition of the subject.

At the same time he maintained that good HRD specialists see an input into most of the operational areas and therefore delimiting the field can also have adverse consequences for the profession.

The recognition that HRD fed into most organisational areas was also noted by Galagan (1986:18) who described it as an omnivorous discipline, incorporating over the years almost any theory or practice that would serve the goal of learning in the context of work. *"Like an amoeba, it has ingested and taken nourishment from whatever it deemed expedient in the social and behavioural sciences, in learning theory and business".* Accurately defining HRD can be problematic, particularly if an international perspective is taken because its interpretation and roles tend to vary from one country to another. Furthermore, following research among the delegates at an international conference, there was a strong insistence that HRD does not equal training (Hansen & Brooks, 1994:56).

HRD is based on the research and theories drawn from the field of adult education and is different from the learning that occurs in children. Learning is based on creating the appropriate circumstances in which adults can learn and thereby change behaviour. HRD is concerned with improved performance within the work environment. It is not concerned with improving people's health or their personal relations with their family. Finally, HRD utilises the theories of change and how these relate to the organisation. Change affects individuals, groups and the organisation and HRD is predominantly concerned with the change of individuals (Galagan, 1986:19).

There would thus appear to be a professional need to define the territory of HRD, no matter how limited it may be, in order that those involved with it, either as deliverers or receivers, can have a reasonable understanding of what it encompasses. To form a basis definition for this dissertation, it is important to look at specific definitions of HRD (Galagan, 1986:21).

2.4.1 Definitions of HRD

Different definitions of HRD enable one to fully understand the term and also to recognise the fact that different sources describe this term in different ways.

According to Nadler & Nadler (1990:36) HRD is organised learning experiences in a definite time period to increase the possibility of improving job performance growth.

Wilson (1999:21) stated that HRD shall be taken to mean a process that includes the principles, methods and techniques used to assess and meet the learning and organisation development needs of employees and their organisations. HRD has the goal of fostering long-term work-related learning in organisations for purposes for advancing individuals and organisations. Since 1991, the "Investors in People" initiative has been used increasingly by organisations to set goals for training and developing their employees. It has helped to prove that investments in human potential give payback in organisational performance (Mason, 1997:43).

The above definitions appear to have been developed from a theoretical perspective, albeit probably based upon observation and practice.

McGoldrick & Stewart (1996:9) stated that in spite of all the definitions available, *"there are no universally accepted definitive statements of the meaning either of HRM or of HRD."* HRD is still a young discipline and still in the process of developing and finding a clearer identity for itself. What is clear from the definitions of HRD above and the contributory areas of training, education, development and learning, is that HRD refers to learning at the individual, group and organisational levels to enhance the effectiveness of human resources with the purpose of achieving the objectives of the organisation.

For the purpose of this dissertation the following definition of HRD will be used:

> *"Human resource development is the study and practice of increasing the learning capacity of individuals, groups, collectives, and organisations through the development and application of learning-based interventions for the purpose of optimising human and organisational growth and effectiveness"* (Chalofsky, 1992:20).

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From these definitions it is clear that terms such as "development", "education", "training" and "learning" are often used interchangeable. To understand the subtle differences, they need to be clarified.

2.4.1.1   Development

Development is seen as the growth or realisation of a person's ability, through conscious or unconscious learning. Development occurs when a gain in experience is effectively combined with the conceptual understanding that can illuminate it, giving increased confidence both to act and to perceive how such action relates to its context. Development indicates movement to an improved situation that for the individual means advancing towards the physical and mental potential we all possess. In many respects development indicates growth and movement by the learner rather than learning itself (Bolton, 1995:15).

2.4.1.2   Education

From an historical perspective education was closely linked to the church in western countries and the number of people receiving education was very limited, as was the case with the guilds. Much of the emphasis was on classics, i.e. Latin and Greek, and there was minimal consideration of practical applications. However, the educated person was often more highly regarded and thus oversaw the craftsperson; a trend which may still be seen today and which influences recruitment to some disciplines (Bolton, 1995:16).

Education is defined as a programme of learning over an extended period with general objectives relating to the personal development of the learner/student and/or his/her acquisition of knowledge. In addition education refers to the area of public policy concerned with programmes of learning in a particular jurisdiction taken altogether, e.g. in the context of education expenditure. Activities aim at developing the knowledge, skills, moral values and understanding required in all aspects of life rather than knowledge and skill relating to only a limited field of activity. The purpose of education is to provide the conditions essential for young persons and

adults to develop an understanding of the traditions and ideas influencing the society in which they live and to enable them to make a contribution to it (Bolton, 1995:17).

Education is a timely concept in the era when "lifelong learning" is a current or imminent reality. Not all training specialists distinguish between "training," "education," and "development." They use the three words interchangeably to describe what they do for their organisations.

But for those who distinguish, as does Nadler (1990:40) training is what is described as follows: *"Those activities which are designed to improve human performance on the job the employee is presently doing or is being hired to do".* Education is those human resource development activities which *"are designed to improve the overall competence of the employee in a specified direction and beyond the job now held".* To Nadler, development is concerned with preparing the employees so they can "move with the organisation as it develops, changes, and grows" (Nadler, 1990:40, 60, 88).

2.4.1.3   Training

Current perceptions of training were formed by previous experiences of training. In many crafts and guilds the purpose of training was to enable apprentices to work for a period of years under the supervision of a master craftsperson. Eventually, the apprentices learned the skills required of that occupation and would produce a complex piece of work, a 'masterpiece', incorporating much of what they had learned. This would then enable them to become members of the specific guild. Hence, today, we have the term 'Master's degree' which illustrates that the person is, or should be, fully conversant with that area. According to Heery (2001:202) training is the process of changing the skills, attitudes, and knowledge of employees with the purpose of improving their level of competence. It is a planned process, usually involving a series of stages where incremental improvement can be identified.

Both of the definitions above illustrate the application of training to the requirements of the organisation and the fact that this training tends to occur in the workplace. They also indicate a relatively narrow limitation to specific skills and operations.

Moreover, training normally has an immediate application and is generally completed in a shorter timescale than education (Van Wart, M., Coyer N.J. & Cork, S., 1993: 60).

Training, as described by Laird, D., Naquin, S. & Holton, E. (2003:30) is the acquisition of the technology which permits employees to perform to standard. Thus training may be defined as an experience, a discipline, or a regimen that causes people to acquire new, predetermined behaviours. A training department is needed in an organisation whenever employees need new behaviours.

Training departments do more than merely fill the gaps in peoples' repertoires for carrying out assigned tasks; training specialists are also now involved in career development: developing people for "the next job," for retirement, and for their roles in society outside the employing organisation.

2.4.1.4   Learning

Learning is the process through which individuals acquire knowledge, skills and attitudes. It may be achieved through experiences, reflection, study or instructions (Heery, 2001:150). Learning can occur in formal settings such as a university or organisational training centres but it can also occur less formally. Nadler (1990:60) distinguished between what he called 'incidental' learning and 'intentional learning'. Incidental learning is considered to be learning which occurs during the course of doing other things such as reading, talking with others and travelling. Drawing from the preceding discussion learning may be defined as a relatively permanent change of knowledge, attitude or behaviour occurring as a result of formal education or training, or as a result of informal experiences. One common theme that can be found in many of the definitions of training, education and development is that they contain the word "learning" (Nadler & Nadler, 1990:90).

Nadler (1990:91) stated that **development** is learning for growth of the individual but not related to a specific present or future job**. Training** is learning related to present job. **Education** is learning to prepare the individual, but not related to a specific present or future job.

Garavan (1997:5) also investigated the nature of training, education and development and came to a similar conclusion that they all involved learning. He went on to state that, "*It is therefore logical to suggest that all four (education, training, development, and learning) are seen as complementary components of the same process, i.e. the enhancement of human potential or talent.*"

The debate about the meaning of training, education and development is for many lay people a rather academic one; however, the discussion will continue because it provides an interpretation of a complex subject. It should be recognised that numerous perspectives and valuable insights result, which further encourage and direct learning activities both for individuals and organisations. The important thing is that learning occurs and is applied both within organisations and to life as a whole.

Planning for HRD is a part of career management an interventions to plan to develop employees and to prepare them for upward mobility in an organisation. There are a number of essential elements of planning for HRD as well as the benefits of planning for global and sustainable development. The most important planning element is that of individuals and organisations learning at the same time as they implement plans so they can optimise outcomes.

2.4.2 Planning for HRD

Planning contains the essence of what it means to be a global citizen. Planning in HRD maintains the vital element of redefining and improving the processes of work and living. HRD planning involves strategies for bringing out the full potential of people across the world as global citizens. Humanity stands at a defining moment in history.

One is confronted with a perpetuation of disparities between and within nations, a worsening of poverty, hunger, ill health, and illiteracy, and the continuing deterioration of the ecosystems on which one's well-being depends. Without the development of human resources in societies around the world, the continued degradation of natural resources will occur, as more humans are not offered the

resources and skills necessary for them to become productive constituents and contributors to world progress.

Friedman (2000:99) warns that globalisation can be incredibly empowering and incredibly disempowering. It can be incredibly enriching and incredibly impoverishing. It can enhance environmental preservation and turbo charge environmental degradation. HRD is fundamentally concerned with the enrichment of the quality of human life. It can become the instrument that can break the cycle of poverty, and lead humankind to an era of global development and peace.

HRD professionals must commit themselves to enable people everywhere to:

- have access to educational opportunities and becoming lifelong learners
- be treated by all with respect in a socially equitable and dignified manner
- have the ability to participate in governance decisions that affect their lives and the community in which they live
- have the potential to earn sufficient income to supply themselves with ample nutrition and shelter, and other material and aesthetic needs

Human resource development truly has the power to lead global development, in which economic and technological development are also people-centred and nature-based. Developed and sustainable societies communise civic order and decision-making, democratise capital creation and work, and vitalise human-need fulfilment, ensuring sufficiency in meeting basic needs. This is what human resource development, properly designed and implemented, can do for the betterment of people around the world.

Once planning for HRD is done, much depends on how HRD is practiced in the organisation. Garavan (1997:7) identifies five possible models which are based on the organisation's perceptions of the meaning of training, development and education.

2.4.3 HRD Models

In the rudimentary model a single individual takes responsibility for the HRD function but his or her activities relate mainly to operational needs, while line managers and those in professional grades look after development and education. Working to this model often results in sporadic and unstructured learning activities.

The intermediate model is representative of moderate sized organisations. The HRD function is a department in its own right but the reporting line may not be to a head of HRD but to another function or indirectly to the chief executive. The range of its work is likely to include giving information about training and development activities and presenting training and developmental programmes.

The specialized model is more sophisticated. It has a centralized HRD function and is self-sufficient to a large extent. It is staffed by full-time specialized trainers who enjoy the benefits of being well funded to offer a wide range of general and specialized activities.

The developmental model puts an emphasis on continuous learning, with learning objectives being identified from real organisational problems. The model recognizes that learners direct their own learning rather that being directed by and dependent on a trainer. However, Garavan (1997) points out that there may not be a direct strategic link.

Garavan's fifth model is described as the strategically linked model. This model, as its title suggests, ensures that HRD is integrated into strategic planning and that HRD practices are accepted and used by line managers as part of their everyday work. The difference that Garavan sees between this model and the others is that the previous models are focused on the maintenance of organisational stability whereas this one places an emphasis on management of change (Garavan, 1997:5-7).

Developing human competence and unleashing this human expertise is of greater strategic value to organisations and indeed to society than ever before (Swanson & Holton, 2001:73). The demands of today's global business environment require that

organisations be nimble and flexible on all fronts and at all times (Drucker, 1994:53). Competitive advantage is driven by the ability to continually outlearn and outperform the competition, and the competition is more elusive and unknown than ever before (Kotter, 1996:55; Tichy, 1983:89). People who can imagine the unimaginable, who can continuously learn and unlearn in the face of the unknown, who can act strategically through joint vision, learning, and information-sharing in the long-term interests and survival of the organisation have become the undeniable source of sustainable performance and economic survival (Horwitz, 1999:180 and Pfeffer, 1995:67). It is this development and unleashing of human expertise that is the business of the field of Human Resource Development. It is of importance to also look at a theoretical framework for HRD.

2.5 HUMAN RESOURCE DEVELOPMENT: A THEORETICAL FRAMEWORK

It is critical that HRD is employed and acts strategically within the external and internal context of the organisation, not only for organisations who seek their products and services, but also for the very discipline itself (Dare, 1996; Gilley & Maycunich, 1998; Horwitz, 1999; Walton, 1999).

Synonymous with the act of planning and the outcome of goal achievement, the act of strategic action demands skilful artistic and scientific ability and intent (Kemper & Kemper, 1996:22; Walton, 1999:79). In the context of today's organisations and the discipline of HRD, "to be strategic" requires HRD to be an integral and essential part of organisational strategy making and execution (McCracken & Wallace, 1999:282). This means that through the development and unleashing of human expertise, HRD is required to play both a strategy-shaping and strategy-supporting role in organisations. Further it should act in proactive and transformational ways within organisations and it should be essentially results-driven and -aligned.

Just like their environmental and organisational counterparts, these shifts in the role and expertise of HRD are most significant. These shifts demand that HRD move away from merely acting to helping implement strategy already formed and handed down by the brainpower at the top of the organisation, to

- being a fundamental player in both the shaping and supporting of strategy (Horwitz, 1999; Provo, J.M., Ruona, W.E. A., Lynham, S.A. & Miller, R.F., 1998:327; Swanson, Lynham, Ruona, 1998).
- they require that HRD stop being activity-driven and start being results-driven (Broad & Newstrom, 1992; Gilley & Coffern, 1994); and
- they require that HRD engage less in a transactional manner and more in a transformational manner within the organisation (Gilley, Maycunich, and Quatro, 2002).

The discipline's inherently strategic nature is captured aptly in a definition of strategic HRD (SHRD) offered by McCracken and Wallace (1999: 288):

"... the creation of a learning culture, within which a range of training, development and learning strategies both respond to corporate strategy and also help to shape and influence it. It is about meeting the organisation's existing needs, but it is also about helping the organisation to change and develop, to thrive and grow. It is the reciprocal, mutually enhancing, nature of the relationship between HRD and corporate strategy."

In helping the organisation to change and develop and to remain competitive in a global economy, many organisations are developing a more integrated HRD approach. As part of this approach it is important to distinguish between activity-based and results-driven HRD.

2.5.1 HRD: Activity-based or results-driven

Unfortunately, many HRD programmes are perceived to be merely internal training houses for employees, and thus are viewed as "outside" the mainstream of the firm. Under this condition, little attention is given to the outcomes of training or its impact on employee performance. Further, some HRD professionals are not taken seriously because they are considered to be non-critical to the success of the organisation (Brinkerhoff & Apking, 2002:89). Occasionally, some HRD professionals are viewed as having no credibility because *"they don't live in the real world, facing the problems other organisational members face"* (Gilley & Maycunich, 1998:25).

This occurs when HRD professionals spend their time designing classroom-based training events, facilitating workshops, seminars, or meetings, and scheduling conferences. In essence, they view training as an end unto itself. Management reinforces this belief by not allowing HRD initiatives to be used as a strategic tool in improving organisational performance and effectiveness. In activity-based programmes, HRD practitioners' organisational effectiveness strategy is simplistic in that they focus on improving individual employee performance.

As a result, little attention is given to how learning interventions affect overall organisational performance, competitiveness, or efficiency. In other words, activity-based practitioners answer the question, "What skills, knowledge, attitudes, and abilities are required to enhance individual performance?" It could be argued that they lack a comprehensive organisational effectiveness strategy.

Gilley, Maycunich, and Quatro (2002) refer to activity-based HRD practitioners as transactional because they engage primarily in exchanges that result in services (for example, training programmes) consumed by internal clients. These often relatively short-term engagements have little strategic value and are based on non-empirical inquiry, typically based on immediate and short-term needs. Gilley et al. (2002:12) suggest that this resembles a retail approach in which HRD exchanges its training programmes for internal monetary value without the benefit of serious dialogue or evidence of integration or application. As this process becomes common, the HRD programme falls prey to the services-for-hire approach. Unless corrected, this approach locks out HRD practitioners from serious strategic discussions and engagements. The final outcome often is an HRD programme that is either outsourced or eliminated during difficult economic periods.

Activity-based HRD practitioners must address the most important question, which is "How can HRD help the organisation accomplish its strategic business goals and objectives?" This question serves as the focus of another type of HRD programme known as results-driven HRD.

In results-driven programmes, HRD professionals work collaboratively with management at all levels to improve organisational performance. Results-driven

programmes are not mere training houses within organisations; instead they help organisational leaders implement and manage change to improve organisational effectiveness.

Several core strategies are commonly used in results-driven HRD programmes, including:

- Setting strategic direction: Helping business units set long-range strategic goals and develop tactical plans in support of those goals
- Linking learning and change initiatives to business strategy: Assuring that learning interventions and change initiatives are in concert with business goals and objectives (Brinkerhoff & Apking, 2002:143)
- Enhancing leadership development: Helping ensure that current leaders have appropriate leadership and management skills to produce organisational results
- Implementing performance-management systems: Helping improve performance through the use of appropriate development and feedback strategies linked to the compensation-and-rewards system, which includes identifying competency maps for all job classifications, performance standards, and evaluation methods used to enhance employee and organisational performance
- Implementing transfer of learning processes: Helping managers install effective strategies that improve learning transfer
- Assessing organisational effectiveness: Helping leaders determine what their needs are and which services will have the highest organisational impact
- Facilitating and managing change: Helping leaders develop effective plans for implementing change and understanding the human implications of change (Gilley & Maycunich, 1998: 44).

For today's senior management who believe that HRD programmes should be used to improve organisational performance and effectiveness rather than simply provide training activities, results-driven HRD programmes are viewed as an investment rather than a cost (Gilley and Maycunich, 1998:45). Therefore, results-driven HRD programmes provide services that help the organisation achieve its strategic business

goals. This requires professionals to change their HRD philosophy from that of the deliverers of training events to one dedicated to improving organisational effectiveness.

Another characteristic of results-driven HRD is the movement from improving employee performance to enhancing organisational performance and effectiveness. Although this shift proves subtle, HRD interventions and initiatives are now targeted at improving overall performance problems rather than fixing isolated ones. Silber (1992:89) characterises results-driven programmes as those that utilise total cultural interventions by professionals who examine problems and provide solutions in a context that addresses the organisation's values and corporate culture. This type of intervention can have the most positive impact on organisational performance and effectiveness, because HRD professionals use techniques that help them determine the influence of organisational policies, procedures, and culture that can impede performance and prevent the implementation of organisational change. Implementing total cultural interventions also requires a collaborative relationship between HRD professionals and senior management (Gilley & Maycunich, 1998:48).

Successful progression to results-driven HRD requires professionals to develop a complete understanding of the organisation, its politics, culture, business, and industry. Professionals must have excellent organisational development skills in order to analyse and evaluate all aspects of the firm, design and implement performance-management systems, and facilitate and manage change initiatives. Results-driven HRD programmes operate like those of consulting firms, where professionals are assigned to a variety of projects and initiatives. Under this operational approach, Gilley and Maycunich (1998:50) believe that HRD professionals have three development responsibilities. Firstly, they are responsible for building strategic business partnerships throughout the organisation as a means of facilitating organisational change, thus enhancing the image of HRD and its professionals. Secondly, they are responsible for establishing management development partnerships as a way of improving the professional nature of managers and supervisors. Thirdly, they are responsible for serving as agents of change responsible for organisational development partnerships, which improve the organisation's performance capacity and effectiveness.

Gilley and Maycunich (2002:52) refer to results-driven HRD professionals as transformational professionals used as strategic instruments to improve organisational effectiveness, competitive readiness and renewal capacity.

As such, results-driven HRD professionals help employees develop diagnostic skills used in performance analysis and problem-solving activities. These skills also address what is achieved (performance outputs) rather than what tasks (performance activities) are performed (Rummler & Brache, 1995:134). Accordingly, transformational professionals examine the organisational structure, job design, workflow, performance appraisal and review processes, employee attitudes, performance criteria and standards, and quality improvement processes for the purpose of identifying ways of improving performance.

HRD must move beyond its traditional individual and organisation-centred foci to consider broader issues related to improving and sustaining socioeconomic progress. These include organizing educational systems to meet sustainable social and economic development, using education and training interventions to enhance political participation as well as address issues of health, nutrition, population growth, urbanisation, and environmental degradation. It is therefore necessary to redesign and reposition the domains of HRD.

2.6   REDESIGNING AND REPOSITIONING HRD: THE DOMAINS OF STRATEGIC HRD

HRD is concerned not only with what is, but more importantly, with what should be. The inclusion of sustainable human development as a fundamental HRD objective is important because it explicitly makes the normative component inherent in all HRD concerns and activities. The process of developing human resources should be action-oriented, practical, and aimed at solving problems in ways that enable individuals and organisations to reach their goals (Gilley et al, 2002).

HRD, from a global perspective, also needs to extend and expand its objectives. At the individual level, HRD addresses the needs of individuals performing in a work-system to enable them to improve and maximise their contribution to the overall

work-system performance. The objectives are oriented to acquisition of individual expertise or potential. At the performance level, goals are set that are derived from and contribute to the mission of the overall work-system teams, production units, divisions, or departments.

Process-level objectives focus on customer, administrative, and management processes to improve the way work gets done. Mission-level objectives are more universal and examine the relationships among HRD, long-term performance, work-system goals and the work-system's external environment.

At its highest level mission-level objectives seek to enhance learning, human potential and high performance in work systems in ways that contribute to sustainable human development. HRD goals must both bring about inter-generational equity (work-system goals and activities that are carried out in ways that preserve the precondition of development for future generations) and achieve intergenerational equity (conduct of work systems in one community should not undermine the ecological, social, economic, or political ability of other communities to meet their needs or improve their quality of life) (Bates, 2002).

The need for business practitioners to be "HRD-minded" becomes more critical. In a service-based industry, as is the case in the public service, an organisation's people are ultimately the product, and such a reality poses very significant challenges for the firms competing in that industry. Most of these challenges have to do with the people employed by the organisation and the quality of the services that they provide to the organisation's customers (Parasuraman, A., Zeithaml, V.A. & Berry, L.L., 1985:41). Hence, the critical need for HRD to become more results-based and less activity-based, and to move from "activity-based" to "results-driven", becomes apparent (Robinson & Robinson, 1989:201). No longer can organisations afford to develop and administer generic "training programmes" for their employees. Rather, such organisations must recognise the potential results-based impact of such learning interventions.

Model 2.2 reflects redesigning and repositioning of HRD and gives a model of how the core domains of strategic HRD and the seven keys to successful organisational change can lead to the ultimate goal of successful HRD transformation.

Model 2.2: A Model for Redesigning and Repositioning HRD as a Key Driver of Corporate Strategy

The What…	The How…	The Goal…

The Core Domains of Strategic Human Resource Development

- Organisational Learning
- Organisational Change
- Organisational Performance

Seven keys to Successful Organisational Change

1. Provide strong, highly visible and personal leadership.
2. Institute employee involvement early and at all levels.
3. Build a clearly articulated and shared vision.
4. Provide frequent, consistent and open communications.
5. Leverage talented and trusted employees as co-change agents.
6. Set measurable operational and behavioural goals.
7. Celebrate successes and readdress shortcomings.

Successful HRD Transformation

(Robinson & Robinson, 1989)

The mandates for the redesign of HRD into a key driver of organisational strategy via the three practice domains of organisational learning, performance, and change are clear (Greer, C.R.,Youngblood, S.A. & Gray, D.A., 1999: 85). Prioritisation of these three domains of HRD practice enables organisations to develop and leverage their overall mix of HRD activities as a true source of competitive advantage (Brockbank, 1999:337). These domains can be described as follows:

- Organisational learning
- Organisational performance
- Organisational change

2.6.1 Organisational learning

When confronted with organisational problems, organisational learning-oriented HRD professionals typically rely on learning solutions to address the issues. They believe

that learning is a precondition to performance improvement and change; therefore, learning is essential when dealing with most organisational problems (Knowles, 1990:34). These practitioners place great value on group learning as a way of bringing about organisational change (Marquardt 1999:79; Watkins & Marsick, 1993:143).

HRD professionals who embrace organisational learning believe as Bierema (2000: 292) recently wrote, *"HRD is about development, not profit, and HRD practitioners need to carefully consider how their work impacts human growth, not just the corporate wallet. It has also been argued that focusing on individual development has long-term benefits for the individual, organisation, and society."*

She continues by pointing out that *"there are long-term costs associated with failure to provide the resources and infrastructure to support whole person learning such as turnover, mistakes, and employees leaving to work for the competition. There are also social costs of such neglect that will impact lives, communities, and the environment."* These comments accurately frame the philosophical bias of an organisational learning practitioner.

Senge (1990:59) reported that, from an organisational learning perspective, HRD professionals are motivated to create learning cultures that foster continuous employee learning. Redding (1994:143) suggests that this belief is based on a conviction that learning is the key to organisational effectiveness. Learning-oriented professionals embrace the principles and practices of the learning organisation (Senge, 1990:60), action learning (Marquardt 1999:165), critical reflection (Argyris & Schon, 1996:80), transformative learning (Mezirow, 1991:127) and their application within organisations.

Because growth and change are inherent in organisations, they create a plethora of training needs. The term "learning organisation" has become a popular buzzword to describe the way organisations must cope with their dynamic nature. A learning organisation is based upon the principle of continuous learning, or a systematic method designed to increase learning within an organisation, thereby enabling a more effective response to organisational change. Learning organisations emphasise

the importance of learning at the individual, team and organisational levels, thereby increasing the likelihood of further developing a competent and competitive workforce. Peter Senge (1990:62) defines the term as an organisation that is *"continually expanding its capacity to create its future."*

Doing so requires that individuals improve existing skills as well as learn new skills. Collectively, these newly acquired or refined skills can accomplish shared organisational goals. And, by anticipating future changes and working toward the knowledge and skills necessary to meet the demands resulting from these changes, the organisation can systematically expand its capacity.

Able people may grow to a point where they are ready for responsibilities beyond their initial assignments. When this happens, the organisation can profitably help them develop new, larger capabilities. In turn, performance improvements, individual and organisational, result. That's why it's called a *"Training and Development"* Department (Laird, 2003:187).

Furthermore, the organisation itself may grow and develop. Training and development has become concerned not only with helping individuals to fill their positions adequately but also with helping entire organisations and sub departments to grow and develop. Thus the key term has changed from *"Training and Development"* to titles reflecting missions such as *"Employee Development,"* *"Organisation Development"* or *"Human Resource Development"* (Laird, 2003:200).

2.6.2 Organisational performance

Organisational performance-oriented HRD professionals believe they are responsible for analysing performance problems, isolating the cause of performance breakdowns, and recommending or designing interventions used to address them (Gilbert 1978:87; Harless, 1974:90; & Mager 1975:154). They strongly protest the *training-for-training's-sake philosophy* and suggest that training is seldom the intervention of choice in most performance-improvement situations (Silber, 1992:186). Rather, they maintain that:

- management action is most appropriate to improve organisational performance
- systems theory, behavioural psychology, and knowledge management are essential tools to examine performance shortfalls (Stolovitch & Keeps, 1999:143)
- the human-performance system is an excellent guide to improve organisational effectiveness (Fuller & Farrington, 1999:78; Rosenberg, 1996:97)
- compensation and reward systems, organisational structure and culture, job design, and motivational factors should be designed to reinforce performance change and improvement (Gilbert, 1978:97, Rummler & Brache, 1995:107)
- they are responsible for discovering efficiencies within an organisation through analysis activities (Rossett, 1999:203 and Swanson, 1994:78)
- the principles and practices of human-performance technology (Jacobs, 1987:231), performance consulting and performance engineering are techniques used to enhance organisational performance (Robinson & Robinson, 1996:186)

2.6.3 Organisational change

French, W.L., Bell, C.H. & Zawacki, A. (1999:203) contend that organisational change is based on the principles and practices of organisational development, which require HRD professionals to adopt the role of change agent within the organisation for the purpose of improving organisational effectiveness. According to Nadler (1998:76) organisational change is the pinnacle of a professional's effort, and organisational learning and performance often improve as a result. Burke (1992:154) contends that organisational change is a full-time activity requiring an independent group of practitioners responsible for its implementation, and is focused on permanently altering the organisation's culture. Finally, organisational-change professionals believe that they can improve their credibility by bringing about change within the organisation and by managing its implementation (Ulrich, 1997:143).

Patterson (1997:78) states that the principal responsibility of transformational professionals is to help organisations and their members absorb change without

draining the firm or individual energies, which he refers to as resilience. Therefore, organisational-change professionals are challenged to strengthen employees' adaptability to change, both personally and professionally, so that they are *"positive, focused, flexible, organised, and proactive".* Such employees demonstrate a special adaptability when responding to uncertainty. Thus, resilient employees have a high tolerance for ambiguity and they engage change rather than defend against it. Resilient employees:

- take risks despite potentially negative consequences
- draw important lessons from change-related experiences that are then applied to similar situations
- respond to disruption by investing energy in problem solving and teamwork
- influence others to resolve conflicts (Conner, 1992:240)

The three practice domains of HRD practice as described is the key to a competitive advantage.

2.7   SUMMARY

In this chapter the relation of HRD to HRM as well as its development and scope of HRD have been discussed. It is clear that HRD forms an integral part of the HRM process. The origin of HRM was studied as well as the incorporated role of HRD as part of it. The various definitions and meanings of terms such as development, education, training and, learning were deliberated on, as these terms have much in common, especially the word "learning". A definition for HRD for this dissertation was decided on.

Regarding HRD programmes and their professionals, it is clear that they are at a crossroad. They can either be the organisation's training partner or choose to become a strategic partner responsible for improving performance and facilitating organisational change. The latter opens the door to a new frontier for HRD professionals, one that positions them as important, influential, serious, and critical leaders within an organisation. The theoretical background of HRD forms the basis for the provisional measurement of the extent of the implementation of the NHRDS in the Western Cape.

The next chapter will describe the transformation process in South Africa which was central to the transformation of HRD in the public service. A brief historical perspective of the history of South Africa will be given. Transformation and the transformation challenges in South Africa will be contextualised. The response to the transformation challenges will be described. Negotiations, new legislation and the constitutional development in South Africa will be described. A historical perspective on transformation in the public service will be given and the challenges of transformation in the public service will be discussed. Progress and challenges since 1994 will be described. Lastly, the impact of public service transformation on HRD will be explained.

CHAPTER 3

TRANSFORMATION IN SOUTH AFRICA: RELEVANT TRENDS

3.1   INTRODUCTION

It is argued in chapter 1 that HRD has become an integral part of South African legislation in the process of reconstruction and development in South Africa. The concept is highlighted in the speeches of political office-bearers. However, HRD is a multi-dimensional phenomenon, which can occur in a variety of different forms and contexts. This contributes to the existence of different interpretations of the concept. This raised an important question in chapter 2: Is there a precise definition of HRD that can facilitate meaningful communication between government (the political world) and the public services (administrative world) on issues involving a strategy for HRD? Such a definition will clearly ensure that the participative process in HRD can make a contribution to the realisation of the objectives of the Constitution of 1996 and the current government.

The previous chapter provided an overview of the origin as well as the theory regarding HRD as a whole and illustrated how HRD forms an integral part of HRM in terms of the theories underpinning the foundations of HRD and HRM. The definitions and meaning of relevant concepts of terminology such as development, education, training and learning were observed in view of the above question. Further to this, a theoretical framework of HRD was provided.

In the first chapter it was stated as an objective of the study (see section 1.6) that *"An overview of the relevant trends of transformation in South Africa with a focus on the origin, nature and implications of the transformation of South Africa after 1994 as well as the impact of the public service transformation HRD interventions in general"* will be provided so as to determine the nature of the interaction of transformation in South Africa on HRD. In this regard, attention is paid to the historical milieu of the origin, nature and implications of the transformation process of South Africa (after 1994) as a background to HRD and the NHRDS in general. More specific, attention is also paid to the influence of transformation on HRD interventions, especially in the Public Service. From the information presented and

collated in this chapter, a link can be made to the specific context, relevant policies and unique challenges that are specific to HRD in the South African public sector.

The context is that before 1994, bureaucratic power in South Africa lay in the maze of laws, regulations and rules that governed South African Cabinet ministers who relied on the bureaucratic government for guidance on the way the complex system worked and what was possible within the legal framework of the South African government. All this was bound up in a racially defined organisation which was about to lose its protection. By the early 1990s the National Party had dropped its earlier ideology; party elites recognised the permanence of blacks in urban areas and that they therefore would have to be part of the civil service. After 1994 many black South Africans thought that their time had come to move into the public sector.

However, most black South Africans had no education and no skills and very little expertise to call upon, given the history of apartheid. Discussion of public service transformation had to focus on the strategic issue of representation and how that was to be reconciled with merit. The transition to a non-racial public service over the next five years took place within the context of scarce resources and alterative competing development needs. Human resource development in both the public and private sector was the critical component of a development strategy for post-apartheid South Africa (Picard, 2005:151).

The specific study objectives of this chapter are to:

1. Provide a brief historical perspective of the history of South Africa;
2. Contextualise transformation and the transformation challenges in South Africa;
3. Explain the response to the transformation challenges;
4. Contextualise negotiations, new legislation and the constitutional development in South Africa;
5. Provide a historical perspective on transformation in the public service;
6. Discuss the challenges of transformation in the public service;
7. Highlight legislation and new policies that transformation brought to the public service;
8. Explore progress and challenges since 1994; and

9. Discuss the impact of public service transformation on HRD.

From the information presented and collated in this chapter, a link can be made to the specific context, relevant policies and unique challenges that are specific to HRD in the South African public sector. A brief history of the transformation process in South Africa follows.

3.2   A BRIEF HISTORY OF SA AND THE TRANSFORMATION PROCESS

In most countries trying to advance public and private sectors, different meanings have been attributed to the word 'transformation'. This analysis will not attempt to address these different interpretations, but will attempt to bring some coherence to the concept. However, it suffices to indicate that some scholars view transformation as being part of reform.

What is quite obvious is that no country and its population should be misled, or hold the illusion, that transformation is a once-off process or an end to the country's public service problems. Rather, it should be emphasised that transformation is a long-term process to achieve the best results or outcomes through fundamentally different ways of approaching issues and problems (Liebenberg, 1993:287). The outcome of the transformation process is therefore not always what was initially foreseen or in line with the rhetoric which preceded it. It is a process that must be done in phases, as it is impossible to set new policies and procedures in place overnight. Transformation implies change, and historically the introduction of change of whatever kind has always been met with a whole host of enormous challenges.

South Africa has a distinctive history. Starting with colonialism in the 1900s, through the Apartheid era, and leading up to a current transformed democratic state. The 1950s and 1960s in SA were marked by the apartheid state's tight control over political, economic, and social structures of the country. Reducing the scope of future generations of black people to assert their rights or fulfil their aspirations in life was one of the goals the Nationalists Party set for themselves. Job reservation – limiting the jobs blacks could do – had already been well established in the early decades of

the century. Nationalists then focused their attention on black schooling (Seleti, 2004:45).

The minister of native affairs, Dr HF Verwoerd, introduced the Bantu Education Bill of 1953 under which the state assumed control of African education and proposed to take over all the existing mission school buildings. Significantly, it was not the department of education that assumed responsibility for African education, but Verwoerd's own department of native affairs (Liebenberg, 1993:154).

Verwoerd's control over black education was almost complete. The immediate result of Verwoerd's measure was a dramatic decline in the quality of black education. This could be seen in the decline in the number of black teachers in training from 8 817 in 1954 to 5 908 in 1961, and the rise in the pupil-teacher ratio in black schools from 40 to 1 in 1953 to 50 to 1 in 1960. There was a corresponding deterioration in examination results. In 1953, 259 Africans obtained a matriculation pass; in 1961 only 115 could do so. Perhaps the most conspicuous indictment of Bantu education was the fact that while the number of African children at school doubled between 1954 and 1965, there was no corresponding increase in government spending. During the same period the expenditure in real terms on each African pupil dropped from R8.7 to R4.9. Significantly, the per capita expenditure on white pupils rose from approximately R50 to R75 during the same period.

Dr Verwoerd hoped to deepen the disadvantage four years later with the Extension of Universities Act, which closed existing English-language universities to blacks and allowed for the establishment of "ethnic colleges" on a tribal basis in black rural areas. In addition, Verwoerd introduced legislation to limit black politics to "tribal" authorities in the reserves. His logic was simple; living together will inevitably cause growing resistance and "resentment" among whites and blacks. "*The only possible way out is that both sides accept development apart from each other.*"

So was laid the foundation for "separate development" and the despairing decades of the balkanisation of South African into Bantustans, or "independent states" as they eventually pretended to become. It was Verwoerd's final solution. South Africa would, he calculated, have no African citizens at all. Intellectuals helped to reinforce

the idea, too. The Stellenbosch-based South African Bureau for Racial Affairs provided apparently serious-minded substance to it, believing that separate development was the key to the survival of Africa's white tribe. That 60 percent of Africans lived in "white areas" did not upset the logic of the nationalists. If they wanted rights, blacks would find them in "their home areas." The "home areas" for 70 percent of the population accounted for no more than 13 percent of the country. In the next two decades, 3.5 million people would be uprooted from their homes.

The 1948 as well as the 1961 election was a triumph for the Nationalist Party which gained a considerable victory. Verwoerd's remaining years (as the then prime minister) were dominated by his determination to retain white control over the country. Apartheid was South Africa's Berlin Wall. It was a great divider. Apartheid was that which loomed largest in people's perception, no matter what side of the dividing line people were. It was the way in which life in South Africa was understood, and it was the issue that drove all politics (Caldwell, 1990: 69).

After the suppression of the black national movements, the ANC and the PAC, blacks were offered the prospect of a "golden" future in homelands and the Transkei had been given a large degree of self government in 1963. (Thereafter Bophuthatswana, Venda and Ciskei followed). The 1970s was a period during which the apartheid state began to show clear signs of weakness and disintegration (Seleti, 2004:45). This brought challenges to the Apartheid regime.

3.3   CHALLENGES IN THE ERA OF APARTHEID

The Apartheid regime was challenged in several ways. According to the Institute for Justice and Reconciliation there was very little or no economic growth that took place towards the end of 1970. The administration and management of the complex network of apartheid laws was proving costly and had a negative effect on both white and black South Africans. The shortage of skilled labour, which was needed to run private industry and the state bureaucracy, had a negative economic impact. No foreign government recognised the independence of the homelands (Institute for Justice and Reconciliation, 2004:43).

Afrikaner solidarity was being challenged. Among enlightened Afrikaners, members of the clergy, intellectuals, and several Afrikaner business leaders began to see apartheid as both immoral and inefficient, and were striving for substantial changes. It was becoming increasingly obvious that the job reservation laws, which reserved skilled jobs for white people, had a negative impact on economic growth and development.

Black workers themselves became increasingly dissatisfied with the restrictions on their rights and their function as workers, and started to challenge these restrictions. A wave of strikes throughout the country reflected a growing spirit of assertiveness among black workers (Institute for Justice and Reconciliation, 2004:50).

This series of strikes marked a turning point in the history of South African labour relations as well as its history. Black workers expressed that their interest and identities, and functions as workers could no longer be defined to them by the state and/or their employers. The official formation, in 1979, of the new trade union movement, the Federation for South African Trade Unions, continued to put pressure on the state to change labour laws in line with the more industrial economies in other parts of the world. From a regional and international perspective, the white government's position in the 1970s was unstable. The South African government faced increasing domestic resistance, an increasingly hostile international community, and an arms embargo imposed by the United Nations in 1977. One of the most challenging events was the uprising by the youth that began in 1976 in Soweto. This formed part of a much broader struggle in black townships throughout South Africa (Makgoba, 1999:201).

After the Soweto uprisings, a protest culture continued to spread through the black population in South Africa. In addition, an increasing number of white people started to identify with the struggle against apartheid. The United Democratic Front was founded to co-ordinate internal opposition to apartheid. They had an affiliated membership of over two million people. The years following its establishment were marked by vigorous resistance to apartheid in all South African cities and homelands. Resistance took the form of school and bus boycotts, protest marches, mining strikes, incidents of sabotage against state assets, clashes between township

residents and security forces, and attacks on black police and councillors (Institute for Justice and Reconciliation, 2004). The National Party had to respond to these challenges.

3.4   THE RESPONSE TO THE CHALLENGES

In response, the National Party embarked upon an attempt to contain resistance, but without giving up control. They attempted to neutralise South Africa's neighbours. They scrapped apartheid symbols and practices that were not essential to the maintenance of white supremacy, attempted to draw English-speaking South Africans into the party (to a large extent successfully), and to win the co-operation of big business. They also tried to suppress domestic dissidents.

A crisis of governance arose, resulting in the ousting and replacement in 1989 of PW Botha and FW de Klerk as state president respectively. De Klerk declared his intention to make fundamental reforms. It was clear that the apartheid enterprise had reached its end and that the logic of political settlement was in place (Institute for Justice and Reconciliation, 2004, 22-32). It was important to start with negotiations to cope with the crisis in governance.

3.4.1 Negotiations and constitutional development

Prior to formalised negotiations, a new constitution and system of government was introduced in 1983, to eliminate the growing opposition to apartheid and draw Coloured and Indian minorities into government. A tricameral parliament was established with separate houses for each of the three represented racial groups: Whites, Coloureds and Indians. Each of these had separate administrations. This allowed the government to extend services to some people but through 'own' administration. This period coincided with the emergence of national, mass-based, opposition movements to render the country 'ungovernable'. A process of reform, as the abolition of apartheid measures was called, was accelerated after the implementation of The Constitution of 1983 (Liebenberg, 1993:160).

In the period 1984 to 1991 more than 100 acts and proclamations that enforced apartheid were abolished. The law that prevented Blacks, Coloureds and Indians

from studying at white universities was relaxed considerably by the Universities Amendment Act, 1983 (Act 84 of 1983).   In 1985 two of the cornerstones of apartheid were removed when the prohibition of extra-marital sexual relations across the colour bar were lifted in terms of the Immorality and Prohibition of Mixed Marriages Act, 1985 (Act 72 of 1985). The Liquor Amendment Act, as amended (Act 27 of 1989), enabled all hotels to accommodate people regardless of their race. Proclamation R17 of 1986 opened all restaurants to trade freely with all races. Apartheid regulations were also abolished in the political arena. The Constitutional Affairs Act, 1985, as amended (Act 104 of 1985), lifted the ban on multi racial political parties. The restoration of South African Citizenship Act, 1986 (Act 73 of 1986) gave South African citizenship back to some of the people of Transkei, Venda, Bophuthatswana and Ciskei (Liebenberg, 1993:167).

Negotiations were formalised during the period 1990 to 1993. President de Klerk placed the country on a new course with his speech of 2 February 1990. He intended to unban the ANC and other organisations, release Nelson Mandela, and embark with negotiations to hold his opponents and their demand for one-person one-vote democracy in check. Through a process of negotiation, South Africa, with periodic interruptions caused by deadlocks or brinkmanship, was transformed from an era of apartheid to a democracy (Seleti, 2004:47). During this period, the National Party still had control of the administrative and repressive state machinery, which it used to ensure the interests of whites. Early in 1990 an ANC delegation, under the leadership of Nelson Mandela, met in Pretoria with the then state president of South Africa and various cabinet members to discuss obstacles in the way of negotiations. After several attempts, the "Declaration of Intent", which laid down broad directives for further negotiation, was accepted (Liebenberg, 1993:169).

In 1994 South Africa adopted a fourth Constitution. This interim Constitution specified the rules that would enable the country to change from a deeply divided past to a new country, built on the principles of human rights. The interim Constitution was South Africa's first democratic Constitution (Nasson, 2004).

When apartheid fell in 1994, part of the chain reaction set off by the fall of the Berlin Wall, a new vision of South Africa emerged. The general election in April 1994 was

the product of a negotiated package of agreements to bring an end to conflict. This election also ushered in a new process of negotiation – the negotiation of the final constitution (Nasson, 2004:47). South Africa went through a breathtaking burst of change. The change from a race-based oligarchy to a non-racial democracy came not through the barrel of the gun, as many had come to fear, but via negotiation and ultimately the ballot box (Venter, 1997:21).

On 10 December 1996 President Nelson Mandela signed The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) in Sharpeville. This Constitution was drafted between May 1994 and October 1996. The ideas contained in it are not new. Many of its provisions are the realisation of years of struggle and speak to the very essence of whom South Africans are. The Constitution (1996) established a constitutional democracy in which a finely-crafted Bill of Rights enjoys pride of place. The (1996) represents the end of an era and the dawn of a better future. Until 1994, South Africa's parliament was sovereign, which meant it was entitled to pass virtually any law it wishes. This changed when the new dispensation became a constitutional democracy. The Constitution (1996) is the supreme law of the land (Nasson, 2004:49).

As part of the transformation of South Africa, the public service had to transform to keep track with the "New South Africa". For this reason the history of the public service needs to be observed.

3.5   THE SOUTH AFRICAN PUBLIC SERVICE: A BRIEF HISTORICAL PERSPECTIVE

Since 1900 the South African public service was ostensibly characterised by the principles of neutrality, inspired by Westminster, the British public service system. However, the institutionalisation of apartheid linked race to the development of hierarchical and repressive regulatory state machinery that controlled the distribution of resources and the delivery of services. It resulted in a hierarchy of social, political and economic benefits, distributed through the whim of the ruling party, with whites at the top and blacks at the bottom. It is this legacy that the new public service had to transform (Liebenberg, 1993:172).

During the period 1914 to 1947 the main focus of the public service was to build the Union of South Africa. Public servants worked according to what they considered 'civilised standards'. However, the focus of their work was on achieving the separation of blacks and whites through regulation and maintaining the law. In this case, the purpose of the public servant was to secure the interests of white citizens (Liebenberg, 1993:175).

From 1948 to 1976 the notion of apartheid, or separateness, served to justify a range of regulatory measures designed to assert white Afrikaner control of state resources. The lives of all South Africans were regulated accordingly; from where they were allowed to sit, to whom they were allowed to marry. Laws and regulations imposed segregation for living areas, hospitals, transport, public benches, toilets, recreation areas, meeting places, churches, as well as schools and universities. At the same time the government waged a war against any resistance. The purpose of public servants was to maintain the law, service white needs, and enforce apartheid. They did this by sticking to the rules and regulations and obeying the hierarchy.

In the period 1976 to 1983 the apartheid crisis arose. A resurgence of popular black resistance in the 1970s led to a more fundamental challenge to the increasingly militarised public service during this period. During this time apartheid practices that were immaterial to the maintenance of white rule were scrapped.

This was the first time that the public service began to recognise the right of unions to organise. Because the public service was still focused on securing the economic interests of white South Africans, it also allowed blacks to live in 'white' areas. Likewise, access to education, health and local government services to blacks was expanded during this time (Seleti, 2004:49).

Public servants continued to enforce the rules and regulations without question. This changed in 1994 with the new Constitution (1996). The Constitution (1996), and the Bill of Rights as part of it, provides the foundation for all government legislation, policies and service delivery strategies (Seleti, 2004:51).

The public service issue was slow to come on to the agenda publicly, both within the government and in academic circles. There was very little evidence to indicate that the National Party or the public service itself had done much to get ready for the monumental changes in store for it in the years leading up to the Government of National Unity. The National Party government had no interest in preparing a new, post-apartheid public service or even in reforming and streamlining the bureaucracy. Instead, the National Party sought through inaction to keep intact as much as possible, and to maintain it (the public service) under the old Afrikaner management. At the same time, however, the public service had begun to change. Different patterns of recruitment had developed. By the early 1990s the National Party had dropped its earlier ideology and recognised the permanence of blacks in urban areas and that they therefore would have to be part of the public service (Picard, 2005:45).

The Constitution (1996) enabled South Africa to make the necessary changes by providing for the rationalisation of all existing institutions performing governmental functions, with a view to establishing an effective administration at national provincial and local government levels. This entails the reallocation of functions to the three spheres of Government, according to their legislative competencies. Although The Constitution (1996) contains a list of the legislative powers to be executed by the provincial governments, the national government may also adopt legislation in regard to these functions in certain circumstances.

Such legislation includes laws dealing with minimum standards and uniform norms. As a whole the Constitution (1996) can be said to provide for a very delicate balance between the power of the national Government and that of the provincial governments. This obviously complicates the allocation of national and provincial governmental functions. The problem is compounded by the previous governmental structures that were created along racial lines. The Constitution (1996) specifically mentioned the importance of a single public service focused on meeting needs. Nine provinces were established that are governed by a legislature and a provincial executive authority vested with powers to make laws applicable within each province. In addition, a new integrated public service was established to provide services to all South Africans (Nasson, 2004:52).

The new public service, emerging out of the previously unequal system, is more development-oriented, participatory, and representative. Where the old system controlled and restricted, the new system enables, facilitates, and empowers. It is responsive, efficient, economically innovative and proactive. The role of public officials in this new public service is that of nation builders. In order to advance the public service, a transformation process was needed to achieve the best results through fundamentally different ways of approaching issues and problems.

The new democratic government needed to bring about several changes, which also brought about a new public service to provide services to all South Africans. It was an indication of the need to address new priorities, policies, and strategies (Nasson, 2004:55).

3.6   THE TRANSFORMATION CHALLENGE IN THE PUBLIC SERVICE

There was no clean slate for the Government of National Unity when it came in to power in 1994. It inherited the bureaucratic institutions and processes of its predecessor and had to implement its policies in accordance with that reality (Picard, 2005). As an organisation, the Public Service of the old South Africa was fragmented given that it was created along racial lines. It consisted of 30 central departments, four provincial administrations and three own affairs administrations. The four so-called ethnic homelands and six self-governing territories also had their own Public Services, each with their own departments. General transformation was of critical importance and the principles that guide the actions for restructuring the Public Service had to be well-thought-out as noted in the annual report of the Department of Labour, 2003.

There were clearly recognisable limits to the choices made, both in terms of the composition of the public service and the policies that it was likely to have to implement. The negotiations process further narrowed the choices available to the post-apartheid administration. Some members in the ANC feared that efforts to contain the growth of the public service during the period after the establishment of a non-racial government could result in significant political destabilisation in South Africa. In order to prevent destabilisation, the administration to follow the

Government of National Unity, turned to a stringent affirmative action policy. (In the long term, affirmative action requires a significant human resource development and planning capably).

The new government had to create a new public sector that was both representative and responsive to government policy. Because of pressures for a more representative bureaucracy, demands for affirmative action led to the creation of new posts which were merely grafted onto the existing public service system.

There were real limits on the ANC-led government. These included the high level of government debt and a bloated public service. The debt burden and the third of the budget spent on public service salaries made economic and social development in South Africa difficult. Pressure to change the nature of the public service accelerated significantly when the Government of National Unity came to power after the first non-racial elections in 1994. Expectations were extremely high across the political spectrum after the political transition. The issue in the end was whether the concepts of efficiency and effectiveness and that of representativeness were irreconcilable. The efficiency approach suggests that racial balances could be corrected on the basis of merit and within a realistic time frame but not at the cost of efficiency and effectiveness. Focus should have been on "our most precious resource" - the education and training of our human resources across the whole spectrum of South African society. The goal should have been to develop representation *"through various phases, by judicious capacity-building, education, training and unanswerable fair and just equal opportunity techniques"* (Department of Labour, 2003:89).

By 1993 many academic observers called for broad pubic service reform plus organisational development strategies to reform the public service rationalisation of existing structures. This required large-scale administrative restructuring which should not be allowed to disrupt the provision of service during the transition period. Because organisations are social systems that are difficult to change, a strategic approach was needed. As the task forces and the working groups debated educational and training strategies, ANC exiles, homeland bureaucrats, party loyalists and the existing Afrikaans-speaking bureaucracy, all made demands for representation. Some argued that an appointed commission of experts and

representatives would have to prepare draft proposals about majority and minority representation within government. As negotiations progressed many white public servants had become aware that affirmative action was inevitable. A future non-racial government would have no choice other than to bring large numbers of non-whites into the public sector.

Between 1990 and 1994, early retirement from the top levels of the public service increased by 180 percent. Most early retirees were skilled white professionals. Over 14 000 members of the South African police quit the force between 1992 and 1994. As a result, the police experienced a critical staff shortage. Retirements were caused by political uncertainty, fears about job security, discussions of affirmative action and potential loss of benefits. The large, conservative and largely uncontrollable public sector presented a major challenge to the non-racial Government of National Unity (Picard, 2005:67).

When the SA government sought transformation, it was an indication of the need to address new priorities, policies, and strategies. In this process the SA government emerged with its own innovative and unique ways of approaching the challenges facing it, it engaged in the logic of discovery based on learning from what other countries have been practising. Thus, existing ways of doing things were adapted to suit the country's needs. To transform and meaningfully participate in economic and social development, one of the main challenges for South Africans was to create a comprehensive approach and coherent plan to restore law and order, improve people's lives and bring about a more just society (Department of Labour, 2003).

The government's affirmative action plan in South Africa had no human resource development or training component. There was little discussion of training in the various White Papers or operational plans. Despite the need for a massive halting, retraining and socialisation programme, senior-level support for such efforts was lacking. This situation required action by government with regard to policy reform. So long as there was no comprehensive human resource policy for the South African government, the regional and local authorities would experience difficulties in determining priorities (Picard, 2005:69).

Training should be specifically linked to redress strategies as well as to human resource development. Advocates of a more systematic approach to capacity building argued there should be both fast-track training and basic education programmes. Capacity building should ideally begin with departmental heads, work towards measurable and achievable targets and filter through the entire system. Instead, in South Africa it was relegated to the middle and lower levels of the public service and little was actually achieved. Human resource development issues have had implications for the way the transition has occurred in the public sector since 1994 (Department of Labour, 2003:101).

3.6.1 Training as a challenge

Educational and training programmes were of particular importance to the future public sector in South Africa. Such educational and training programmes needed to be aimed at producing highly qualified public servants on the basis of the ANC's non-racial principles. This did not happen during the Government of National Unity. Human resource development was the key to affirmative action and sustainability. Affirmative action without human resource development could lead to disaster. Education and training were the keys to a process of rapid recruitment of black professionals trained for performance.

During the Government of National Unity human resource development planning and management was inadequate; greater focus on planning and information gathering was badly needed. Given the shortcomings of the public service during the Government of National Unity a concern of policy makers should have been the development of institutional capacity to educate and train both existing and new members of the public service.

Despite changes in the nature of the national and provincial services, there had been little increase in the capacity to train public and development managers effectively, with the important exception of several new university programmes in Public Administration. Critics of the Government of National Unity began to focus on the skills crisis in 1995. The fear was that even basic functions would begin to suffer if there was a significant decline in the capably of the public sector.

There were few replacements with managerial skills and professional qualifications for the large number of highly skilled public servants departing the service. The remaining skilled professions were clustered at the centre of the public service in 1997. South Africa was one of 74 countries with a lower human development index than its gross domestic product (GDP) ranking would suggest. It was ranked third in Africa, but the inclusion of the white population distorted the statistics.

According to the 1998 Presidential Commission, human resource systems inherited from the old regime were characterised by the inappropriate nature of training and education provided by many in-service and external providers. Educational and training programmes aimed at producing a non-racial public service were of particular importance in South Africa. The massive amounts of aid provided to South Africa by multilateral and bilateral donors during the Government of National Unity did little to support organisational capacity or institutional change in South Africa's public sector (Picard, 2005:80). Other than HRD policies which will be described in Chapter 4, new legislation was needed to transform the public service.

3.7   LEGISLATION AND POLICIES TO TRANSFORM THE PUBLIC SERVICE

A number of policies and regulations have been developed to provide the impetus and framework for the process of transforming the public service. To provide the necessary legal basis, the government enacted a new Public Service Act, 1994 (Act 103 of 1994) and as amended (amongst others), which meant that all public servants were covered by the same employment act. This enabled the government to proceed with the process of unifying the public services and applying the same measures to all public servants. The government also issued a consolidated set of regulations and codes (Public Service Regulations, 2001) that applies to all South African public servants. To restructure the public service successfully, different aspects of the service needed to be looked at carefully, so that effective steps to rectify problems of the past could be taken as well as to ensure sound organisational structure and good service delivery (Makgoba, 1999:243).

Firstly, with the proclamation of the Public Service Act (1994), forty-two new departments, including nine provincial administrations, were created. This act

replaced all other laws on public services and legally created a single new public service for all of South Africa. The administration of the laws of the former so-called Transkei-Bophuthatswana-Venda-Ciskei (TBVC) states and self-governing territories, as well as the ordinances of the old RSA provinces, were transferred to the new provincial governments. Almost 800 regional laws were involved. The government engaged in the task of rationalising salaries, salary-scales and allowances. Considerable progress has been made in rationalising the pension benefits of public servants. Considering that this action involves eight pension funds and 1.2 million public servants, one appreciates the enormity of the task (Makgoba, 1999:243).

Until very recently labour rights had a detrimental effect on service delivery in terms of unnecessary labour unrest and low motivation and morale of public servants. In the past, many public servants were denied fundamental rights such as the right to bargain collectively and to be protected against unfair labour practices. An important start was made to redress this situation by extending existing public service labour legislation to all public servants. All public servants now have the right to form and join trade unions, to bargain collectively, and to use dispute resolution mechanisms. Public servants also have access to the industrial court.

A broadly representative public service was not only more legitimate from a constitutional point of view, but also more effective, as it was better in touch with society's needs and more responsive to both the elected politicians and the public. To really transform the public service, several drastic measures had to fall into place. The White Paper on the Transformation of the Public Service (1995) described how this had to be done.

As change in the organisational structures was necessary, a specific approach was embarked upon to rationalise the 11 former public services of the Republic of South Africa. The Constitution (1996) provided for only one public service to serve the national government and nine provincial administrations. Consequently old structures had to be unified into a single public service with new national departments and provincial administrations. This could only be done once the functions of Government were properly evaluated and detailed plans for implementation drawn up. This gave rise to the transformation of the public service by means of the implementation of

the White Paper on the Transformation of the Public Service (1995) (Nasson, 2004:55).

3.7.1 Implementation of Transformation in the Public Service

As described in the White Paper on the Transformation of the Public Service (1995) an important shortcoming of the public service, during 1994, was the fact that in terms of its composition, it showed serious imbalances regarding representation of the different population groups. A gross under-representation of women, particularly black women, compounded the problem.

The Constitution (1996) required the promotion of an efficient public administration broadly representative of the South African community. Therefore short- and long-term plans were initiated to correct these imbalances. The short-term plan included the advertising of more than 11 000 vacancies and also provided for the creation of a limited number of additional posts, providing suitable candidates were attracted. The long-term initiatives included the granting of bursaries to under-represented groups and the training and development of new recruits. The government made this process completely transparent by discussing it with the trade unions and communicating their intentions to public servants and to the general public. In consultation with the trade unions they also initiated a process for the drafting of a comprehensive policy framework in this regard, thereby forming part of their central collective bargaining structure. New departments and provincial administrations were effectively put into operation through the transfer of functions, posts, personnel and other resources from existing institutions to the new ones. The Office of the Public Service Commission and the relevant role-players developed and refined these reconstructed departments and provincial administrations by means of an internal rationalisation process (Department of Labour:2003:105).

In the past, human resource management was confined to issues such as salary payments and recruitment. The administration system previously was rigid and bureaucratic. The White Paper on Human Resource Management in the Public Service (Notice 2011 of 1997), hereafter referred to as the HRM White Paper, 1997, suggests that these past practices were ineffective, discriminatory and inefficient.

This White Paper represents a shift from personnel administration to human resource management. Human Resource Management is currently seen much more holistically and attention has turned to the development of staff and their careers. This shift in thinking aims to ensure that public servants are well managed, competent, capable and committed to delivering high quality service to all South Africans. It is imperative to look at the way in which the development of people has been given prominence as part of the relevant trends in the post-apartheid government. In its quest to establish a competitive economy, South Africa is faced with the challenge of not only developing its people, thereby allowing them to make a meaningful contribution towards economic growth and, eventually, wealth creation, but also of letting them share in the wealth created by participating in the economy.

The challenges of reconstruction and development of South Africa and the community as a whole were consequently enormous. Given the demands of a complex and changing economy it was and still is of utmost importance that South Africans ensure their own advancement. More is needed than the general capabilities such as the ability to read and write, to communicate effectively, and to solve problems in their homes, communities, and workplace. The technological environments they stay and work in, characterised by increasing use of information, have given rise to a variety of jobs that are more complex by nature and that require greater skills. Through HRD, people must also have rising levels of applied competence (Department of Labour: 2003).

In order to restructure the public service successfully, different aspects of the service needed to be looked at carefully in order to take effective steps to rectify problems of the past, and to ensure sound organisational structure and good service delivery. The Government took the first step in this direction through the introduction of the Public Service Act, 1994 as described earlier. Although non-government and community-based organisations, as well as the private sector, had to play their part, there was no doubt that it was up to the public service, as the Government's most important instrument, to normalise the society (CAPAM, 1994). This had an important impact on the need for HRD and HRD strategies in the public service.

Apart from this, the White Paper on the Transformation of the Public Service (1995), established a policy framework to guide the introduction and implementation of new policies and legislation aimed at transforming the South African public service. In transforming and reforming the public service, it was vital that the process was guided by a clear, comprehensive and commonly accepted vision of the fundamental principles that should shape the new public service. To this end, the Government adopted the following vision as described in the said White Paper (1995:5):

"The Government of National Unity is committed to continually improve the lives of the people of South Africa through a transformed public service, which is representative, coherent, transparent, efficient, effective, accountable, and responsive to the needs of all."

To give effect to this vision, the Government envisages a public service that is:

- guided by an ethos of service and committed to the provision of services of excellent quality to all South Africans in an unbiased and impartial manner
- geared towards development of the economy, and the reduction of poverty
- based upon the maintenance of fair labour practices for all public servants irrespective of race, gender, disability or class
- committed to the effective training and career development of all staff
- goal and performance orientated, efficient, and cost effective
- integrated, coordinated, and decentralised
- consultative and democratic in its internal procedures and in its public relations with the public
- open to popular participation, transparent, honest and accountable
- respectful of the Rule of Law, faithful to The Constitution (1996) and loyal to the Government of the day (White Paper on the Transformation of the Public Service, 1995:5).

In moving towards its vision of a public service that is representative, transparent, efficient, effective, accountable and responsive to the needs of all, the following priority areas for the transformation process have been identified:

- Rationalisation and restructuring to ensure a unified, integrated, and leaner public service
- Institution building and management to promote greater accountability, and organisational and managerial effectiveness
- Representativeness and affirmative action
- Transforming service delivery to meet basic needs and redress past imbalances
- The democratisation of the state
- Human resource development
- Employment conditions and labour relations
- The promotion of a professional service ethos (White Paper on the Transformation of the Public Service, 1995:8)

According to the White Paper on the Transformation of the Public Service (1995:10) the Government regarded transformation as a dynamic, focused and relatively short-term process, designed to fundamentally reshape the public service for its appointed role in the new dispensation in South Africa. Transformation is distinguishable from the broader, longer-term and on-going process of administrative reform, which required reassurance that the South African public service keeps in step with the changing needs and requirements of the domestic and international environments.

Regarding HRD, which is at the heart of the performance of the public service, issues concerning the efficiency, competence, motivation and morale of the workforce exist. The effective mobilisation, development and utilisation of human resources is therefore critical for the success of institution building and management programmes, as well as for the success of the transformation process in general.

A strategic framework for effective human resource development, as described in the White Paper (1995:11), entails a number of related elements, including staff training. These include:

- The elevation of the role and status of human resource development within the overall framework of government policy

- The development of effective and lifelong career development paths for all categories of public servants
- The improvement in employment conditions
- The introduction of effective appraisal systems, and the use of incentives to reward individual and team performance
- The basing of promotion and career advancement on performance rather than on seniority or qualifications

The Constitution (1996) also describes the basic values and principles in governing the public administration in sections 195-197. The basic values and principles governing public administration are described as follows: Public administration must be governed by the democratic values and principles enshrined in The Constitution (1996), including the following principles:

- A high standard of professional ethics must be promoted and maintained
- Efficient, economic and effective use of resources must be promoted
- Public administration must be development-oriented
- Services must be provided impartially, fairly, equitably and without bias
- People's needs must be responded to, and the public must be encouraged to participate in policy-making
- Public administration must be accountable
- Transparency must be fostered by providing the public with timely, accessible and accurate information
- Good human-resource management and career-development practices, to maximise human potential, must be cultivated

Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation (The Constitution, 1996).

The above principles apply to
- administration in every sphere of government
- organs of state

- public enterprises

National legislation must ensure the promotion of the values and principles.

The appointment in public administration of a number of people on policy considerations is not precluded, but national legislation must regulate these appointments in the public service. Legislation regulating public administration may differentiate between different sectors, administrations, or institutions.

The nature and functions of the different sectors, administrations or institutions of public administration are relevant factors to be taken into consideration for legislation regulating public administration (The Constitution, 1996). Since 1994 a key challenge has been to communicate the vision for change, to support people in aligning themselves with the new vision and to develop a collective public service culture that places people first in the delivery of services. The challenge was made even more significant in the light of the integration of the eleven different public services and the prevalence of many different cultures and sub-cultures.

3.8   PROGRESS AND CHALLENGES SINCE 1994

South Africa has embarked on a process of fundamental change since 1994 with the establishment of the democratic state, the reconstruction and development of the country and the broadening of service provision to include all the people of the country. This reflects the fundamental objective of the country and state policy which is the establishment of a united, non-racial, non-sexist and democratic society which will create a better life for all. Other pressures and trends that call for ongoing change include globalisation, technological advancements, socio-economic demands and service delivery innovations requiring more integrated and co-ordinated approaches and evolving models of management and working practices. In particular, the ten year review of government has identified the need for a more developmental approach to service delivery that is aligned with the policy priorities of government such as poverty alleviation, combating crime and job creation. Performance improvement, intergovernmental relations and managing the effects of HIV/Aids are currently major priorities of government. The transformation of the public service began in full earnest in 1994 to integrate the pre-1994 administrations

and align it with the requirements of The Constitution (1996) in particular the basic values and principles governing public administration (GCIS, 2003).

The White Paper on the Transformation of the Public Service (1995) identified the need for a new management philosophy in which the culture of institutions is directed towards meeting the needs of both the public and staff.

A highly motivated public service with a strong morale and sense of mission would contribute towards greater honesty, integrity and efficiency and is necessary for us to establish a developmental approach to service delivery in the country. A comprehensive policy and public management framework was developed during the first five years of democracy, including legislation such as the Public Service Act (Act 103 of 1994) and the Public Finance Management Act (Act 1 of 1999). More recently the Promotion of Administrative Justice Act (Act 3 of 2000) has been passed and a National Anti-Corruption Strategy has been developed. The implementation of the new Public Service Regulations in 1999 brought about a fundamental change in the distribution of powers within the public service.

This gave departments more flexibility to organise and manage their work and also build their institutions in a manner that is more responsive to service delivery needs and the challenges that they experience. The new management framework requires that managers must play a key role in driving the implementation of change. They will require skills to handle the complex processes of change and will require ongoing development and updating of change management skills. The emphasis is less about directing and controlling people and more on managing for results, communicating, consulting, supporting, motivating and delegating. It requires moving from a rule-bound culture to one which is focused more on the achievement of tasks and the meeting of needs.

Public service institutions will become increasingly representative of the cultures and peoples of the country and there will be an infusion of new ideas and ways of thinking. Managers will need training in the management of diversity that should provide them with skills in team-building and conflict resolution and to help people understand and appreciate one another.

The establishment of accountability for performance and corruption as well as the democratising of the workplace through a more developmental orientation and labour relations is required. The public service needs to internalise the concept of serving the people and to inculcate a professional ethos that is aligned with the code of conduct for public servants and the principles and values of Batho Pele (People First).

Batho Pele seeks to transform a culture of Public Service delivery from prescribing service packages to citizens, to putting citizens at the centre of service delivery. Accordingly, all government departments both national and provincial are compelled to align their service delivery mandates and service delivery improvement plans with the overall service delivery priorities of the government based on the needs of the citizens. Public service delivery improvement is a challenge that requires the commitment of all public servants to work towards, not only meeting government's objectives but also satisfying the aspirations of members of the public for access to quality services and a better life for all. For this to happen, even within the context of limited resources at the disposal of government, everyone serving in the public service, needs to do so with a high degree of commitment and a sense of duty. Public servants should do their normal work, but do it differently through living the Batho Pele principles and the new belief set of *"We belong, We care, We serve".* (Batho Pele - "People First" White Paper on Transforming Public Service Delivery, DPSA, 1997).

Managers need to look at the capacity and capability of their institutions to deliver services. It should influence the way in which people are recruited, developed, trained and in which performance is managed. At another level it also requires that relationships with the public are transparent, consultative and democratic — that the public have access to information and understand their own responsibilities and obligations with regard to public affairs. It also requires that public servants are willing to engage with people about the manner in which services are provided to them and in the setting of service delivery standards (Service Delivery Review, 3:1, 2004).

It is difficult to measure the extent to which the new vision has been internalised and the extent to which the values, mindsets and behaviours of public servants have really changed. Fortunately various studies regarding the state of public service delivery have been done since 1994, including the Provincial Reviews in 1997, the Presidential Review in 1998, reviews by the Public Service Commission and the ten year review of government (GCIS, 2003).

3.8.1 Overview of changes: First five years of democratic government

In 1997 the Presidential Review Commission encountered a rules-bound, repressive culture that sought to deepen social control as well as a hierarchical and control-centred work environment. There was a lack of transparency and accountability for results and utilisation of resources. Furthermore a racial and gender bias with job reservation mainly for white males was evident. The Commission also found that insufficient attention had been given to communicating a clear and succinct vision of the new public service.

The purpose and nature of the transformation process was unclear, both within and outside the public service. Many public servants were worried about their future, especially in the light of the planned rationalisation and affirmative action programmes. This was having a serious and negative impact on morale. On the other hand there was a growing perception that the public service was taking too long to change and to turn itself into an efficient and responsive service delivery organisation and it was leading to impatience (Presidential Review Commission, 1998).

The Provincial Review Report of 1997 identified the lack of discipline and the prevalence of misconduct (such as fraud and theft) as major problems in many departments and provincial administrations. Ineffective procedures for managing misconduct cases cause service delays, excessive costs and demoralise staff that wish to see wrongdoing punished. The reviews have, however, also highlighted significant achievements. Substantial progress had been made in developing policy and legislation that sets out a vision for change at a macro level.

The Batho Pele principles reinforce the commitment that government has made to instil a culture of service delivery in the public service. Some public servants show impressive dedication and capacity under the most unfavourable conditions. Relative labour stability existed even though there had initially been a number of disputes and strikes when the Government of National Unity came to power (Provincial Review Report, DPSA, 1997).

3.8.2 Overview of changes: Second five years of democratic government

Research by the DPSA in 2003, found that Batho Pele is still poorly understood and inadequately underpins the management of performance. Public servants at lower levels who interact most with citizens continue to operate according to an outdated rules-based culture that is citizen unfriendly and disregards Batho Pele. Reports suggest that work organisation is generally still hierarchical, mechanistic and innovation resistant, leading to reduced motivation and commitment. People's approach to work is activity-driven rather than results and impact orientated. A silo mentality is still evident and is reflected in a lack of cross-sectoral integration within the public service. Corruption remains a problem. There are also indications that transformation of organisational culture has not yet sufficiently addressed the softer issues of *"old and new public servants"* as well as the issues of race and gender (DPSA and SITA, March 2004).

On the whole, however, change has in many ways become integral to the mindset of public servants and there is a growing emphasis on people-centred service delivery and the willingness to implement new ways of working. A broad range of related change initiatives have been implemented across the public service since 1999. They include:

- the implementation of the new public service management framework
- the establishment of a senior management service to strengthen leadership and management
- improved accountability and measurement of outputs by implementing legislation governing public finance management and reporting
- the development of a code of conduct

- improvement of a range of human resource management practices as well as improved pay and service conditions

- a new performance management system that links employee development with the attainment of departmental or institutional strategic objectives

- improved labour relations

- better ways of dealing with issues of discipline

- means to eliminate corruption that include the development of a national anti-corruption strategy (Government Communications (GCIS), 2003).

3.8.3 Towards a more integrated change management approach

Substantial work has been done over the last decade in developing and implementing a policy framework to bring about change in the public service. However, besides anecdotal evidence, limited studies have been done and it is difficult to determine the extent to which the vision for change has been internalised and the extent to which the values, mindsets, and behaviours of public servants have really changed. Developing a collective culture that places people at the centre of service delivery is an ongoing, complex, and challenging task that needs to be tackled at various levels. Public servants need to become more conscious of the need to drive and nurture change in a coherent and structured way. Studies, in particular, those done by the Public Service Commission, suggest that much more still needs to be done. This would include, for instance, promoting greater transparency and external accountability regarding performance (the development of effective systems for the monitoring and review of public service performance included), reviewing the role of senior management in the transformation process to ensure that they act as change champions and are fully committed to driving the implementation of change throughout the organisation and building skills and capacity into departments to manage the change process by identifying gaps in capacity and introducing specific programmes to address them.

Conversations involving people from different sectors of society about the state of public management in the country have also revealed challenging insights regarding the establishment of a more professional work ethos in the public service. Professional and work ethics are basics needed by the government. South Africa

need to take note of good practice from both developed and developing countries and should be learning from other African countries as well. It is important that public servants understand the policy direction of government and what it requires from public servants.

Government needs frameworks with clear goals to mobilise people for change. These goals as well as the Batho Pele principles need to be inscribed in performance agreements of managers and staff. There is a need for much more discussion and reflection about the way in which change should be managed in the public service. There is a growing understanding of the need to adopt a more integrated and balanced approach to change. Furthermore, change management must be located at the epicentre of all change. It is about linking and balancing so-called "hard" change, for instance, issues regarding macro-organisation, technology, process design and infrastructure, with the "soft" issues that refer to values, morale, openness to change, non-racialism and work ethics. It also requires a holistic view of change that considers all aspects of the service delivery value chain, from the "back office" support processes to the "front office" where public servants interface with the people we serve.

In the short to medium term consideration should be given, among others, to:

- creating a more conscious, structured and integrated approach to change management in the public service that is based on a thorough understanding of the different dimensions of change
- identifying opportunities to link and consolidate key change management initiatives across the public service that are interdependent and mutually supportive
- establishing mechanisms to measure and evaluate the impact of change management initiatives
- developing capacity in institutions to lead and manage change projects and put in place mechanisms to institutionalise change management as a discipline across the public service (GCIS, 2003).

The transformation process in South Africa brought several responsibilities with it. One of the main responsibilities was to bring training and development to the previously disadvantaged people, as well as the whole new generation. The transformation in South Africa gave rise to new and greater demands on HRD.

3.9 THE IMPACT OF PUBLIC SERVICE TRANSFORMATION ON HUMAN RESOURCE DEVELOPMENT

The Constitution (1996) established the principles that define the framework for public service transformation in the country. The public service is an important sector, not only because of its role and function in the transformation process in South Africa, but also because of its contribution to the economy. While it may share a number of characteristics with private sector enterprises, the organisation in the public service has significantly different roles and responsibilities, organisational structures, as well as complex decision-making processes and accountability requirements (DPSA and SITA, March 2004).

The new public service is a large employer and therefore has significant economic impact. In 2004 the general government services sector contributed 14.6% to the total gross domestic product and in August 2005 employment in the public service constituted 8.6% of total employment in South Africa (PERSAL, StatsSA). With its broad roles and responsibilities, the new public service impacts on all other industries and public servants need to be responsive to its varied roles and responsibilities. The public service needs to develop its human resources accordingly. The role of the public service and its contribution to achieving the development objectives, set out in the Reconstruction and Development Program after 1994, was brought under scrutiny in the progress review, conducted after the country's first 10 years of democracy. Meeting the basic needs of citizens like building the economy and democratising the state, the development of the country's human resources involved the release of productive investment and redirection to areas of greater need.

In the State of the Nation Address to the fist joint sitting of the third democratic Parliament in 2004, President Thabo Mbeki noted that Government had committed itself to focussing especially on the raising of skills levels within the public sector.

One of the priorities for the third term of democratic government was focus on the development and management of human resources for the public service. Human Resource Development is one of the three core measures at the heart of the approach to improve service delivery. The implementation of the **National Human Resource Development Strategy** (2001-2006) shows the Government's commitment to promoting active labour market policies and guaranteeing the quality of training and education. The development of public servants will be described in more detail in the following chapter.

3.10   SUMMARY

History shows that South Africa went from being a British colony through to being a union, and then an undemocratic Republic to a democratic Republic in approximately a decade. The transformation that the public service has gone through gave rise to the current situation of various possibilities for development of all people. The new context for public service delivery requires a significant investment in human resource development to enhance skills. These skills will be required to ensure that resources are applied more effectively and efficiently in a manner that focuses on outcomes and results. This illustrates the need for training interventions and the development of human resources as prescribed by the NHRDS. Chapter 4 will discuss HRD in the Public Service. The new policies for the transformed South Africa will be contextualised, an overview of the relevant legislative framework will be provided and the National Human Resource Development Strategy will be described. The development and implementation of an HRD strategy for the public service, as well as governing legislation, the South African Qualifications Authority Act (Act 58 of 1995), the National Qualifications Framework (NQF) and Sector Education and Training Authorities (SETAs) will be explained. In addition, the HRD strategy and the challenges thereof to the public service will be discussed.

CHAPTER 4

HRD IN THE SOUTH AFRICAN PUBLIC SECTOR:
CONTEXT, POLICIES AND CHALLENGES

4.1   INTRODUCTION

The previous chapter focused on the transformation process in South Africa and gave a brief historical perspective of South Africa over the past hundred years. It also described transformation in the public service and the challenges that are associated with it. The impact of public service transformation on human resource development was then observed, as human resource development within the public service is currently a high priority in South Africa. Education and training is undergoing huge changes and will impact not only on training providers, but also on employers and learners. The government envisages a public service that is guided by the ethos of service and committed to the provision of high-quality service.

This chapter will expand on a number of policies and regulations that have been developed over the past several years to provide impetus and the framework for the process of transforming HRD in the public service. These policies and regulations invariably impact on the skills development requirements of the public sector.

This chapter will address the following questions:
- What legislative and policy frameworks are currently in place in South Africa to guide HRD?
- What are the challenges for HRD in the South African public sector?

The context is that South Africa has adopted several acts, policies and strategies since 1994 as part of the transformation process, also increasing South Africans' skills, as part of the Constitutional mandate of creating a "better life for all". This forms part of the support for the HRD process in South Africa, its organisations, and citizens in a competitive global community. These policies ensure that all stakeholders of state integrate their efforts, thereby working together to deliver opportunities for HRD. The effective management and co-ordinated implementation of relevant policy documents is therefore of great importance.

HRD is not merely a vehicle to improve capacity for individual employees of the state, but also a way to achieve goals for changing the entire SA society.

For this reason the research objectives of this chapter are to:

1. Provide an overview of the relevant legislative framework;
2. Describe the National Human Resource Development Strategy;
3. Describe the development and implementation of an HRD strategy for the public service;
4. Explain the governing legislation, SAQA, the NQF and SETAs;
5. Explain the HRD strategy for the public service; and
6. Discuss the challenges for HRD in the South African public sector.

From the information presented in this chapter a link can be made to the HRD strategies in the provincial government of the Western Cape, which will be discussed in the next chapter.

It is important to study the legislative framework and policies surrounding HRD to take cognisance of the scope in which HRD functions. The focus of this dissertation is the measure in which the NHRDS is implemented in the PGWC. It is therefore necessary to understand how acts and policies interlink, and the manner in which the NHRDS plays a role within the broader framework of legislation, policies, and strategies.

4.2   THE LEGISLATIVE AND POLICY FRAMEWORK

A brief overview of the most relevant legislation and policies that would induce change and have potential impact on HRD in the public service is provided in Table 4.1. These policies and regulations invariably affect the skills development requirements for the public sector.

TABLE 4.1: POLICIES AFFECTING SKILLS DEVELOPMENT IN THE PUBLIC SECTOR

Policies and Regulations	Purpose	Impact on HRD
South African Qualifications Authority Act, 1995 (Act 58 of 1995)	To create a single, unified system for education and training qualifications in the country and to ensure the institutional framework to support qualifications are of a high quality.	Ensures that all learning is recognised through national standards and qualifications.
The Constitution of the RSA, 1996 (Act 108 of 1996)	The Constitution is the supreme law of the land. No other law or government action can supersede the provisions of the Constitution.	All HRD legislation is subject to the Constitution.
White Paper on Human Resources Management in the Public Service, 1997	The White Paper sets out the future goals for managing people in the Public Service. These goals cannot be achieved overnight. A number of existing human resource practices will need to be revised and, in certain instances, agreements will need to be re-negotiated with representatives of organised Labour.	This white paper focuses on service delivery outcomes, which means that personnel will have to be empowered to meet these outcomes.
White Paper on Public Service Training and Education, 1998	To provide a framework for Public Service training and education that is appropriate, adequate and accessible and meets the current and future requirements of public servants, the public service and the public.	Establishes the priorities and principles for skills development through training and education in the public service.
The Skills Development Act, 1998 (Act 97 of 1998)	The Skills Development Act, 1998, is the implementation of SAQA and the NQF process in the employment sector. It makes provision for the establishment of Sector Education and training Authorities.	The SDA promotes active labour market policies and guarantees the quality of training and education.
White paper on Affirmative Action, 1998	The purpose of this paper is to provide a policy framework that sets out the mandatory requirements and steps that national departments and provincial administration should take to develop and implement their affirmative action programmes.	HRD will need to play a major role in ensuring that the AA programmes work e.g. fast tracking, mentorships and learnerships.
The Employment Equity Act, 1998 (Act 55 of 1998)	To achieve equity in the workplace.	All HRD must be done on an equitable manner.

Policies and Regulations	Purpose	Impact on HRD
The Skills Development Levies Act, 1999 (Act 9 of 1999)	To provide for the imposition of a skills development levy; and for matters connected therewith.	Public and private enterprise forced to commit part of budget to HRD.
National Skills Development Strategy (NSDS), 2001	The objectives of the NSDS are : • Prioritising and communicating critical skills for sustainable growth, development and equity • Promoting and accelerating quality training for all in the workplace • Promoting employability and sustainable livelihoods through skills development • Assisting designated groups and new entrants to participate in accredited work integrated learning and work-based programmes to acquire critical skills to enter the labour market and self-employment • Improve the quality and relevance of provision	Identifies priorities for skills development and the contribution they make towards an emerging national human resources development strategy. The National Skills Development Strategy emphasises structured learning and work experience that culminate in nationally recognised qualifications that signify job readiness within the National Qualifications Framework (NQF).
National Human Resource Development Strategy for SA, 2001	To maximise the potential of the people of South Africa, through the acquisition of knowledge and skills, to work productively and competitively in order to achieve a rising quality of life for all, and to set in place an operational plan, together with the necessary institutional arrangements to achieve this.	The strategy is aimed at ensuring integrated HRD planning and implementation, monitored on a national, regional and sectoral level, with progress measured against approved indicators.
The HRD Strategy for the Public Service, 2003	The Human Resource Development Strategy concept was adopted to support a holistic approach to human resource training and development in the public service.	The public service is faced with the challenge of training and transforming its employees in a manner that will not only benefit government in its quest for excellent service delivery, but will empower the individual employee as well.

The purpose and impact of these policies is mainly to improve HRD in South Africa and to thereby improve skills development as a whole. Government is urgently focusing on this area as the inferior system of apartheid education and discriminatory legislation marginalized the majority of South Africans. They intend to redress this and enlarge the pool of skilled public servants. This is encompassed in the NHRDS.

Each province has its own training structure. At a national level SAMDI and other service providers perform training for the public sector as a whole. The way that the Provincial Government: Western Cape specifically has organised its structure to deal with HRD will be elaborated on in Chapter 5.

The NHRDS concept was adopted to support a holistic approach to human resource training and development in the Public Service. To enable it to actualise its constitutional mandate of creating a better life for all, the government envisages a public service that is guided by the ethos of and committed to the provision of high quality service. The NHRDS is a vehicle to accomplish this. This strategy is described in Paragraph 4.3.

4.3   NATIONAL HUMAN RESOURCE DEVELOPMENT STRATEGY

In April 2001, the Ministries of Education and Labour jointly launched the National Human Resource Development Strategy for South Africa: *"A nation at work for a better life for all".* The strategy is underpinned by a set of institutional arrangements, including Sector Education and Training Authorities, and the general reshaping of further and higher education to meet the human resource development needs of the country.

The key mission of the strategy is: *"To maximise the potential of people in South Africa, through the acquisition of knowledge and skills, to work productively and competitively in order to achieve a rising quality of life for all, and to set in place an operational plan, together with the necessary institutional arrangements, to achieve this"* (NHRDS, 2001). The goals of the strategy include improving the social infrastructure of the country, reducing disparities in wealth and poverty, developing a more inclusive society, and improving South Africa's position on the international competitiveness table.

The NHRDS has five strategic objectives listed in Table 4.2.

TABLE 4.2: STRATEGIC OBJECTIVES OF THE NHRDS

Overarching goals of the NHRDS	Five Strategic Objectives of the NHRDS
To achieve an improvement in the UNDP Human Development Index To reduce disparities between the rich and poor; reflected in an improved "Gini co-efficient" rating To improve the country's position in the International Competitiveness League	To improve the foundations for Human development To improve the supply of high-quality skills, especially scarce skills To increase employer participation in life-long learning To support employment growth through industrial policies, innovation, research and development Ensuring the above four initiatives are linked
Improving the Foundations for Human Development	**Improving the Supply of Skills**
Improving Health and Nutrition levels Expanding participation in early childhood development Breaking the back of illiteracy Increasing participation in adult education Improving the quality of general education (ages 6-15) Improving results in mathematics and science	Increased participation in Further and Higher Education Promote learning in areas of scarce skills Recruit foreign skills workers where necessary Increase the amount of scientific innovation occurring in Further and Higher Education institutions Improve information flows regarding subject and career choices
Increasing employer influence and participation in LLL	**Supporting Employment Growth**
All government departments specify functional training areas critical for service delivery and ensure training The commitment of all employers to the national skills development strategy including the payment of levies to a SETA, the implementation of workplace skills plans, and creating opportunities for learnerships The development of specific skills for small businesses The development of skills for social development	Identifying and supporting economic sectors with growth and employment potential Increasing research and development through targeted support by science councils Increasing the number of "science/industry partnerships"
Linking the four pillars	**Priorities for HRD**
Establishment of functioning of SETAs in all 25 economic sectors including the participation of government departments The collection and analysis of data in relation to 25 indicators / measure progress Regular reporting to cabinet	To enhance public service delivery To identify and respond to areas of scarce skills To support skills which will promote SMMEs To promote Learnerships To promote literacy

The goal of this research is to provisionally measure the extent of implementation of the NHRDS in the Provincial Government Western Cape (PGWC) by using four indicators developed as part of this study. The successful implementation of this strategy would be of significant benefit to the country.

Primarily, the integration of different government policies will help to increase economic growth and employment, improve the standard of living for a broader participation in the labour market, and produce a more educated and trained citizenry (http://www.gov.za/yearbook/2001/education.html).

The set policies for HRD give rise to several challenges. The challenge to develop people in order to reach skills development, an empowered workforce, quality service delivery, and economic growth in the long run, is a daunting task. Subsequent to the publication of the National Human Resource Development Strategy in 2001, the White Paper on Education and Training, 1995, was published by the government. Thereafter the South African Qualifications Authority Act, 1995 (Act 58 of 1995) (SAQA) was passed on 4 October 1995. The objective of SAQA is to provide for the development and implementation of the NQF and to establish the South African Qualifications Authority. It is therefore important to understand the act and its importance as a single unified system for education and training in South Africa.

4.4   THE SOUTH AFRICAN QUALIFICATIONS AUTHORITY ACT AND THE NQF

The South African Qualifications Authority Act, 1995, creates a single, unified system for education and training qualifications in the country. The institutional framework to support qualifications is of a high standard. It ensures that all learning is recognised through national standards and qualifications. This act is thus of great importance to HRD in the public sector as public servants that have undergone training could receive credits for unit standards that they have completed. The act gave rise to the SAQA Board with 29 members representing different sectors, for example, education and training providers, non-governmental organisations, trade unions and industry. According to the SAQA Act (1995), structures and processes must be established for the NQF, and standards and qualifications criteria must be developed, approved, registered and published. The quality of education and training should be monitored, and education and training providers should also continually be assessed. A national qualification framework is based on a credit system for achieving learning outcomes.

A learning outcome is in essence an ability developed by the learner that reflects an integration of knowledge and skill that can be transferred to different contexts. Qualifications can be obtained by means of full-time study, part-time study, distance education, work-based learning, or a combination of these, together with an assessment of previous learning experiences and general experience. Thus SAQA gives recognition for prior learning as well as unit standards completed.

SAQA gives rise to the National Qualifications Framework that will be discussed intensively as it sets the landscape for HRD in the public as well as the private sector.

4.4.1 The National Qualifications Framework (NQF)

The NQF is a totally new approach to education and training in South Africa. The NQF consists of a framework with eight levels and three identified bands. The first is General Education and Training (GET) with two sub-sectors, namely formal schooling and Adult Basic Education, culminating in level 1. This is the same as nine years of compulsory schooling and equivalent to the present grade 9 at school level.

The second band is the Further Education and Training Band (FET) comprising levels 2 to 4. Here a large number of sectors can provide education and training. Level 4 is equivalent to grade 12 (standard 10) of schooling. The third band is the Higher Education and Training Band and comprises levels 5 to 8.

The concept of lifelong learning has been introduced, where different forms of learning, for example part-time, full-time, in-house training, and experience, could be awarded credits on the NQF. The NQF will be the foundation for people to achieve national qualifications through formal and informal learning and in the process contribute to the government's aims of equality, quality, access to opportunities, and the redress of past inequalities. The NQF encompasses the essential elements of the National Training Strategy, and is conceptionalised in Figure 4.1.

The Skills Development Act, 1998, is the implementation of SAQA and the NQF process in the employment sector. It makes provision for the establishment of Sector Education and Training Authorities.

The functions of SETAs, and specifically the Public Service Education and Training Authority, the SETA for public servants, as prescribed by the Act are summarised in the next paragraph.

FIGURE 4.1 ESSENTIAL ELEMENTS OF A NATIONAL TRAINING STRATEGY
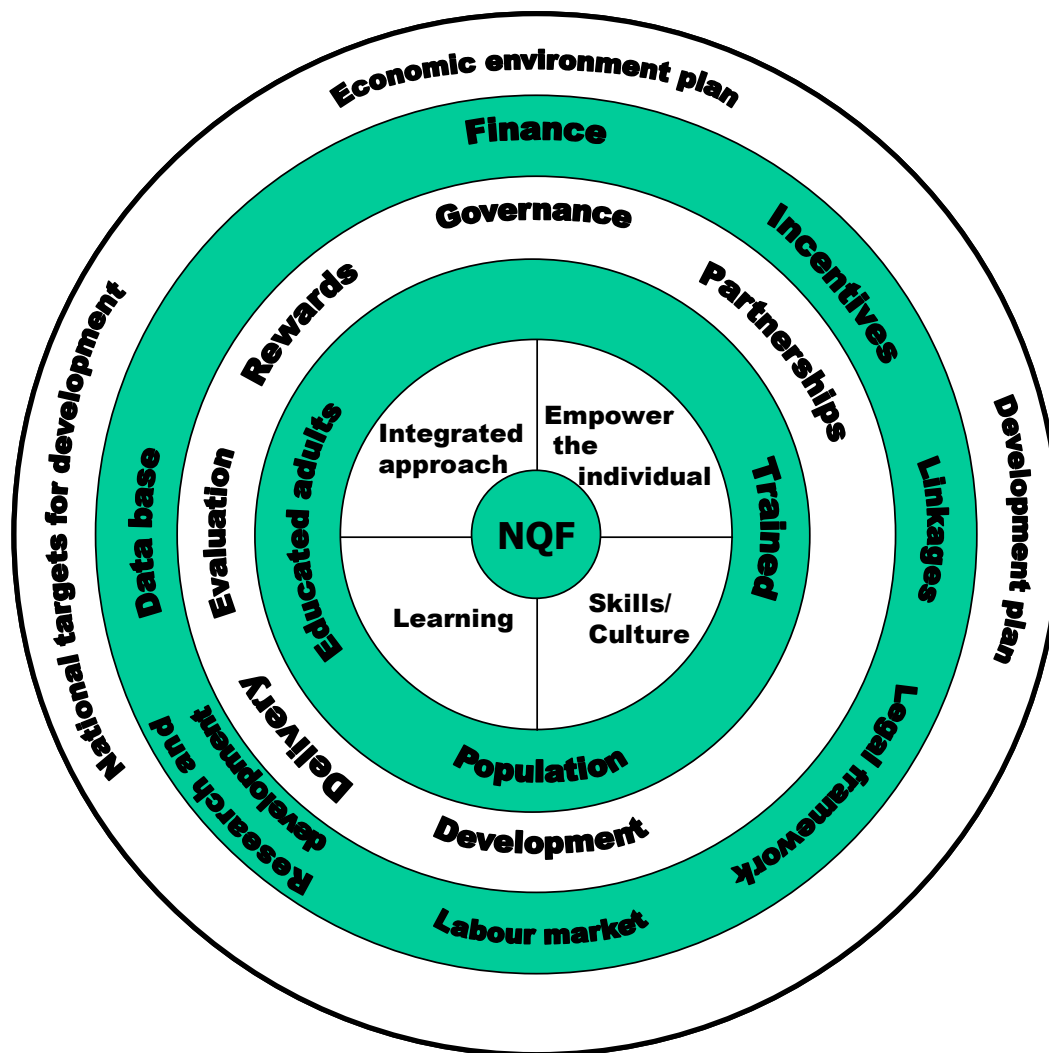
Source: National Training Board (1994:11)
(cited in Erasmus & van Wyk, 2001)

4.4.2 Public Sector Education and Training Authority

The Skills Development Act, 1998, outlines the legal mandate for the Sector Education and Training Authorities (SETAs). The Act furthermore provides for the establishment and regulation of the SETAs. Guidelines are provided for the demarcation of SETAs together with an outline of their core functions.

The public service falls under the Public Service Sector Education and Training Authority (PSETA). PSETA was tasked to develop a sector skills plan for the public service within the framework of the national skills development strategy. It also had to implement its sector skills plan; promote learnerships, and register learnership agreements. Within a week of its establishment, it had to apply to the South African Qualifications Authority for accreditation as a body contemplated in section 5(1)(a)(ii)(bb) and had to, within 18 months of the date of that application, be so accredited. It had to appoint staff necessary for the performance of its functions and perform any other duties imposed by the Skills Development Act (1998) or consistent with the purposes of the said act. The Skills Development Act (1998) also outlines regulations pertaining to the membership of SETAs as well as mandatory specifications in their constitutions. Furthermore it must collect and disburse the skills development levies in its sector and liaise with the National Skills Authority. In order to improve the integrity of information about employment opportunities liaison with employment services and any education body, established under any law, regulating education in the Republic of South Africa, must be continues and programmatic. Similarly the labour market and education and training providers should consult one another.

Moving from the past to the future will require a new mindset (or paradigm shift) among education and training providers. It will also affect the way scholars, students at higher educational institutions and employees in the workplace, learn and continue to learn. A model for the working of a SETA is depicted in Figure 4.2. It shows the SETAs as building foundations, and the interaction between demand and supply of specific skills.

FIGURE 4.2: WORKING OF SETAs (Eramus et al., 2001)

Innovation Policy

Supply of Skills
(FET & HET) → **SETAs** ← Demand for skills
(Public & Private Employers)

Building the Foundation
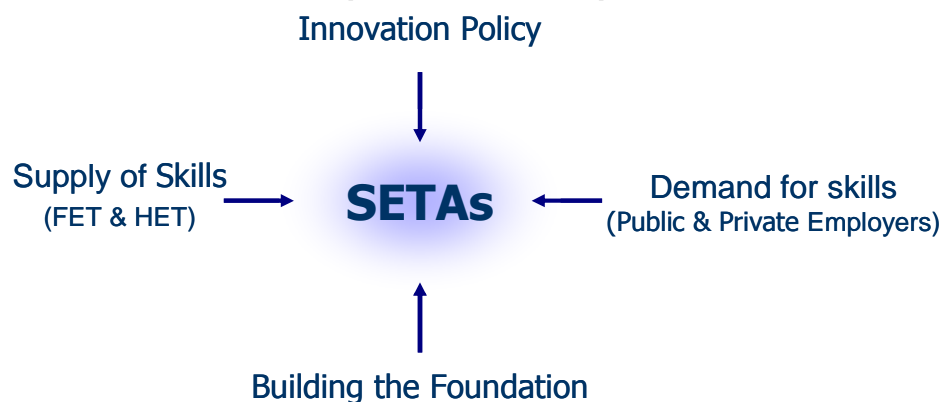
National qualifications are part of a consistent approach of all SETAs to education and training, with an emphasis on meeting quality standards and practices. There is scope for industry, the professions and formal education to set their own standards, but with the emphasis on national qualifications. In the process, training and nationally based qualifications are available. Industries, which never offered national training opportunities, are able to do so. Learning can take place on the job, at tertiary institutions, secondary schools, and in private training establishments. The training industry is better equipped to compete on the international market, and overseas workers are able to have their qualifications assessed for equivalence against South African qualifications registered with the NQF. Detailed and credible reporting of individual attainment is available to all stakeholders.

Interlinked with SAQA, the NQF and other policies regarding HRD, the National Human Resource Development Strategy for South Africa was launched to integrate human resource development planning and implementation. If HRD is further linked to departmental strategies, the impact thereof could be enhanced in terms of job performance, service delivery and attitudes. As the NHRDS, SAQA and the NQF covers HRD at a macro level in South Africa, there was a need to develop HRD initiatives geared towards specifically the public sector. A strategy to do this was pointed out by the State President in his address at the occasion of the 90th Anniversary of the ANC in January 2002. The President reminded South Africans that one of the tasks that we had to attend to urgently if this country was to meet the challenges that we faced:

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

The Human Resource Development Strategy for the Public Service concept was adopted to support a holistic approach to human resource training and development in the public service.

4.5   DEVELOPMENT AND IMPLEMENTATION OF A HUMAN RESOURCES DEVELOPMENT STRATEGY FOR THE PUBLIC SERVICE

Skills development in the public sector has to be aimed at making people better at the roles that they play in the developmental state. In addition, skills development becomes an important vehicle through which transformation of the less tangible aspects of the public servants, such as their attitudes, their commitment, and the manner in which they engage with the people, are achieved. As a very important spin-off, it is expected that public servants, who make up a significant proportion of the population, can play an increasingly important role in their respective communities to accelerate the achievement of the overarching goals for the country faster responsibilities (Human Resource Development Strategy for the Public Service, 2002).

The Hon. Geraldine Fraser-Moleketi, Minister for Public Service and Administration, stated at the launch of the Strategy that skills development should not only be seen as a way to improve capacity for individual employees of the state. It constitutes the strengthening of the most important vehicle available to the state to achieve its goals for changing the entire South African society. Skills development has to be aimed at making people better at the roles that they play in the developmental state. Given the clear importance of skills development in the public service, an important goalpost was reached with the launch of the Human Resources Development Strategy for the Public Service. The strategy opens up the opportunity to benefit from better co-ordination and alignment of development initiatives that are already taking place in the public service. Further to this it has become important to get a better handle on the actual impact of development efforts. Development opportunities must translate in greater effectiveness in the performance of the individuals in their tasks and responsibilities (Human Resource Development Strategy for the Public Service, 2002).

The Human Resource Development Strategy for the Public Service is one of the cornerstones for giving practical effect to both the National Skills Development Strategy and the National Human Resource Development Strategy for South Africa.

It is further guided by a combination of public service policies, which include the following:

- **Batho Pele White Paper** – To provide a policy framework and a practical implementation strategy for the transformation of public service delivery.

- **Public Service Act** – To provide for the organisation and administration of the Public Service of the Republic, the regulation of the conditions of employment, terms of office, discipline, retirement and discharge of members of the Public Service, and matters connected therewith.

- **Public Service Regulations** – To provide a new framework for the management of the Public Service, including decentralized decision making and planning within the boundaries of national strategies, programmes and policies.

- **White Paper on Public Service Training and Education** – To provide a framework for public service training and education that is appropriate, adequate and accessible and meets the current and future requirements of public servants, the public service and the public.

- **White Paper on a New Employment Policy for the Public Service** – To ensure that human resource management in the public service becomes a model of excellence, in which the management of people is seen as everyone's responsibility and is conducted in a professional manner.

- **White Paper on Human Resources Management in the Public Service** – To become a model of excellence, in which service to society stems from commitment rather than compulsion. The management of people should be regarded as a significant task for those who have been charged with that responsibility and should be conducted in a professional manner.

- **White Paper on the Transformation of the Public Service** – To establish a policy framework to guide the introduction and implementation of new policies and legislation aimed at transforming the Public Service (Human Resource Development Strategy for the Public Service, 2002).

The Human Resources Development Strategy for the Public Service opens up the opportunity to benefit from better co-ordination and alignment of development initiatives that are already taking place in the public service.

It is imperative that the country's developmental needs and the specific shortages that currently exist in the public service and which can already be identified as shortages for the public service in years to come, should inform any skills development efforts. Further, it has become important to get a better handle on the actual impact of development efforts. The continued certification of individuals in ever increasing numbers is not the final outcome in mind. Any development opportunity that translates into greater effectiveness in the performance of the individuals in their responsibilities must be recognised. The strategy makes ample provision for better monitoring and evaluation of the development effort.

According to the Human Resource Development Strategy for the Public Service (2002) the Public Service is faced with the challenge of training and transforming its employees in a manner that will not only benefit government in its quest for excellent service delivery, but will empower the individual employee as well.

Table 4.3 illustrates the key challenges facing human resource development in the Public Service:

TABLE 4.3: CHALLENGES FACING HRD IN THE PUBLIC SECTOR

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

The South African Government was mandated in 2004 to halve poverty and unemployment by 2014. The goal of reducing unemployment to below 15% and halving the poverty rate to less than one-sixth of households will not be achieved without sustained and strategic economic leadership from government, and effective partnerships between government and stakeholders such as labour and business.

This gave rise to the Accelerated and Shared Growth Initiative for South Africa (Asgisa). The Asgisa responses range from medium-term educational interventions to raise the level of skills in areas needed by the economy to immediate measures to acquire the skills needed for the implementation of Asgisa projects. As Asgisa is a national shared growth initiative the public service plays an important role regarding HRD.

4.5.1 Accelerated and Shared Growth Initiative for South Africa (Asgisa)

The President of South Africa, Thabo Mbeki, called on everybody to be part of the national effort to grow the economy with six percent, to create jobs and halve unemployment by 2014. He called on everybody to *"move faster to address challenges of poverty, underdevelopment and marginalisation confronting those caught within the Second Economy, to ensure that the poor in our country share in our growing prosperity".* In order to achieve just that, Government has announced its Accelerated and Shared Growth Initiative. Asgisa which has two key components, namely a R370-billion drive to invest in public infrastructure and a concerted effort to acquire the skills the economy needs. Under the leadership of the Deputy President Phumzile Mlambo-Ngcuka, Government has introduced a high-level task team - the Joint Initiative on Priority Skills Acquisition (Jipsa), which is tasked with identifying urgent skills needs and advise on ways to respond to these challenges (Parliamentary media briefing by Deputy President Phumzile Mlambo-Ngcuka, 6 February 2006).

For both the public infrastructure and the private investment programmes, the single greatest impediment is shortage of skills – including professional skills such as engineers and scientists; managers such as financial, personnel and project managers and skilled technical employees such as artisans and IT technicians. The shortfall is due to the policies of the apartheid era and the slowness of education and skills development institutions to catch up with the current acceleration of economic growth.

Apart from interventions to address the skills challenge in the educational sphere, measures include the development of an Employment Services System (to close the

gap between potential employers and employees), and Phase 2 of the National Skills Development Strategy.

4.5.2 Joint Initiative on Priority Skills Acquisition (Jipsa)

The Joint Initiative for Priority Skills Acquisition was established and is led by a committee of the Deputy President, key ministers, business leaders, trade unionists and education and training providers or experts. Its task is to identify urgent skills needs and quick and effective solutions. Solutions may include special training programmes, bringing back retirees or South Africans working out of Africa, and drawing in new immigrants where necessary. It may also include mentoring and overseas placement of trainees to fast-track their development. Jipsa will have an initial timetable of 18 months, starting in March 2006, after which its future will be reviewed. Jipsa alongside other educational bodies, are the most important building blocks for Asgisa. Jipsa is focusing exclusively on scarce and critical skills without which the set Asgisa commitments and targets cannot be delivered. However, Jipsa must make a sustainable, not a superficial, intervention and relate with universities, universities of technology and schools, which have a much broader mandate. (Address delivered by the Deputy President, Phumzile Mlambo-Ngcuka, at the launch of the Joint Initiative for Priority Skills Acquisition (2006).

Based on the Asgisa priorities, the following working areas for Jipsa have been identified:

- High level, world class engineering and planning skills for the 'network industries', transport, communications and energy; all at the core of the infrastructure programme
- City, urban and regional planning and engineering skills desperately needed by municipalities; Artisan and technical skills, with priority attention to those needs for infrastructure development
- Management and planning skills in education, health and in municipalities
- Teacher training for mathematics, science, IT and language competence in public education

- Specific skills needed by the Priority Asgisa sectors starting with tourism and BOP and cross cutting skills needed by all sectors especially finance, project managers and managers in general
- Skills relevant to local economic development needs of municipalities, especially developmental economists. The challenges for HRD in the South African public sector is firstly to implement the policies and strategies as described. To summarise, these are the NHRDS (2001), SAQA (1995) the NQF as well as the Skills Development Act (1998) and the HRD Strategy for the Public Service (2003).

4.6   THE CHALLENGES FOR TRAINING

A country, like South Africa, that wishes to experience economic growth and to utilise its citizens as effectively as possible, must successfully develop and implement the national training strategy. The objectives of this national training strategy are to identify training problems, emphasise the importance of training in the restructuring of South Africa and to propose an integrated future approach to education and training (National Training Board, 1994 as cited in Erasmus et al., 2001:11).

In 1991, the National Training Board developed a provisional national training strategy for South Africa. This was followed in 1993 by the appointment of a more representative task group, also under the auspices of the National Training Board, consisting of four major role players: employers, unions, the State, and providers of education and training. In 1994 a document titled "The Discussion Document on a National Training Strategy Initiative: A Preliminary Report" was published with a vision and core strategy. The vision of a national training strategy was to provide a human resource development system with an integrated approach to education and training, which had to provide for the economic and social needs of the country as well as for the development needs of the individual.

To do training effectively, an additional challenge is to determine training and development gaps as depicted in Model 3 and people must be trained and developed accordingly.

MODEL 3: TRAINING AND DEVELOPMENT GAP

What is		What should be
Departmental Results / Outputs / Deliverables Knowledge, Skills and Attributes possessed Actual performance of individuals	Training and Development GAP	Departmental standards Knowledge, Skills, Attributes required Targets and Standards of performance
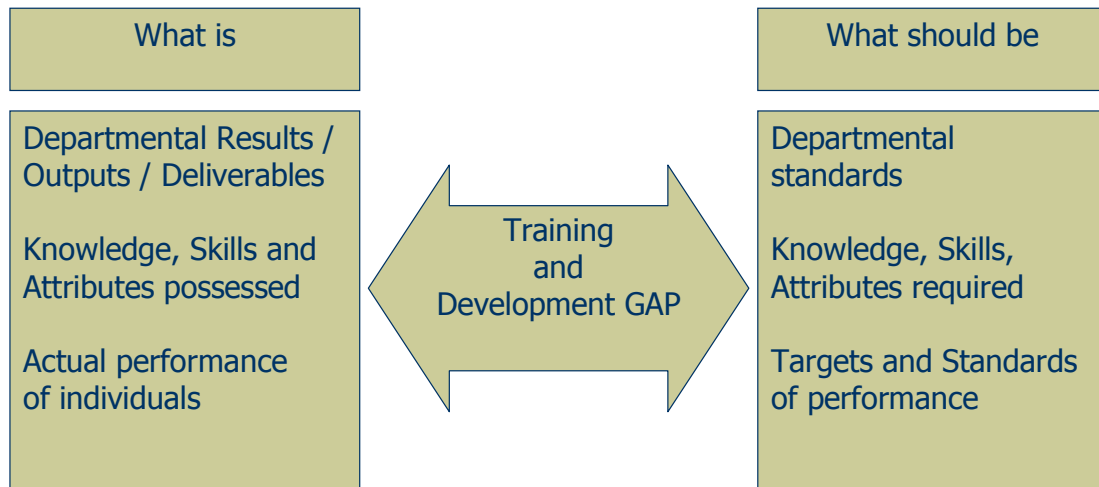
(Makgeta, .D. 2005. Workplace Skills Plan, PSETA. Pretoria)

To determine this gap, the public service need to submit workplace skills plans to PSETA who combines these inputs into sector skills plans. From these sector skills plans the public service can determine the specific training needs. This vision requires a paradigm shift from regarding education and training as two separate entities to the view that learning is a lifelong process as part of HRD.

The source, type and nature of the supply of training opportunities to the public service are wide-ranging and can be categorised into three groups:

- Programmes and resources activated within the public service
- Organisations and entities providing training within the public service
- External organisations providing training to the public service

The programmes and resources within the public service are depicted in Table 4.4.

TABLE 4.4: HRD PROGRAMMES WITHIN THE PUBLIC SERVICE

Learnerships	Learnerships are employed as one of the main instruments available to achieve the objectives of the National Skills Development Strategy targets for the public service.
Internship Programmes	An Internship Programme has been developed and guidelines published for its implementation. The programme is aimed at attracting students and learners to the Public Service by offering them opportunities to acquire skills and work experience before completing their studies.

Bursaries	Various bursaries are available to support education in the public service. Bursaries are regarded as a means to provide access and entitlement to ongoing and meaningful opportunities for training and education.
Senior Management Services	The programme was established in 2001 for managers and non-managers at salary level 13 and higher. The purpose of the programme is to increase government's ability to attract, retain and develop high level managers and professionals in the Public Service.
South African Management Development Institute (SAMDI) programmes	The programme was launched in 2000 and it is aimed at the addressing the needs of Heads of Departments. It aims to improve the capacity of participants across a range of strategic management domains that include managing resources effectively and achieving government priorities. In addition to this SAMDI also offers a wide range of other short courses and skills programmes.

In addition to the above, all other possible accredited service providers must be identified, listed, and utilised where necessary to improve HRD.

The quality assurance function within the PSETA will play an important role in ensuring a supply of quality training to public servants. In order to improve HRD it is necessary that all managers see it as a priority on their strategic management plan. The new context for public service delivery requires a significant investment in skills development to enhance the skills in managing the performance of public servants, monitoring and evaluating activities, as well as assessing the impact of programmes, projects, and activities. These skills will be required to ensure that resources are applied more effectively and efficiently in a manner that focuses on outcomes and results.

At the same time all public servants need to be skilled not only in their particular operational fields, but also in the principles of Batho Pele and the practical skills necessary to translate these principles into people-centred service delivery (Makgeta, .D. 2005. Workplace Skills Plan, PSETA. Pretoria).

4.7   SUMMARY

HRD in the SA Public Service was discussed and the governing legislation that provides a legal mandate listed. The mission, goals and strategic objectives of the NHRDS (2001) were highlighted and the necessity of implementing it was made clear. It was followed by a thorough discussion of SAQA (1995), the NQF and challenges for training.

The launch of the **National Human Resource Development Strategy** (2001) shows the Government's commitment to promoting active labour market policies and guaranteeing the quality of Human Resource Development.

The focus of the discussion will be narrowed down to the Provincial Government: Western Cape's HRD strategies in Chapter 5. The context of the HRD strategies in the Western Cape and the challenges for HRD in the Province will be described. The Human Capital Development Strategy (with the focus on youth) of the Department of Education in the PGWC will be elaborated on as it forms an important part of the development of people in the Western Cape.

CHAPTER 5

HRD STRATEGY IN THE PROVINCIAL GOVERNMENT WESTERN CAPE

5.1   INTRODUCTION

The previous chapter focussed on governing legislation for HRD specifically the NHRDS (2001), SAQA (1995) and the NQF. It became clear that currently several challenges regarding HRD are facing South Africa. Strategies are in place, but it is of importance that the relevant policies and strategies are implemented to enhance HRD practices. This chapter will address the question: *"What guides the development and implementation of a HRD strategy in the PGWC?"* by exploring the present internal strategy of the PGWC to develop its most important resource, namely its human resources as well as the Human Capital Development Strategy: A focus on youth which has an external focus. Ultimately such a strategy should have an internal as well as an external focus. The internal dimension targets the development of at least the 69 000 civil servants in the Provincial Government which is co-ordinated by the Department of the Premier. The external dimension targets the learners in the Western Cape. The Department of Education is mainly responsible for Human Capital Development, with the focus on youth.

It follows, that the specific study objectives of this chapter are, to:

1. discuss the context of the internal HRD strategy in the Western Cape;
2. explain the challenges for HRD in the Western Cape;
3. make observations on the legal mandate regarding HRD strategies in the Western Cape;
4. discuss the internal HRD strategy in the Western Cape;
5. describe the review of the internal HRD strategy in 2006 and to;
6. make observations on the Human Capital Development Strategy: A focus on youth, of the Department of Education (external focus).

From the information collated in this chapter, a link will be made to determine the extent of the successful implementation of the NHRDS in the PGWC.

5.2   CONTEXT SETTING OF THE INTERNAL HRD STRATEGY

The Western Cape Province is one of the nine provinces in the Republic of South Africa. It has a population of 4.5 million which is about 10% of the South African population. Geographically, it is about 120 000 km² in size. The Provincial Government: Western Cape has 69 000 employees.

HRD in the Province is conducted within an environment of a high-level Provincial Government strategy called iKapa elihlumayo. This strategy drives the vision of shared or broad based economic growth and development in the Western Cape. The vision of iKapa elihlumayo is to create a "home for all" which cares for all its people, underpinned by vibrant, growing sustainable economy (Western Cape Provincial Government, 2004:5). Its mission is to serve the people of the Western Cape through building social and human capital and enhanced economic participation and growth. At present, iKapa elihlumayo is built on five sub-strategies: the Provincial Spatial Development framework, the Strategic Infrastructure Plan, the Human Capital Strategy, the Social Capital Formation Strategy and the Micro-Economic Development Strategy (MEDS, 2005).

The internal HRD strategy for the PGWC covers all employees, both permanent and non-permanent, within all the Provincial Administration Departments (internal focus). The PGWC is committed to staff development and skills development. When an employee enters the organisation, the employee assumes new responsibilities. The employee's job performance requires improvement; new conditions require changes in legislation, technology, policy, and operational procedures.

Each department's annual review of personnel's development plans indicates a need for further development which is reflected in their workplace skills plans. Strategic HRD in the province brings certain challenges that need to be discussed.

5.3   CHALLENGES FOR HRD IN THE WESTERN CAPE PROVINCE

Human resource development is a complex field. It is relevant to every sphere of economic activity, it operates at many different levels, it cuts across the interests of several government departments at both national and provincial levels, it involves

numerous other institutions and interest groups and it is the subject of robust debate in terms of policy and sometimes ideology.

At the same time, HRD is central to any sustainable process of socio-economic development. Its critical importance is all the more evident in South Africa, because the education and training systems have far from recovered from the damage inflicted by apartheid (MEDS 2005.)

The education and training structures informed by the SAQA Act (1995) and the Skills Development Act (1998), amongst others, create a particularly complex environment for human resources. HRD is practiced within the jurisdiction of 23 SETAs. The Chief Directorate: Provincial Training (2001), and later the Chief Directorate Human Capital Development (2006), in the PGWC, falls within the ambit of the Public Service Education and Training Authority (PSETA) and must answer to the demands of the PSETA as well as see to the HRD needs within the Province.

Human capital is the engine that drives a nations' economy. Its attraction, development and retention are critical to the success of both the economy and individual enterprises in the economy. This presents the HRD function with an awesome responsibility in both the public and private sectors. In order to deliver its developmental priorities, the Western Cape Province, needs an effective and efficient public service which renders excellent service delivery. The management thereof, as well as HRD interventions need to be aligned to national policies as well as the provincial vision of the Provincial Growth and Development Strategy (PGDS) and iKapa elihlumayo.

The challenge to work according to the vision of iKapa elihlumayo is to create a "Home for All". The employees of the Provincial Government Western Cape now have a moral responsibility to deliver and implement programmes and projects to adhere to the goals of iKapa elihlumayo. The internal HRD strategy aims at developing the professional, personal, and technical competencies of its employees to enable them to deliver the goals of iKapa elihlumayo.

As the PGDS and iKapa Elihlumayo provides the overarching regional development framework for the Western Cape, its vision and mission have tangible outcomes that inform public policy resource prioritisation at the provincial and local levels.

Eight strategic goals have been identified to guide activities and interventions towards the shared growth and integrated development trajectory that is necessary to achieve the iKapa elihlumayo vision. These are:

- Broadening economic participation
- Investing in efficient "connectivity infrastructures"
- Planning, building and managing effective public and non-motorised transport
- Creating liveable communities
- Fostering resilient and creative communities
- Ensuring greater spatial integration
- Nurturing a culture of tolerance and mutual respect
- Creating and protecting effective governance institutions

The next challenge is to achieve the idea of a *"learning Province"* and a *"learning Administration",* according to iKapa Elihlumayo. The philosophy of the HRD Strategy is rooted in the belief that, in order to create a home for all, it needs excellent education and training. In line with this philosophy, the Western Cape Provincial Government developed the following eight key development priorities:

- Building human capital with an emphasis on youth
- Building social capital with an emphasis on youth
- Strategic infrastructure investment
- Micro-economic strategy
- Spatial development framework
- Co-ordination and communication
- Improving financial governance
- Provinsialisation of municipal rendered services (A framework for the Development of the Western Cape Province – An improved life for all, iKapa elihlumayo, 2004).

In order to develop the eight key development priorities the Western Cape needs to be a learning Province that places an emphasis on building human capital and must have the following features, that can also be seen as challenges:

Education: Cognisance must be taken of the Department of Education's "Education 2020" project and also the Human Capital Development Strategy for the Western Cape (A focus on youth) (2006). Excellent education and training systems at all levels, with high participation rates are needed.

Partnerships and networking: High levels of collaboration, networking and clustering within and across economic and knowledge sectors, especially around areas of innovation and poverty must be done.

Information: Good quality systems for access, collection, analysis, management and dissemination of information must be at hand.

Working out of the silos: Cognisance must be taken of constant challenging of traditional categories to suit rapidly changing social and economic realities.

Accessibility: Frequently updated, easily accessible, information and counselling services must be provided to enable citizens to maximise their learning opportunities.

Valued lifelong learning: High value must be placed on formal, non-formal, and informal learning throughout life, which is expressed in tangible improvement in the learner's employment and community situations.

Social cohesion: Learning must support high levels of social cohesion (across social class, ethnicity, gender, ability, geography and age) within a society of limited social polarities (Skills Development Strategy for the Western Cape, 2003).

The internal human resource development strategy of the PGWC derived its mandate from the same legal and policy documents as the public service as a whole, to which a provincial context is added. The tools to link national and provincial HRD strategies are the HRD Co-ordinating Council, liaison with national departments (DPSA, SAMDI,

Department of Education and the Department of Labour); representation on the PSETA and other line function SETAs and the National Public Service Trainers' Forum. The internal HRD strategy of the PGWC was drafted accordingly in 2003.

5.4 LEGAL MANDATE

The Western Cape Provincial Administration is part of the broader South African public service and there should be a link between provincial and national HRD agendas. In order to have a coherent and integrated public service, the Western Cape Provincial Administration is committed to co-operate with and advance national HRD strategies. Taken into account the National policy documents, the Provincial context adds the policies as described in Table 5.1:

TABLE 5.1: POLICY DOCUMENTS IN PROVINCIAL CONTEXT

Policy Document	Description
Framework for the Development of the Western Cape Province (An Improved Life for All, iKapa elihlumayo), 2004	When the Premier opened the Provincial Legislature in February 2003, he introduced the concept iKapa elihlumayo – The growing Cape. He identified that "Hope, Delivery and Dignity" will be the defining objective for our government for the next decade.
Provincial Growth and Development Strategy (Draft Green Paper: 2006)	Commitments were made by government in 2004, embracing the vision of a developmental state and agreeing to embed the institutional agenda for directing the future of the Western Cape within the Provincial Growth and Development Strategy (PGDS). The PGDS therefore has a mandate from stakeholders in the Province to define shared growth and integrated development targets and objectives for 2014.
Medium Term Expenditure Budgetary, Policy Statement, 2003 – 2007 (Western Cape Provincial Government)	The Medium Term Expenditure framework forms part of the budget speech and the Framework for the Development of the Western Cape.
Strategic Plan for Provincial Training 2001-2003	To establish a strategy to deal with HRD within the PGWC.
Human Resource Development Strategy for staff development in the Western Cape provincial Administration (Third draft) 2004	The purpose of this strategy is to create a public service that has a social conscientious in addressing the development challenges of the Western Cape

5.5   INTERNAL STRATEGIES FOR HRD IN THE PGWC

In the pre-1994 years there used to be a training component in the various Provincial Administrations of South Africa. There were also various training components within the Western Cape itself, e.g. one in the Cape Provincial Administration, one in the House of Representatives and then also functional training components in the individual provincial departments. The training was therefore fragmented and each component had its own vision and objectives for training.

After 1994, the transversal training in the Western Cape Provincial Administration was consolidated with the establishment of a Training Directorate in 1996. On 21 February 1997, an investigation was undertaken by the then Western Cape Provincial Service Commission, for the establishment of an academy as a centralised training institution for the Provincial Administration of the Western Cape. Consequently, a framework and then a business plan was developed, which was supported at a Management Committee Meeting on 24 June 1997. In July 1997, the Provincial Cabinet approved the establishment of the Cape Administrative Academy and that the name of the Training Directorate is changed to the Cape Administrative Academy. The Cape Administrative Academy was a directorate within the Department of General Administrative Services, which was later renamed to the Department of Corporate Services, then the Provincial Administration: Western Cape and then the Department of the Premier in the PGWC (Annual Report, Chief Directorate Provincial Training: 2004/2005:3).

5.5.1 Purpose of the Cape Administrative Academy

The purpose of the establishment of the Cape Administrative Academy was to:

- Develop and present/facilitate transversal training interventions to all staff of the PGWC
- Present/facilitate transversal training interventions to all public servants of regional offices of national departments in the Western Cape
- Presentation of functional and other training interventions, using functionaries from provincial departments on a part time basis
- Presentation/facilitation of outsourced training interventions

- Hosting of provincial, national and even international conferences, symposia, seminars and other training interventions
- Hosting meetings, planning sessions, team building sessions for provincial departments
- Possible establishment of an assessment centre for staff of the PGWC
- Provision of fairly cheap overnight accommodation for official visitors of the PGWC (Annual Report, Chief Directorate Provincial Training: 2004/2005:8).

During the late 1990s the PGWC saw a shift from training to human resource development. This shift was facilitated by the promulgation of the South African Qualifications Authority Act (1995), the Skills Development Act (1998), and the Skills Development Levies Act (1999). These pieces of legislation laid the political and legal foundation for human resource development and skills development nationally. In order to operationalise this new legal foundation, a management foundation was developed through the NHRDS, National Skills Development Strategy (2001), as well as the HRD Strategy for the Public Service (2002).

In 2000, the status of training was enhanced with the establishment of a Chief Directorate Provincial Training. The focus moved from training to strategic human resource development. The Cape Administrative Academy formed part of the newly created Chief Directorate: Provincial Training, which served to broaden the scope of Human Resource Development in the Provincial Government: Western Cape and made provision for capacity to execute the statutory responsibilities of the Premier with regard to HRD in the Province.

Of particular importance were the functions of strategic direction and leadership, as well as the coordination of training initiatives and resources in the Province. The mission of the Cape Administrative Academy was to promote the optimal development of the human resource potential within the Provincial Government: Western Cape and, where practical, other relevant role players by providing a needs-based human resource development service that would add value to job performance, enhance career development and promote service excellence in the best interest of the broader community within the Western Cape. In 2003, the facilitation of training was complemented with an extensive consultative process to

develop a policy on a "Human Resource Development Strategy for Staff Development in the Western Cape Provincial Administration." The National strategies were taken as strategic direction for provincial government. The 3rd draft, discussion document on the strategy was presented as a discussion document at the HRD Summit of the HRD Forum which was held at Goudini from 3 – 5 March 2004 and was circulated to all the departments for further inputs before finalisation in June 2004. This internal HRD Strategy for staff development provided a transversal foundation for staff and skills development. The purpose of this transversal foundation was to improve communication and co-ordination between the various stakeholders involved in human resource and skills development, and was implemented in 2004.

The strategic objectives of the Chief Directorate: Human Resource Development adopted at the Strategic Planning session held in February 2004, were the following:

- Continuously provide accredited, benchmarked training interventions based on best practices
- Develop and sustain significant national and international partnerships for practical and concrete enhancement of training and development by CAA, in line with core business
- Promoting professionalism
- Conducting proactive needs based research and development
- Integration and promotion of human resource development functions
- Develop, maintain and implement provincial human resource development strategy in cooperation with all relevant stakeholders
- Implement and maintain provincial training strategy
- Focus on the current changing needs of clients
- Developing SAQA-aligned curricula, based on organisational needs and impact assessment
- Alignment of course material to unit standards as per NQF/SAQA requirements
- Develop regional training centres
- Coordinate and empower the process of functional training
- Present needs based training interventions
- Provide strategic leadership to the provincial departments in respect of human resource development

- Assist with local government training
- Promote utilisation of local expertise
- Development of staff
- Provide ongoing integrated skills planning initiatives together with monitoring and evaluation services (Annual Report, Chief Directorate Provincial Training: 2004/2005:12).

This HRD strategy for staff development in the Provincial Government Western Cape drew heavily on the first of the eight Provincial Government strategic priorities, namely building human capital. The goals for HRD in the PGWC were:

- Creating foundations for learning
- Building human capital
- Improving service delivery
- Linking national and provincial strategies

(Human resource development strategy for staff development in the Western Cape Provincial Administration, 2004:11).

Each of these goals is linked to specific strategic objectives as described in Table 5.2. and is in line with the NHRDS (2001) as well as the HRD Strategy for the Public Service, 2003.

TABLE 5.2: GOALS AND STRATEGIC OBJECTIVES OF THE HRD STRATEGY IN PGWC

Goals	Strategic Objectives
1. Creating foundations for learning	Strategic Objective 1: Building the foundation of learning Strategic Objective 2: Creating new ethos in the workplace Strategic Objective 3: Progressive learning model Strategic Objective 4: Strengthening FET college capacity Strategic Objective 5: An integrated HRD Information System
2. Building human capital	Strategic Objective 6: Supporting iKapa Elihlumayo Strategic Objective 7: 21st Century Knowledge Economy Strategic Objective 8: Professional development of SMS members Strategic Objective 9: Responding to scarce skills Strategic Objective 10: Professional HRD practitioners Strategic Objective 11: Providing for job coaching Strategic Objective 12: Sectoral skills interventions

Goals	Strategic Objectives
3. Improving service delivery	Strategic Objective 13: Improving quality of teaching in the Province Strategic Objective 14: Improving quality of school leadership Strategic Objective 15: Creating partnerships
	Strategic Objective 16: Creating Training Centres of Excellence Strategic Objective 17: Developing a Quality Management System (QMS) Strategic Objective 18: Improving the procurement of HRD services Strategic Objective 19: Organisational development for service delivery
4. Linking national and provincial strategies	Strategic Objective 20: Implementing National HRD Strategy Strategic Objective 21: Linking the strategic objectives Strategic Objective 22: Contributing to NEPAD Strategic Objective 23: International benchmarking for foreigners Strategic Objective 24: Facilitating transformation and equity Strategic Objective 25: Mainstreaming HRD for persons with disabilities Strategic Objective 26: Offering learnerships Strategic Objective 27: Investing in staff development Strategic Objective 28: Offering Employee Assistance Programmes Strategic Objective 29: Succession plan/career planning Strategic Objective 30: Improving financial government

The Framework for the Development of the Western Cape Province made provision for the creation of a transversal foundation, a safety net, economic anchors, and the creation of an enabling environment. The Chief Directorate: Human Resource Development and the Cape Administrative Academy were instrumental in realising these goals and objectives. Courses were presented to equip public servants for better service delivery and success indicators of goals and objectives were set.

Implementation would be done through the Director General and Provincial Top Management. The average number of courses conducted annually by the Cape Administrative Academy is listed in table 5.3.

TABLE 5.3: AVERAGE NUMBER OF COURSES PRESENTED BY THE CAA

Description of Course	Courses	Attendees
Basic Supervision	19	315
Client Care	14	218
Contract Administration	1	20
Diversity Management	11	182
Effective Communication	11	166
Events Management	2	40

Description of Course	Courses	Attendees
Group Dynamics	9	127
Human Resource Management	17	287
Interpersonal Skills	18	237
Introduction to Project Management	14	244
Life Skills	16	223
Meeting Skills	13	132
Mentorship Programme	2	30
Policy Making in Government	1	25
Practical Management Workshop	1	20
Presentation Skills	19	205
Problem Solving & Decision Making	17	234
Project Management	6	104
Re-orientation to the Public Service	173	2 739
Research Workshop	1	20
SMS Orientation	1	14
Stress Management	14	169
Supervision	11	163
Think Tools for Strategic Planning: Basic	1	15
Understanding iKapa elihlumayo	134	2 169
Women in Management	2	60
Written Communication	8	100

Some of these courses are outsourced but funded by the CAA. Although all these courses contribute to skills for service delivery, the client care course and the course "Understanding iKapa Elihlumayo" stress the iKapa Elihlumayo strategies as well as the Batho Pele principles. Batho Pele, a Sotho translation for 'People First', is an initiative to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement.

It is a simple and transparent mechanism, which allows citizens to hold public servants accountable for the level of services they deliver. Batho Pele is not an "add-on" activity. It is a way of delivering services by putting citizens at the centre of public service planning and operations (DPSA, 1997).

The supervision courses, for example, enabled first-line supervisors to understand their roles and responsibilities so that they could work effectively and efficiently with their teams to achieve maximum productivity in the work place. The course in human resource management enabled course participants to understand their changing

work environment through a new human resource management framework to ensure operating effectiveness and competency management. The purpose of the diversity management course was to imprint upon officials in managerial and supervisory positions their constitutional and statutory responsibilities towards the creation and promotion of a public service which values and uses the differences that people bring to it in order to enhance service delivery, competitiveness and productivity. An "Induction and Re-orientation" course was developed in 2005 to provide new and current staff with the information they need to perform their jobs in a changing and transforming context. The purpose of this course was the relinquishing of old attitudes, values and behaviours in order to learn the basic transformed goals of the organisation, and the preferred means by which these should be attained. In this context, the induction programme facilitated the entry, orientation and development of the individual by allowing them to perform independently within the system (CAA: Prospectus, 2005).

As human resource development is an internal staff capacity strategy, it consisted of several building blocks and could be described as part of a conceptual framework with four building blocks (Model 4) namely foundation building, HRD for personal empowerment, HRD for service delivery and a link to national HRD strategies. An explanation of these building blocks follows.

MODEL 4: HRD BUILDING BLOCKS OF HRD AS INTERNAL STAFF CAPACITY.
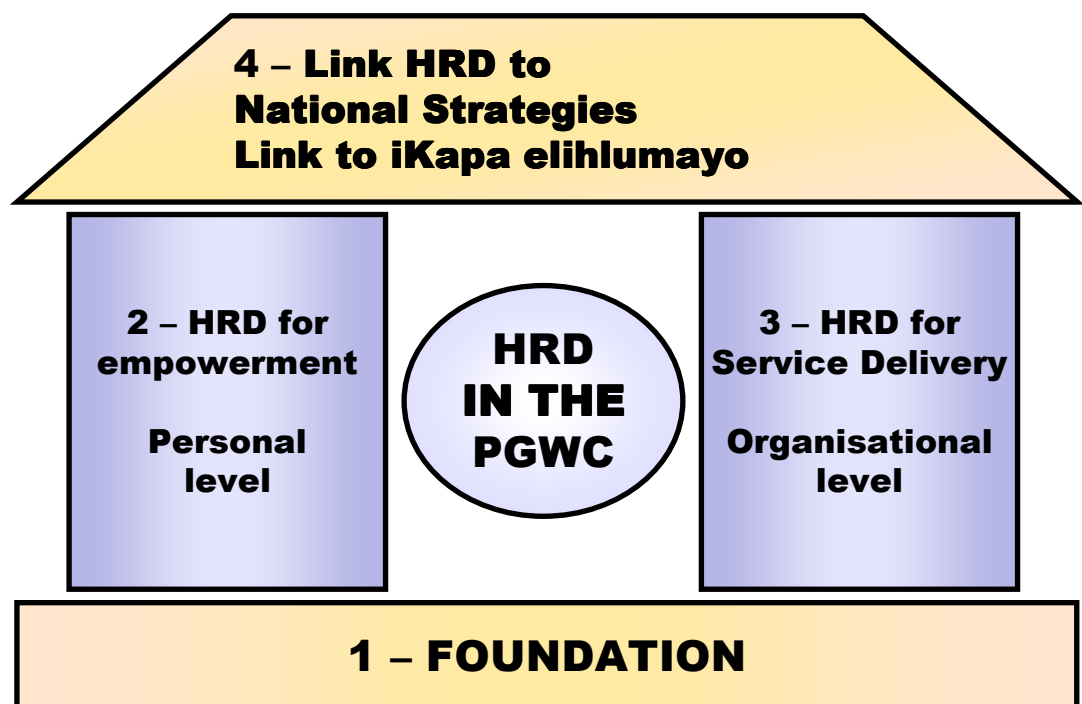
Foundation Building: This implies that the HRD strategy starts with The Constitution (1996). Particular reference is made to Section 195 (i)(h):

"Good human resource management and career development practices, to maximise human potential, must be cultivated."

This call from The Constitution (1996) is for the Provincial Government Western Cape to be development orientated. This developmental orientation is supported by a high standard of professional ethics. Thus, human resource development focuses on sound human resource practices, which are developmental in nature and which create a pool of public employees with high moral and ethic values.

HRD for Personal Empowerment: This building block implies that the Administration will invest in personal empowerment programmes, short courses and skills programmes. Each individual staff member must be given the opportunity for personal empowerment. The individual staff development plans are the tools for personal empowerment.

HRD for Service Delivery: Public institutions render a service to the public in general, which must be cost effective and of the highest standard. For this to happen, employees must have the necessary skills, knowledge, and competencies. HRD for service delivery represents an investment in staff development in order to improve service delivery in the spirit of Batho Pele (People First). HRD tools for service delivery are functional training, learnerships, in-service training (on the job training), benchmarking, coaching, and mentoring.

Link with National HRD Strategies: The Provincial Government Western Cape is part of the broader South African public service and there is a link between provincial and national HRD agendas. In order to have a coherent and integrated public service, the PGWC is committed to co-operate with and advance national HRD strategies. The tools to link national and provincial HRD strategies are the HRD Co-ordinating Council, liaison with national departments (DPSA, SAMDI, Department of Education and the Department of Labour), representation on the PSETA and other line function SETAs and the National Public Service Trainers' Forum. Institutionally,

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the Governance and Administration Cluster Committees have the responsibility to oversee the integration between national and provincial strategies, policies, programmes and projects (Human resource development strategy for staff development in the Western Cape Provincial Administration, 2004:17).

5.5.2 Implementation of the internal HRD strategy

The implementation of HRD according to the relevant policies was done in a strategic manner. The Provincial HRD co-ordination is located in the Department of the Premier and executed via the Director General through the Chief Directorate: Provincial Training (Transversal Mandate) since April 2001 until March 2006. This component then became the Chief Directorate: Human Capital Development on 1 April 2006. The Chief Directorate manages, amongst others, the Cape Administrative Academy, and sees to a variety of other special training needs.

There is a clear separation of roles and responsibilities between the various provincial administration departments. The purpose of the Provincial HRD Conceptual Model is to distinguish between the different typologies of internal HRD interventions in the Provincial Government Western Cape.

It outlines the HRD structures in the Province and, in unambiguous terms, communicates the role of the various HRD units in departments.

MODEL 5: HRD CONCEPTUAL MODEL

Key: CAA = Cape Administrative Academy,
FT   = Functional Training,
SNT = Special Needs Training

The HRD conceptual model can be explained as follows:

Cape Administrative Academy (CAA): This institution is the provincial public service college and offers training and development services to all provincial administration departments. At the CAA the full training cycle of needs analysis, research and development, training interventions, and post course evaluation is done.

Functional Training (FT): Functional training is the mandate and responsibility of all departments as it relates to the core functions of the various provincial administration departments. Various functional training institutions exist in departments and each institution is regarded as a provincial asset. Functional training, of a transversal nature, is also provided by lead departments in the specific area of expertise.

Special Needs Training (SNT): Special needs training are those interventions defined by specific circumstances. It is of a short term nature and is delivered on a project-by-project basis. These are needs defined by either a department or by the Province and which have a specific focus and locus for an intervention.

In the PGWC corporate governance issues are high on the agenda. The staff development strategy therefore goes further to set a HRD governance framework (Human resource development strategy for staff development in the Western Cape Provincial Administration, 2004).

5.5.3 Internal HRD governance framework

For the purpose of this document, governance refers to structures, systems, procedures, and processes for public decision-making, accountability, responsibility, and the value and ethical framework of an institution. Model 6 sets out the parts of the HRD governance framework. The framework consists of a strategic direction, structure and relationships, implementation, and performance monitoring. (HRD strategy for staff development in the Western Cape Provincial Administration, 2004:19).

MODEL 6: HRD GOVERNANCE FRAMEWORK
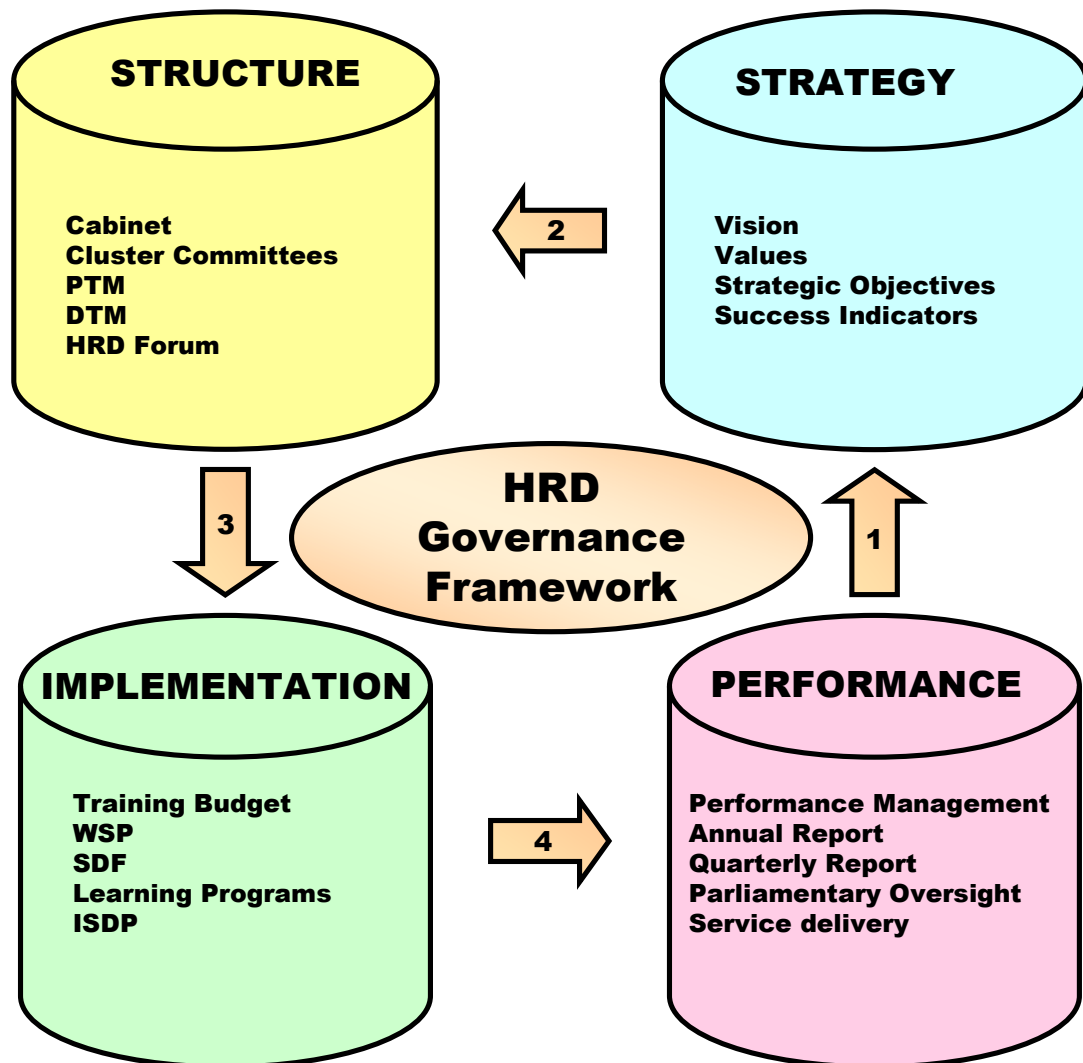
HRD governance framework can be explained as follows:

The Strategy provides the strategic direction for HRD in the PGWC as it relates to staff development. The tools are Vision, Values, Strategic Objectives, and Success indicators.

The Structure provides the institutional framework for governing the HRD outcomes and outputs. The tools to ensure this are cabinet, cluster committees, provincial top management, departmental top management, and the HRD forum.

The Implementation element of the framework provides for the following tools in HRD delivery: Training budget, Workplace Skills Plan (WSP), Skills development Forum (SDF), Learning Programmes, and Individual Staff Development Plans (ISDP).

The Performance element of the Governance Framework makes provision for monitoring the performance of an investment in staff development. It uses the following tools: Performance Management System, annual and quarterly reports, parliamentary oversight, and service delivery improvement plans.

Overall Monitoring: The Director-General of the PGWC, through the Chief Directorate: Provincial Training, and since April 2006 the Chief Directorate: Human Capital Development is responsible for the overall monitoring of the implementation of the HRD strategy, monitoring and annual reviewing of the implementation strategy, and submission of reports to the PTM, the G & A Cluster Committees and Cabinet (Human resource development strategy for staff development in the Western Cape Provincial Administration, 2004).

Although successful in many ways, these learning programmes failed to directly link to and support current provincial strategies. They were also not always aligned to national initiatives. Therefore new learning programmes needed to be developed, aligned with unit standards and these need to be accredited.

5.5.4 Review of the internal HRD strategy

The internal HRD strategy was reviewed in 2006 through a consultative process involving all key stakeholders. According to the Social and Human Capital Strategy (2005) of the PGWC the internal HRD strategy set out a comprehensive menu of training interventions to ensure that staff is offered opportunities in line with the national HRD framework and various pieces of legislation. However, the framework goes for breadth instead of depth. The social and human capital lens suggests that aspects of the framework need to be lifted out and prioritised for intervention, without losing sight of the overall HRD framework.

As from April 2006 the new Chief Directorate: HCD managed the CAA, and started efforts to transform Human Resource Development in the PGWC. Human capital relates to ideas regarding the value, worth or importance of human resources. According to the Internal Social and Human Capital Strategy the term "human capital" signifies that the Western Cape Provincial Government attaches great value to their employees. The PGWC views its workforce as worthy of significant investment and is confident that such investment will reap positive returns. More significantly, this strategy is built on the acknowledgement that significant, clearly focused and intensive human capital development is critical to the province's ability to deliver on its mandate (Internal Social and Human Capital Strategy, 2005:18).

In a developmental state, people are not just a cost or an input. Modern workers are knowledge workers – they are not just hands, but brains that can and must engage in problem solving, take initiative and apply their minds (and hearts) to what they do. Furthermore, empowered public servants are considered to be a cornerstone of the modern African public service. When HCD are repositioned within the Department of the Premier, training will become demands driven.

The main focus of this dissertation is to provisionally measure the extent of the implementation of the NHRDS in the Provincial Government Western Cape (PGWC). Ultimately such a strategy should have an internal as well as an external wing. The internal dimension, as described above, targets the development of public servants in the Provincial government. The Department of Education is mainly responsible for Human Capital Development, with the focus on youth, which has an external focus.

The Department of Education plays a pivotal role in the development of the human capital of the Western Cape and developed a strategy that focuses on the youth in the province. The Human Capital Strategy: A focus on youth (2006) forms the basis of all work that the WCED has to execute. More importantly however, is the acknowledgement and commitment of the Department of Education to position and orientate itself such that it can give maximum effect to the realisation of the provincial vision of a "Home for All" and the iKapa Elihlumayo Strategy. It recognizes that its strategy, programme, and activities stretches well beyond political terms of office; that it must achieve some key, short term gains that will promote its long-

term programme. More importantly, this strategy is embedded into the consciousness of the people of the Province, so that this, and subsequent governments may be measured against its delivery to its people (HCDS, 2006:5).

5.6   HUMAN CAPITAL DEVELOPMENT STRATEGY - A FOCUS ON YOUTH

In the period 1995 to 2004 the South African government has placed increasing emphasis on the need to develop the country's human resources. This emphasis is seen in the significant financial resources allocated to education and training. It is also reflected in legislative and strategic developments at national and provincial government level. In order to have a coherent and integrated public service, the Western Cape Provincial Administration is committed to co-operate with and advance national education policies. Recent education policies are reflected in Table 5.4.

TABLE 5.4: NATIONAL POLICY DOCUMENTS: EDUCATION

Policy document	Description
South African Schools Act, 1996 (Act 84 of 1996)	To provide for a uniform system for the organisation, governance and funding of schools; to amend and repeal certain laws relating to schools; and to provide for matters connected therewith.
National Education Policy Act, 1996 (Act 27 of 1996)	To provide for the determination of national policy for education; to amend the National Policy for General Education Affairs Act (1984) so as to substitute certain definitions; to provide afresh for the determination of policy on salaries and conditions of employment of educators; and to provide for matters connected therewith.
Adult Basic Education and Training Act 2000, (Act 52 of 2000)	To regulate adult basic education and training; to provide for the establishment, governance and funding of public adult learning centres; to provide for the registration of private adult learning centres; to provide for quality assurance and quality promotion in adult basic education and training; to provide for transitional arrangements; and to provide for matters connected therewith.
White Paper 5 on Early Childhood Education: "Meeting the challenge of early childhood development in South Africa", 2001	Recognising the vital importance of investment in early childhood development before the age of three years and the continuity of early childhood development until age nine, the policy priority of this White Paper is the implementation of the pre-school reception Year (grade R) for five year olds.
General and Further Education and Training Quality Assurance Act, 2001 (Act 58 of 2001)	To provide for the establishment, composition and function of the General and Further Education and Training Quality Assurance Council; to provide for quality assurance in general and further education and training; to provide for control over norms and standards of curriculum and assessment; to provide for the issue of

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Policy document	Description
	certificates at thee exit points; to provide for the conduct of assessment; to repeal the South African Certification Council Act (1986) and to provide for matters connected therewith.
Higher Education Amendment Act, 2003 (Act. 38 of 2003)	To amend the Higher Education Act (1997), so as to provide for the regular reporting by the Council on Higher Education on the state of higher education; to provide for consequential changes arising out of the incorporation of public higher education institutions in relation to labour and student matters; to provide for the establishment of a National Institute for Higher Education in Mpumalanga and a National Institute for Higher Education in the Northern Cape to coordinate the regional provision of higher education; and to provide for matters connected therewith.
Education Laws Amendment Act (2005) to amend the South African Schools act, 1996, (Act 24 of 2005)	To add new definitions; to clarify the manner in which disciplinary proceedings must be conducted; to provide for a process to establish norms and standards for school funding; to clarify the charging and payment of school fees; to provide for the right of a learner to participate in all aspects of the programme of a public school; to provide for the alienation of the assets of a public school; to amend the Employment of Educators Act, 1998, so as to provide for the refinement of the process of the appointment of educators; to provide for the repeal of laws; and to provide for matters connected therewith
Further Education and Training Colleges Act 2006, (Act. 16 of 2006)	To provide for the regulation of further education and training; to provide for the establishment, governance and funding of public further education and training colleges; to provide for the employment of staff at public further education and training colleges; to provide for the registration of private further education and training colleges; to provide for the promotion of quality in further education and training; to provide for transitional arrangements and the repeal or amendment of laws; and to provide for matters connected therewith.

The Western Cape has taken steps towards addressing the human resource development problem. First, Preparing the Western Cape for the Knowledge Economy (White Paper, 2001:17) established four key pillars for economic and social development in the Western Cape. One of these is "*a Learning Cape*". The White Paper's central argument is that economic development and learning are inextricably linked and that *"a Learning Cape"* can and should provide the context for economic development. Then, in 2003, the Western Cape government announced its iKapa Elihlumayo strategy *"to mobilise the resources of government in the fight against poverty, improve the living conditions of our people and (to) fight for the expansion*

of the economy." (Budget Speech, 2003, Minister Rasool). IKapa Elihlumayo emphasizes the importance of human and social capital for economic growth. In September 2003 the Western Cape government appointed a task team to develop *A Framework for a Provincial Human Resource and Skills Development Strategy*. The Task Team under the chairmanship of Franklin Sonn produced its report for government's consideration in November 2003. The main recommendations of this Framework report were taken to the Provincial Growth and Development Summit held in November 2003, and attended by representatives of the four social partners (government, business, labour and civil society). The resolutions taken at the summit are encapsulated in the Framework for Growth and Development in the Western Cape. The Framework for Growth and Development declares that an "*integrated and co-ordinated Human Resource Development Strategy (HRDS) should be directed towards poverty alleviation and transformation which should form the basis for sustainable growth and development*".

In 2004 the provincial government tasked the WCED with developing a Human Resource Development Strategy for the province. The WCED has produced this strategy in 2006, asserting that education and skills development are central to growth, prosperity and a better life for all South Africans. The strategy also tries to encapsulate the views of both the State President of South Africa and the Premier of the Western Cape on the concept of the "*developmental state*" and its application to the Western Cape. The concept of "*holistic governance*" as outlined in the November 2004 provincial *lekgotla* has also played an important part in shaping, in particular, thinking about aligning various plans, strategies and budgets within the department and with sister departments in the province. The Human Capital Development Strategy reflects and promotes the provincial vision of a "*Home for All*". While the development objectives seeks to address primarily the needs of the disadvantaged black youth, it acknowledges the need for the province to ensure that opportunities are not denied to skilled formerly advantaged people. The only two documents reflecting the WCED's key strategic operations since 2006 are the Human Capital Development Strategy and the Strategic Plan (the latter will be produced to comply with Treasury prescriptions). It needs to be noted further that the concept of Social Capital will overlay the Human Capital Strategy. The argument is that "Social Capital"

forms the bedrock of all that happens in education, and can therefore not be considered apart from the broad Human Capital Strategy (HCDS, 2006:3).

The Human Capital Development Strategy for the Western Cape: A focus on youth is the product of more than two years of development, including some intensive consultations with the key interest groups in education in the Western Cape. It comes as a result of the need expressed by national government for the development of a human resource development strategy, and has therefore been influenced very much by that national strategy, the NHRDS, as drafted by the National Departments of Education and Labour. More particularly, this strategy flows from a direct mandate from the current provincial government to the WCED to develop a human capital development strategy for the Western Cape, with particular emphasis on the youth of the province (HCDS, 2006:2).

5.7   FOCUS OF THE HUMAN CAPITAL DEVELOPMENT STRATEGY

The youth are the focus of this strategy for several reasons: they are in the education pipeline at various levels and can be provided with intensive education and training opportunities that will enhance their life and career choices; they are on the threshold of accessing either the labour market or the economy (as entrepreneurs), and as such must be presented with real opportunities for access into the labour market or the economy, failing which they could become a burden on the state and could contribute to generating instability. The context is that it is observed that South Africa's youth (20 – 24 year-old category) are a lot more optimistic about the future of the country and believe that the country has the necessary determination to succeed. Many also express the view that the country is "alive with possibility" and appear to be committing themselves to the country's growth and development. This could mean that the youth are finding access to the labour market and the economy a lot easier than was the case in 2005, or that they understand that it will be easier in the near future. This is an important development and is information that should be utilised extensively in targeting the in-school youth, who will very likely pick up on the attitudes of this group of South African youth.

According to this strategy the concept of *"capital"* conjures up images of social reproduction and control within the capitalist economic ideology. It has become clear, however, that this concept itself is open to appropriation by different ideological sectors. (Having scoured various documents, both academic and political, on Human Capital it became clear that Human Capital is that set of individual and collective capacity (education, knowledge, skills, experience, health, motivation, entrepreneurship) that enables people to participate in and contribute to the overall development of their society). This capacity is enabling people to make informed career and life choices. Human Capital, therefore, is about creating a competitive edge among people, the ability to create value. (This strategy does not promote academic or ideological discourse on the concept itself) (HCDS, 2006:3).

Through this strategy the education system is responding to the development needs of the province by providing a strong general education with a vocational and/or higher education elective at the end of Grade 9 or post-FET.

While career guidance courses will provide learners with, and promote an active consideration of post-education career direction, it is not the primary objective of the strategy to prepare learners for the world of work. Preparation for the world of work will happen during study at FET Colleges post-Grade 9. The strategy proceeds from the assumption that the trajectory of economic development in the country is such that the economy will grow, but that the poor will not necessarily have access to that growth, that it is imperative for the state to step in to direct that trajectory such that the poor can have a substantive share in the wealth that is to be created through that economic growth.

As such, the strategy embraces the concept of capital as referring to that existing capacity, and potential capacity, which is to be found among individuals and whole communities, which can arm them in negotiating access to an economy that can provide a better life for all. It sees capital as an element that is to be interacted with and directed, not only for its accumulative properties, but for the wider benefits that can accrue from its strategic distribution among the poor.

5.7.1 Key goals of the HCDS

The key goals of the strategy include the following: A set of programme-based strategies to be delivered through expanded Early Childhood Development (ECD) programmes; transformed Adult Basic Education and Training programmes; a focus on General Education and Training (GET) that will emphasise communication, mathematics, science and technology; a Further Education and Training (FET) programme that will enable further academic study and qualifications through excellence in high school, and a vocational option through the FET college sector that can also lead to further qualification in the higher education sector and a higher education sector that must determine how it will support the human capital development strategy in the Western Cape.

This programme-based strategy works towards the acquisition of the relevant knowledge, values, skills and attitudes; a focus on literacy and numeracy; access to information through an expanded ICT programme; career guidance; learner tracking and highly effective schools.

The strategy states that the emphasis of the education system must be to provide the youth with the capacity to manage their lives successfully, including an orientation to entrepreneurship – in the long-term, learners must be able to adapt to changing career and economic conditions and not get stuck in specific career paths that may see them marginalised due to a lack of broader life skills (HCDS, 2006:5).

5.7.2 Basis of the HCDS

While it is clear that the development of the Human Capital Strategy derives from the development imperative in the province (and nationally), the strategy is driven by educational interests and dominates plans and resourcing decisions. Therefore, this means that the basis of this strategy lies in providing strong general education, where the focus are on communication (literacy), mathematics and science (numeracy), and career guidance. The best way in which to grow the intellectual and human capital in the province is through the provision of a high quality education in the different sectors, focusing on intellectual and academic skills development, as well as opportunity for vocational education and training.

This general education will enable pupils to make informed choices about their lives and future careers, including further and higher education, as well as the opportunity to exit the school system to pursue further qualification through the FET Colleges. Their education must provide them with the knowledge, values and skills, qualifications, and opportunities to access the labour market or the economy or to pursue their interests in higher education via alternative routes. Learners must become highly knowledgeable, critical, flexible and capable citizens who will contribute to the growth of the province in all aspects (HCDS, 2006:7).

5.7.3 Context and enablers of the HCDS

The context in which the HCDS (2006) will be operating in should be clear for the strategy to succeed.

A substantial, though not exhaustive environmental analysis summarise it as including:

- A context of growing unemployment and poverty
- Growing inequality
- A poor skills base, leading to decreased uptake of available employment
- A "jobless" and "mutating job" future where not all school graduates can expect to be employed either in the private or public sector, and where those who are employed will have to constantly upgrade their skills and knowledge if they wish to retain their employment, or to acquire entrepreneurial skills in order to re-invent themselves.

The enablers for a successful human capital strategy include, among others:

- A well-developed education system that is seen as the primary source of future growth and development; that prepares the youth for participation in a democratic society; that facilitates the creation and development of high levels of social consciousness (values, morals and attitudes), knowledge and skills
- An emphasis on further, higher education and vocational education and training
- An accurate economic development information system
- Equitable opportunities (race and gender)
- A decent level of health

- A crime-free, or controlled crime environment

This list of enablers provides some indication of the contributions that sister departments in the province can focus on to strengthen the success chances of the strategy (HCDS, 2006:7).

5.7.4 Delivery patterns and structures of the HCDS

The main: delivery patterns and structures as part of this strategy are:
- The provision of high quality grade R to all five-year old learners in the province by 2010
- The compulsory provision of general education and training to all learners aged 6 to 15 in the province.
- The progressive provision of Further Education and Training to increasing numbers of learners in the 16 – 20 year category
- The provision of Adult Basic Education and Training to increasing numbers of learners

The above policies are currently being delivered in 1470 public ordinary schools, 76 schools for learners with special needs; and 446 subsidised Grade R sites; six colleges with 35 satellite campuses and 112 Community Learning Centres. Management, financial, and curriculum support is provided to all the above education sites by seven district offices (Education Management and Development Centres), which are situated in Mitchell's Plain, Kuilsriver, Mowbray, Parow, George, Paarl and Worcester. The policy development and planning functions as well as the communication, personnel and financial functions are located at the head office of the WCED in Cape Town.

The strategy includes a priority analysis of what needs to be done first, when it must be done, who must do it, how it will be resourced, and how often it must be measured. The system is currently delivering well and, has the potential to deliver a lot more efficiently. If driven properly it can deliver on the set targets. That will only happen if the system is stabilised and if a sense of predictability are built into it to

ensure that everyone knows what to do, when to do it and that they are provided with the resources and the support to do it (HCDS, 2006:3).

5.7.5 Roles of the WCED

The WCED has three key roles to play in the Human Capital Strategy. Firstly, the WCED is responsible for developing, consulting on, tracking and reporting progress on the Human Capital Development Strategy. Secondly, the WCED has a significant role to play as a provider of education and training opportunities. Thirdly, the WCED employs over 30 000 staff. Therefore the WCED has a role as employer of persons who are directly or indirectly responsible for human resource development at schools, FET colleges, WCED sites and adult community centres. As provider of education, the WCED is responsible for ensuring the foundation of most human resource development through the General Education of all learners of compulsory school-going age. Through this strategy the WCED actively seeks to address the inequities of the past through its funding of the General Education and Training (GET) band and its special interventions. The WCED will also provide education and training programmes for citizens beyond compulsory school-going age who have had no or little schooling. The focus of this community-based learning will be on the youth, women and those in rural areas.

The WCED will also provide Further Education and Training opportunities progressively as funds become available. In this band the emphasis will be on expanding specialised learning opportunities so that young people may participate in higher education or the labour market with dignity and pride. Finally, the WCED will provide all parents of young children (0 –12) and those working with parents of young children with a simple checklist of how to provide an enriched home environment that promotes cognitive development (HCDS, 2006:26).

The crafting of this strategy has been influenced primarily by the provincial vision of a "Home for All" and the Western Cape economic development strategy, iKapa Elihlumayo. In this regard, the concepts of *"the developmental state"* and *"holistic governance"* play a particularly important role in the complexion of the strategy: the state takes responsibility for determining the development agenda and trajectory of

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the province and must create the enabling framework for that development potential to be realised; government departments are required to respond in an integrated fashion wherever possible as a means of maximising state resources and deploying it for maximum returns.

Firmly embedded within the principle of lifelong learning, and operating within the framework of the *"learning Cape"* concept, the strategy promotes the development of early childhood education through adult basic education and training – the focus, however, is not only on individual growth and development, but assumes the same learning principles for the organisations of government, the twelve provincial government departments (HCDS, 2006:29).

5.7.6 Responding to key challenges

The strategy responds to the challenges of high levels of unemployment among the (black) youth in particular, the perceived lack of skills to take up existing employment and entrepreneurial opportunities, and the actual lack of opportunities to absorb the growing maturing youth population. It focuses on improving the conditions of education, i.e. ensuring that schools receive the necessary, affordable, infrastructure, equipment, and more importantly, strong school management.

In this regard, the Provincial Spatial Development Framework (PSDF), the Strategic Infrastructure Programme (SIP), and the Internal Human and Social Capital Strategy inform specific operational strategies; i.e. working to improve the educational environment by tackling issues of crime and social pathology in concert with the Department of Community Safety in particular and broadly through the Social Capital Formation Strategy. The core of the strategy is one that focuses on improving the quality of education, by focusing on relevant curriculum packages, classroom management and activities and teacher competence and development.

Using the research-based future growth projections of the Microeconomic Development Strategy (MEDS, 2005), the education system will provide opportunities for skills and qualifications in vocational education through our Further Education and Training (FET) College sector.

Overlaying all of these will be the Provincial Growth and Development Strategy (PGDS). This strategy therefore, is focused on building the human capital of the province from the ground up, and sees this as a long-term goal. However, it recognises the need to deploy relevant human capital for short- and medium-term benefit. Based on research information contained primarily in the MEDS (2005), this strategy is also focused on intervention in the FET sector in particular, to deliver on short- to medium term human capital requirements.

In essence, therefore, the strategy is intended to organise and direct the education system in the province to enable the youth to take advantage of the various employment and entrepreneurial opportunities that the provincial government will mobilise through a combination of different strategies. These include the MEDS (2005) that provides the platform for economic sector development and which will influence not only important information for career guidance and career choice, but also more importantly, the focus for courses and curricula that are to be provided by our FET sector (colleges and schools).

5.7.7 Roles of provincial departments

The strategy outlines the roles that the various government departments can and should play in achieving the goals of this strategy. These include each department identifying its future human resource requirements for delivery of its legislative mandate and on its core function and identifying those objectives that, through its contribution, each department can make the education environment more conducive to educational excellence. A key example of this is the decision by the Department of Transport and Public Works to make available over 200 bursaries for disadvantaged youth to take up studies in the construction industry, primarily at higher education level. As with all human capital development strategies, the key lies in ensuring that the education system is positioned to deliver knowledgeable, skilled, critical and flexible young people who can take advantage of future opportunities, but who will also be able to adapt to, manage, and transcend future challenges. To achieve this, it is imperative that schools provide a strong general education that will focus on communication, mathematics, science and technology, and a strong life skills component that will include career guidance counselling. There is an overwhelming

argument that the education system should focus on the development of narrow skills for the economy – the more rational approach is that the education system must clarify what is meant by "skills", and must in the final analysis, ensure that the education system produces critical and flexible young people within the current transformative curriculum.

The goals of the strategy cannot be achieved in the short term and that success will only be achieved when, through a deliberate confluence of educational programmes and economic opportunity, more of the youth are able to participate in and contribute to the province's long-term socio-economic development. This relates to the development of strategic operational and/or management plans that will provide the platform for the effective implementation of the various sub-strategies as outlined above (HCDS, 2006:28).

5.7.8 Co-ordination, monitoring and reporting on the HCDS

Two structures were established through this strategy to ensure careful co-ordination, monitoring and reporting on the HCDS (2006). The first is an Advisory Committee consisting of representatives of the Provincial Development Council and the following government departments: Office of the Premier, Education, Health, Social Welfare and Poverty Alleviation, Economic Development and Tourism and Treasury.

This Advisory Committee will ensure the co-ordination of provincial initiatives that inform impact on and support the HCDS (2006). This includes the social services delivered by the government departments and the social partners as well as the following provincial lead strategies: the Micro Economic Strategy (MES); the Provincial Spatial Development Framework (PSDF); the Social Capital Strategy and the Provincial Economic Review and Outlook (PERO). The Advisory Committee will ensure that the HRD Strategy co-ordinates all provincial initiatives aimed at human resource development and that relevant data is collected and reported in a way that speaks to the goals of iKapa Elihlumayo. The Advisory Committee will advise on the setting up of the monitoring and reporting structures and mechanisms to ensure that these take account of all government-driven strategies and initiatives and that the relevant sources of data are accessed and used efficiently. The second structure is

the Human Capital Project Team, which was appointed by 1 April 2006 to monitor and report on progress on the Human Capital Strategy. They will broadly be responsible for the following sectors:

- ECD and Grade R
- GET and FET in schools
- FET in colleges / Workplace Skills Development / Higher Education
- Adult Basic Education

The ground is prepared for the expansion of Early Childhood Development (ECD) in Grade R and Adult Basic and Further Education and Training (ABET/AFET). Policies on inclusive Education for Learners with Special Education Needs (ELSEN) are developed. Almost all children eligible for GET are attending school in the Western Cape, and the number of candidates passing their Senior Certificate examinations has increased steadily over the past 10 years. While celebrating these successes, the PGWC is well aware of what we they have to do to ensure access to quality education for all. Education has the potential of turning the Western Cape into an economic powerhouse by providing the human resources we need to *"grow the Cape".* Education also has a key role to play in building a society based on the values on The Constitution (1996) – democracy, human rights, human dignity, freedom, non-racialism and non-sexism. The long-term vision for education captures these values and the promise of a better life for all (HCDS, 2006:2).

The ideal, as set out in this strategy, is that all government departments ensure that their employees are equipped with the knowledge, skills and values required to undertake the responsibilities of a responsive and responsible government. Each government department must therefore complete an audit of skills needs. This audit must be used to develop a HRD strategy for each government department. The WCED and the provincial Human Resource Development Department in the Office of the Premier will take responsibility for providing advice on the most appropriate education and training opportunities available.

This strategy makes the assumption that it is possible to contribute to socio-economic transformation through education, if things are done differently, and that

"… a well-organized educational system with an appropriate and relevant curriculum can be highly beneficial to a country and certainly contribute to a rich quality of life – economically, morally and intellectually." (Meerkotter, 54). This strategy approaches the task of Human Capital development from the perspective that there must be moved away from the "normal" approach to education management - providing the necessary resources and then leaving the system alone to deliver its products, hoping to see a well-adjusted and well-educated young generation arising from 12 years of interaction in the classroom. Instead, this strategy asserts that the development trajectory of education provision, development and delivery must be consciously directed to deliver specific and identified outputs – in the case of the PGWC, consciously preparing the youth to take up their positions and responsibilities in the Western Cape society (and nationally) to contribute actively to its development.

5.8   SUMMARY

Human capital strategies, in general, focus on the management of existing human capital within an organisational context, and look at introducing processes and systems, as well as training programmes for staff that are intended to increase the productivity and effectiveness of such staff. In the case of the Provincial Government Western Cape, this focus is being addressed through the Internal Human Development Strategy, driven by the Department of the Premier as discussed in this chapter.

The internal HRD strategy of the PGWC is specific, aligned to national policies and built on the vision of the Province and revised continuously to remain relevant. The PGWC derives its mandate from the same legal and policy documents as the public service as a whole, but works in the context of the Western Cape as part of the bigger South Africa. The PGDS and iKapa Elihlumayo vision plays an important role in the way that the provincial government operates. The province is committed to HRD. A strong HRD component, which developed tools and techniques for effective HRD, exists in the Department of the Premier. A well developed HRD governance framework and monitoring and reviewing process is in place. After the re-engineering

process of the Department of the Premier the internal HRD strategy was reviewed and found to be lacking in depth.

Although South Africa has made considerable progress towards reshaping the educational landscape over the past 10 years, the WCED has launched a Human Capital Strategy for the Western Cape: A focus on youth, in 2006. Through this strategy the WCED again takes responsibility for human resource development at schools, FET colleges, ECD sites and adult community centres. As provider of education, the WCED is responsible for ensuring the foundation of human resource development through the General Education of all learners of compulsory school-going age. They are also responsible for the developing, consulting on, tracking and reporting progress on this strategy. The WCED has a significant role to play as a provider of education and training opportunities. Cognisance of the NHRDS was taken by two of the key departments in the PGWC namely the Department of the Premier and the Department of Education, who responded in a positive and strategic manner.

In Chapter 6 the NHRDS will be revisited in order to determine the extent to which the PGWC complies with the development of human resources in the province. Furthermore, specific variables (that affects the phenomenon of HRD) are identified (see section 1.3). The positive influence of these variables was set against a scale of five measurements ranging from "complies strongly to "no compliance". The positive influence of these variables on HRD provides a means to determine the extent to which the NHRDS was successfully implemented in the PGWC.

CHAPTER 6

IMPLEMENTATION OF THE NHRDS IN
THE PROVINCIAL GOVERNMENT WESTERN CAPE:
AN INTERPRETATION

6.1   INTRODUCTION

The previous chapter covered the HRD strategies focussing on the internal as well as the external clients of the PGWC. Both these HRD strategies are aligned towards national policies but the focus is on the provincial level. It was established that HRD and building human capital, as strategic objectives, receive much attention. The HRD strategies in the PGWC take cognisance of the challenges of the bigger HRD processes. After more than 10 years in office, it is only appropriate that the government carries out a review of its policies to see whether they have been achieved, to identify areas which need urgent attention and to determine the focus for the next 10 years. The Presidency is leading the Ten Year Review process (Service Delivery Review, 2004, 3:1). This review is based on human development indicators.

The composite indexes are:

- Infrastructure
- Quality of life
- Economic participation
- Economic preparedness
- Political participation
- Social inclusion
- Safety and security

Not only are these indices significant in identifying and celebrating achievements, but they also help highlight and expose challenges and opportunities for the future and make recommendations for further development. Preliminary results from the ten

year review are showing that in most instances Government is making progress in achieving its stated objectives and most of these seem to be the correct objectives.

Government is shown as having made more progress and achieved successes in areas where it has direct influence and control, and its lack of success in areas where it may only have indirect influence. However, considering that Government has to manage many factors and interest groups and keep everyone on board, it is often perceived to be rather inefficient in delivering services when compared to the private sector. As part of its review Government has looked at the qualitative difference that has been made and are making to the lives of the people.

Considerable qualitative differences in many areas have been made. Over the past 10 years the government has moved from an authoritarian dispensation to a more participatory democracy. From a strictly controlled, system centred approach to service delivery. The government has now graduated to a more service-oriented, people-centred, Batho Pele approach, where citizens are elevated from passive recipients to active participants. The old disempowering tendencies of centralisation have now given way to a more empowering experience where decision-making powers pertaining to service delivery are largely decentralised to more relevant areas (Service Delivery Review, 2004, 3:1).

Governmental reviews apart, this dissertation sets out to determine the extent implementation of the NHRDS (as part of the government strategies) in the PGWC. It was stated in Chapter 1 9see section 1.3) that the most useful theoretic approach to explaining the complex phenomenon of HRD, and subsequently the role of the NHRDS in the PGWC was to isolate and consider the variables and factors that affect the phenomenon; *i.e.* to determine - the foundations, nature, development and scope of the HRD in South Africa, the historical nature and development of the transformation of HRD (political milieu), the nature and improvement of the supply of high quality public sector skills to improve service delivery in South Africa, as well as the nature and development of the optimisation of provincial growth to maximise the impact of the state to better the lives of the people – through an analysis of the interaction of these variables and HRD through the implementation of the NHRDS in the PGWC. These variables, which forms the basis for the major part of this chapter,

helped to define the parameters and limitations within which and under which HRD occurs and is implemented in the PGWC, and from this originated the basic framework (through the development of set indicators) and objectives of HRD in the PGWC that give the study the necessary theoretic grounding.

A study to determine the extent of the implementation of the NHRDS in the PGWC was chosen because it is "information rich" and illuminative and provided appropriate data given the evaluation's purpose. It was taken into account that the evaluation process would be complex and that the real impact of the NHRDS is more than the sum of its parts. The findings were placed in a social, historical, and temporal context. The context of HRD in South Africa was described. Relevant trends of transformation in South Africa were subsequently illuminated. The legislative and policy framework guiding HRD in the South African public sector was described. Thereafter HRD in the PGWC was observed. The internal HRD strategy as well as the Human Capital Development Strategy: A focus on youth, (Department of Education) (2006) was highlighted. Thereafter four indicators were selected against which the extent of the influence of these variables (see Chapter 1 section 1.3) on the successful implementation of the NHRDS (2001) could be determined.

The indicators were set against a scale of five measurements ranging from "complies strongly" to "no compliance". Summative assessments were derived from relevant facts. As this qualitative evaluation has been done to provisionally measure the extent to which the NHRDS was implemented in the PGWC, the said strategy needs to be revisited. Furthermore, it is also a purpose of this chapter to develop these indicators in order to determine the effect of the NHRDS on the external as well as the internal community of the PGWC as well as to determine to what extent the said indicators have been complied with.

For this reason the specific research objectives of this chapter are to:

1. Determine the rationale for selecting four specific indicators for a successful HRD strategy;
2. Determine what effect the strategy had on the external as well as the internal community of the PGWC according to these indicators;

3. Provide a composite view of the compliance to the set indicators; and

4. Conclude the findings.

6.2   NATIONAL HUMAN RESOURCE DEVELOPMENT STRATEGY REVISITED

The purpose of the NHRDS is to provide a plan to ensure that people are equipped to participate fully in a society, to be able to find or create work, and to benefit fairly from it. This is in accordance with the fact that President Thabo Mbeki has spelt out a vision for South Africa as a nation at work for a better life for all. As the capabilities of people remain a limiting factor in the attainment of socio-economic development, this strategy seeks to address the problem in a systematic way. As also indicated in Chapter 1, the Constitution (1996), states that *"Everyone has inherent dignity and the right to have their dignity respected and protected".* The primary reason for a NHRDS is therefore to ensure that this constitutional provision is progressively secured. The overall vision of the NHRDS strategy is: "A nation at work for a better life for all". Its key mission is: "To maximise the potential of the people of South Africa, through the acquisition of knowledge and skills, to work productively and competitively in order to achieve a rising quality of life for all, and to set in place a operational plan, together with the necessary institutional arrangements, to achieve this (NHRDS, 2001)".

The NHRDS has five strategic objectives as depicted in Model 7.

MODEL 7 NHRDS five strategic objectives
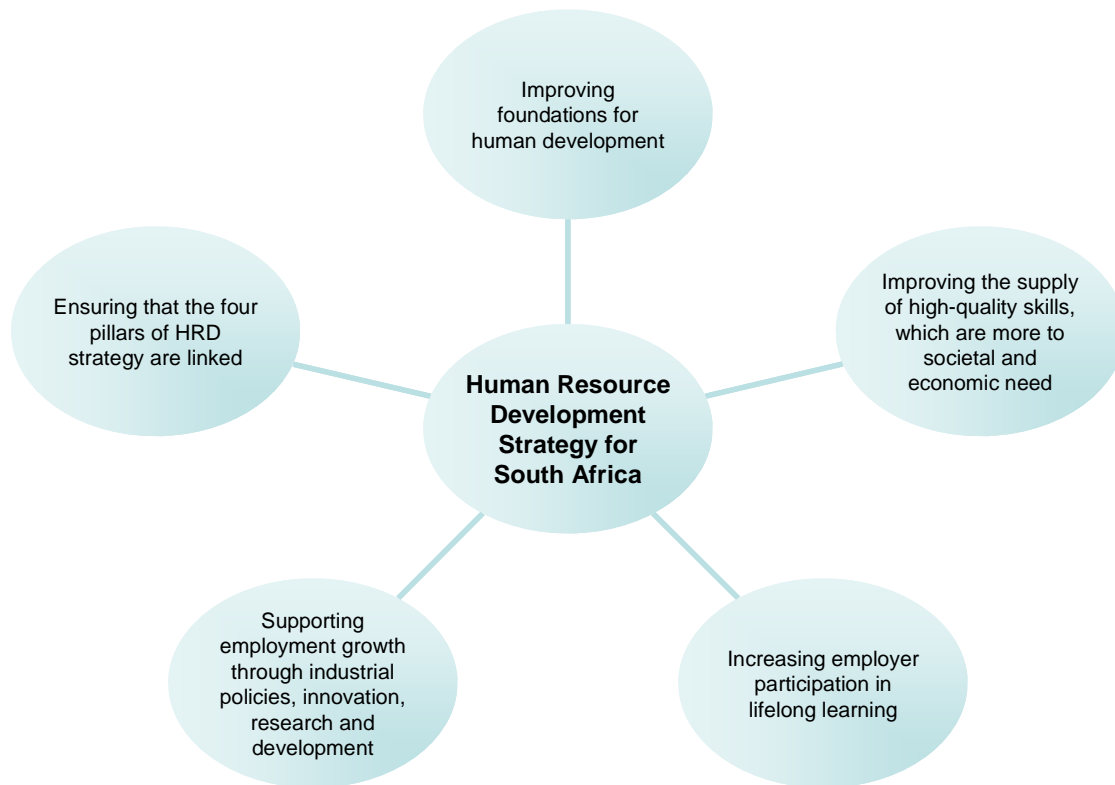
The strategy is to ensure integrated HRD planning and implementation, monitored on a national, regional and sectoral level. In order for the strategy to succeed, it requires an efficient management, governance and support structure on all three abovementioned levels.

It is also an objective of this dissertation to determine the extent of implementation of the NHRDS in the Provincial Government Western Cape (PGWC) by using four indicators developed as part of this study (see section 6.1). These indicators attempt to determine the extent of the influence of these variables (see section 1.3) on the successful implementation of the NHRDS (2001).

The indicators developed are:

- the improvement of foundations for human development
- the improvement of supply of high-quality skills
- the development of public sector skills for service delivery

- the optimisation of provincial growth to maximise the impact of the state to better the lives of the people

6.2.1 Rationale for the development of four indicators

MODEL 8 The improvement of foundations of human resource development
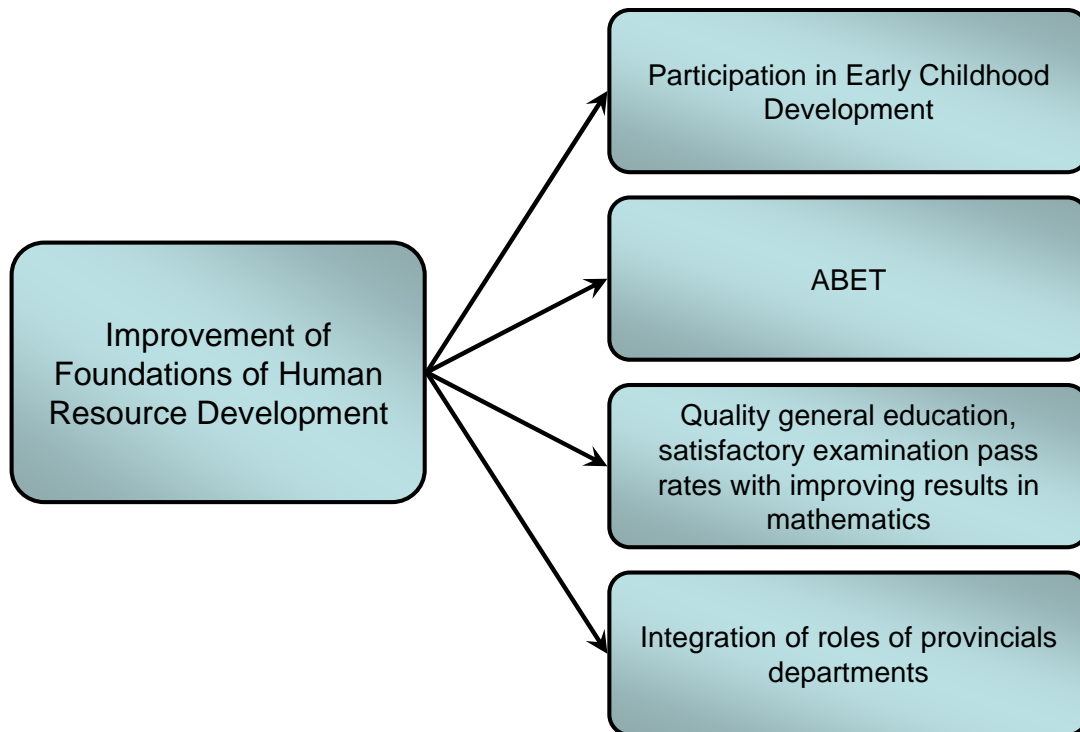
The NHRDS has the improvement of foundations of HRD as its first strategic objective. Indicators for this objective in the HRDS are the improvement of the foundations for HRD are early childhood development, literacy, adult education, and universal General Education and Training, including pass and exemption rates in public examinations, with a strong focus on vital "gateway" subject areas such as mathematics and science. It is also described as part of the Human Capital Strategy of the PGWC in Chapter 5 (section 5.7).

Early Childhood Development (ECD) are deemed critical in the strategy as the "The Education for All assessment" of 2000 records that only about 560 000 of the approximately 6 million children under the age of 6, in South Africa are accommodated in pre-school facilities. A target of 1 million learners of this age has

been set for increased participation over the next three years. The NHRDS set a target of compulsory attendance of school for learners between 6 and 15 years to achieve universal general education of at least 9 years (NHRDS, 2001).

At present, the NHRDS (2001) describes the key indicator of school success as the matriculation examination that takes place at the end of Grade 12. In general, mathematical and scientific literacy as described in the strategy is extremely poor. The problem in this field of study is identified as general literacy, and is much wider than a singular focus of monitoring the numbers who passed on the Higher Grades and who obtained university exemption in the said subjects.

All of the above-mentioned priorities as set in the NHRDS are discussed in Chapter 5 of the dissertation and there is thus a link between the objectives of the NHRDS and the factual contents of this dissertation. It was therefore concluded that "The improvement of foundations of human resource development" could be one of the indicators to provisionally measure the extent of the implementation of the NHRDS in the PGWC.

MODEL 9 The improvement of supply of high-quality skills
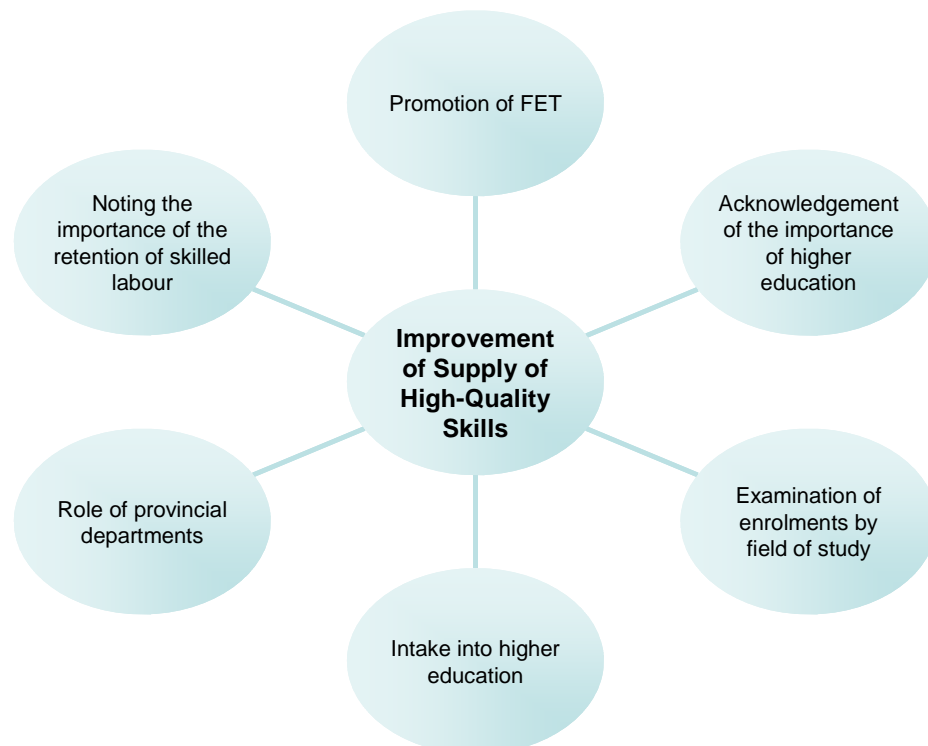
Improvement of supply of high-quality skills is the second strategic objective of the NHRDS. Indicators for this objective in the HRDS are the supply of high quality skills, enrolment in HE, distribution of learners across FET and HET, the intake into higher education and the migration of scarce skills. The need for the various provincial government departments to work across sectors and based on integrated plans and resources to respond to the skills needs are emphasised in the PGDS.

As the overall net participation rate in the Technical College sector in South Arica in 1998 was only 1.13% it is of importance to include the issue of the supply of high quality skills to improve the supply of high quality as an area for concern. This statistics compare poorly with the participation rates for other countries (NHRDS, 2001). It is therefore important to determine whether the PGWC, through the Human Capital Development Strategy responded to this by setting as one of their key goals, Further Education and Training (FET) programme that will enable further academic study and qualifications through excellence in high schools, as well as a vocational option through the FET college sector that can also lead to further qualification in the higher education sector.

The distribution of learners between FET and HET institutions is also identified as a cause for concern in the NHRDS (2001). Both of the abovementioned issues are described in section 5.7 of the dissertation as part of the discussion of the key goals of the Human Capital Development Strategy of the PGWC (2006).

The ratio between the total outflow of students from the school system per annum and the recruitment by the different arms of the post-school system is central to a HRD Strategy. It was therefore concluded that the intervening variable "Improvement of supply of high quality skills" (see Chapter 1 section 1.3) could be one of the indicators to provisionally determine the extent of the implementation of the NHRDS in the PGWC.

MODEL 10 The development of public sector skills for service delivery
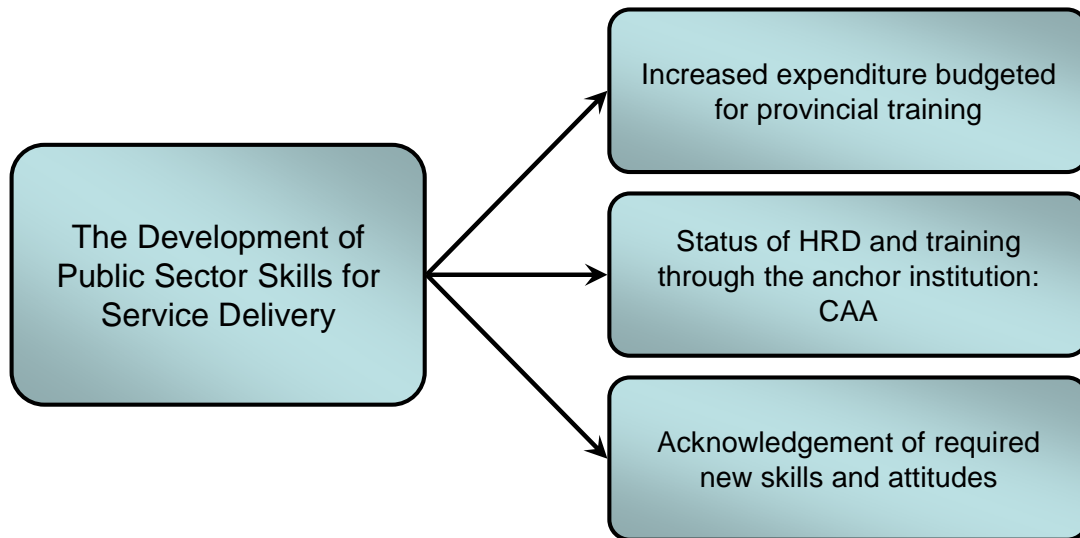
The Development of Public Sector Skills for Service Delivery is one of the indicators for the third strategic objective of the NHRDS, namely "Life long learning". Enhancing the skills and capacities of employees in the public sector is a critical component of an HRD strategy in South Africa. According to the NHRDS (2001) the Public Service Review Report of 1999 outlines the following priorities for the transformation of the Public Service:

- Improved co-ordination of transformation efforts
- Improvement of monitoring and evaluation
- Improving management capacity
- Ensuring a balance between centralisation and decentralisation
- Improving the quality of service delivery
- Better people management
- Increasing the use of information technology

Through the sector skills planning process, the Public Services SETA drew on a number of research findings through research conducted in the Public Service. Two such research projects were conducted by the Department of Public Service and Administration in August 1999 was published as "Strategic Transverse Occupations

for fast tracking in the Public Service" and a document entitled "The Management of scarce skills". These studies show that there is an acute need for middle and senior managers as well a professional staff (particularly engineers and IT specialists) in the public service. The new management framework of the Public Service, which emphasises decentralisation, flexibility and accountability, underpins the need for a pool of professional public service managers (NHRDS, 2001).

On the basis of the above findings as well as the input from individual departments on their education and training needs, the following training priorities have been identified for the Public Service as a whole:

- Project Management
- Strategic Planning
- Financial Management
- Monitoring and evaluation of policy implementation
- Human Resource Management (including Performance Management), Supervisory skills and Industrial Relations
- Leadership Development
- Team Building

In addition the following transversal training needs were identified across the Public Service:

- Public Service contextual training (i.e. understanding the socio-economic framework for government as contained in The Constitution (1996) and other core policy documents)
- Service Delivery and Public Service Ethics
- Information Management and its use (including technology)
- Policy formulation, implementation, monitoring and evaluation
- Stress, Conflict and Diversity Management
- Communication Skills
- Research Skills (NHRDS, 2001).

To further stress the importance of The Development of Public Sector Skills for Service Delivery, the Batho Pele White Paper emphasise the transformation of service delivery. The alignment of staffing plans, human resources development processes

and organisational capacity building with the needs of citizens are highlighted. The development of financial plans that link budgets directly to service needs and personnel plans are also described as essential. The development, particularly through training, of a culture of customer care and sensitivity towards the diversity of citizens in terms of race, gender and disability comes to the fore in this White Paper (DPSA, 1997).

The interventions of the PGWC, in answer to this, are reflected in Chapter 5 of the dissertation and gives a complete overview of internal HRD policy and interventions in the PGWC to improve Public Service Delivery. The link between factual content of the dissertation and the objectives of the NHRDS as well as the Batho Pele White Paper informed the decision that the intervening variable (see Chapter 1 section 1.3) "The development of public sector skills for service delivery" could be one of the indicators to provisionally determine the extent of the implementation of the NHRDS in the PGWC.

The optimisation of provincial growth to maximise the impact of the state to better the lives of the people

MODEL 11
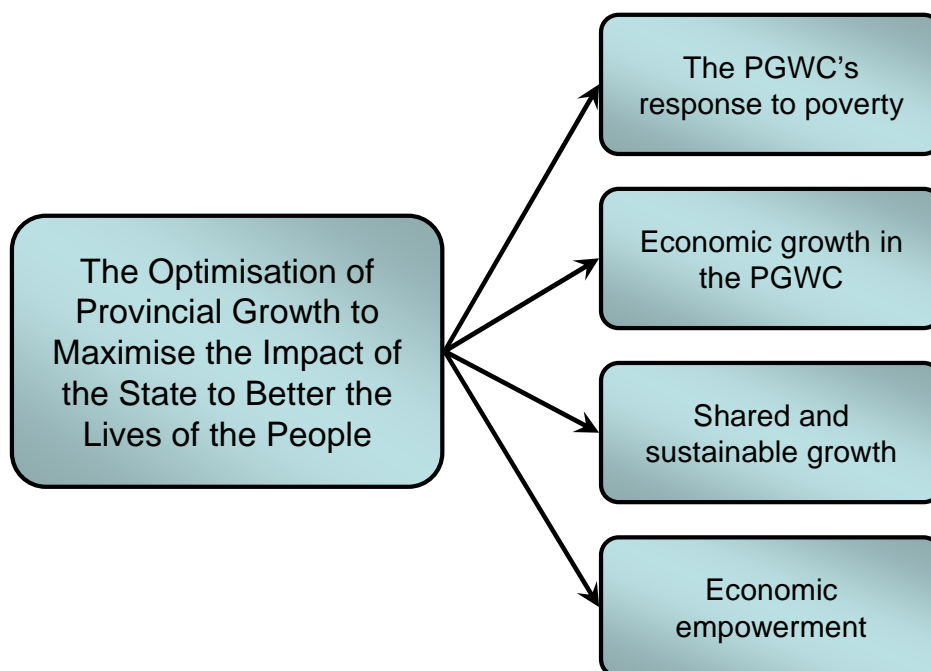
153

At the heart of the NHRDS is the belief that enhancing the general and specific abilities of all citizens is a necessary response to the current situation, which should be embedded within the overall economic, employment and social development programmes of the State.

The National Human Resource Development strategy is innovative, and attempts to ensure that South Africa in general, and in the case of this dissertation, the PGWC meet the needs of the economy and democratic order. It is a signal of the determination of the Government to give practical effect to this commitment of the RDP. In terms of the strategy people will be provided with a solid educational foundation for social participation, and also be empowered to develop relevant and marketable skills at further and higher education institutions. At the same time employers will contribute to the identification and development of skills for the economy, and Government will promote and support policies which target employment growth in key industrial sectors. It is common cause that there is an enormous amount to be done to end poverty and to promote growth in the economy (HRDS, 2001).

It is clear that the NHRDS has at its core, growth and the eventual improvement of the lives of people, as described throughout the dissertation. HRD gives rise to economic growth, which in turn enhance the quality of life of the people. The PGWC's response to poverty, strategies towards shared sustainable economic growth and economic empowerment are described in the PGDS, which are one of the key informing documents of this dissertation. It follows logically that there was a need for the development of an indicator to provisionally determine the output of the state in terms of the improvement of its people. For this reason "The optimisation of provincial growth to maximise the impact of the state to better the lives of the people" was chosen to be the fourth indicator against which to provisionally determine the extent of the implementation of the NHRDS in the PGWC.

In conclusion:

Indicator 1:   "Improvement of Foundations of Human Resource Development" measures the existence of a solid foundation for HRD on which all future HRD practices will be measured.

Indicator 2:   This indicator focuses on the supply of high quality skills and is directly linked to the developmental agenda of the Western Cape and affords strategic relevance to indicator 1.

Indicator 3:   This indicator focuses on public sector skills for service delivery and addresses strategies for the development of public servants to address service delivery needs and the internalisation of programmes i.e. Batho Pele.

Indicator 4:   This indicator is directly linked to the National Growth and Development Strategy and as a consequence the Provincial Growth and Development Strategy and addresses the role of the state, as a vehicle and driver for the improvement of the lives of people.

The extent to which the PGWC complies with each these indicators are discussed according to the broad framework in the PGWC. The specific development within the PGWC is studied and a comprehensive interpretation follows.

The findings were informed by key informing documents as listed in Chapter 1 (see section 1.8.2.2).

6.3   THE IMPROVEMENT OF FOUNDATIONS FOR HUMAN DEVELOPMENT

Through a summative holistic assessment of the improvement for human development (external focus) it was found that the PGWC complies reasonably with this indicator. The substantiating facts of this finding are based on the following aspects of schooling, which are crucial according to the NHRDS (2001):

- Participation in Early Childhood Development
- ABET
- Quality general education, satisfactory examination pass rates with improving results in mathematics and science
- Integration of roles of provincial departments

In Chapter 3 it became clear that the apartheid education system prevented the majority of people from becoming skilled and has therefore failed to produce the human resources required to deal with developmental initiatives. In order to improve the foundations for life and work, human resource development programmes should translate to the empowerment of people through appropriate education and training, and ensure that they participate fully in all the economic activities. It must be considered therefore that plans to improve schooling and the work of higher and further education within the provincial economy must always be a priority. South Africa has made considerable progress towards reshaping the educational landscape over the past 10 years.

The country began by amalgamating the education departments inherited from the apartheid era and by building legislative and policy frameworks for a new education system based on the values of The Constitution (1996). This legislation has reshaped every aspect of education in South Africa. General Education and Training for Grades R to 3 have been introduced and the PGWC is in the process of introducing Further Education and Training (FET) for Grades 10 to 12 in schools. The FET colleges are developing new vocational and technical programmes to meet the needs of job seekers and the Western Cape economy. The Department of Education (PGWC) has prepared the ground for the expansion of Early Childhood Development (ECD) in Grade R and Adult Basic and Further Education and Training (ABET/FET). They have also developed policies on inclusive Education for Learners with Special Education Needs (ELSEN) (HCDS, 2006). Strategies towards the better schooling and appropriate education are part of the Human Capital Development Strategy: A focus on youth of the WCED.

Evidence of the importance of education to the PGWC is reflected in the 2006 /2007 budget of the Western Cape. The Provincial budget, 2006, affords the Department of

Education 38% of the total budget. The fundamental goals that are stated are economic growth, social capital formation and HRD.

6.3.1 Participation in Early Childhood Development

The Department of Education has a legal mandate to provide schooling for learners of compulsory school age, and to subsidise Grade R schooling for pre-Grade 1 learners. The PGWC focuses in a dedicated way on Early Childhood Development. According to the Education Budget speech, by the Minister of Education, mr Cameron Dugmore in 2005, it is of great importance to Government to work in an integrated way to see that the physical, social and cognitive development of all 0-4 year-olds is at the top of their agenda.

The policy goal of the Province is to provide high quality Grade R programmes to five-year-old children. Early Childhood Development is currently provided by the Department of Education and the departments of Health and Social Services and Poverty Alleviation as well as Local Government, through a variety of sites. Recent discussions between these delivery agents have led to the development of a single, integrated delivery strategy. The Department of Education is committed to expanding the sector in line with their stated goal of developing human capital from as early an age as possible. This will enable delivery of a curriculum of better quality (HCDS, 2006).

Abovementioned programmes should promote the social, cognitive, emotional and physical development of five–year-olds and in particular ensure that children experience safe and stimulating environments. The Department of Education envisages that by 2010 every 5-year-old in the Western Cape will be in a quality pre-school. In the 2006/2007 budget, the total allocation for Grade R amounts to R107.4 million, reflecting increased concern for early childhood development. The Province will spend R534.3 million during the Medium Term Expenditure Framework (MTEF) period to ensure that an increasing number of learners have access to quality Grade R programmes (Budget document, 2006).

For Early Childhood Development the outcomes that were budgeted for are as follows:

Table 6.1: Budget for Early Childhood Development (Budget document: 2006)

	Year	Amount R'000
Department of Education	2000/01	48 170
	2001/02	46 261
	2002/03	52 838
	2003/04	56 084
	2004/05	57 870
	2005/06	71 923
	2006/07	1 070 397

The amounts budgeted is proof of the PGWC's commitment to improve ECD in the Province.

6.3.2 Adult Basic Education and Training

As mentioned earlier, ABET forms an important component of the Human Capital Development Strategy. Adult literacy is one of two factors which contribute to the overall Education Attainment index. The department of education in the PGWC has an ABET programme which comprises subsidies to private centres, professional services to support ABET sites and HRD to provide for the professional development of educators and non-educators at these sites. The Department of Education is involved in numerous partnerships with other provincial departments. Through these partnerships, employees of provincial government departments are also given the opportunity to obtain qualifications. These programmes make it possible for many adults to continue their interrupted education. Evidence shows an increasing number of enrolments of adults in various programmes offered through ABET centres (Budget Speech 2006/2007: Minister of Education). For ABET the outcomes that were budgeted for were as follows:

Table 6.2: Budget for ABET programmes (Budget document: 2006)

	Year	Amount R'000
Department of Education	2000/01	14 989
	2001/02	15 280
	2002/03	17 961
	2003/04	18 626
	2004/05	21 908
	2005/06	22 891

The amounts budgeted is proof of the PGWC's commitment to improve ABET in the Province.

6.3.3 Quality general education

The entire orientation for the Department of Education is upon ensuring that all learners have access to good quality education, and are equipped with the necessary knowledge and skills to productively enter the job market. This will also boost the skills profile of the people of the province and in particular the youth, to fight poverty and create work (Budget Speech 2006/2007: Minister of Education).

Analyses done by the Human Sciences Research Council demonstrates that relative to national trends, the education system in the Western Cape is performing satisfactorily. According to Lynn Brown, Provincial Minister of Finance and Tourism, in the Medium Term Policy statement 2005-2008 (2004) the PGWC will maintain sustainable levels of health, education and social service delivery as framed in the Social Capital formation strategy.

These services will also be targeted at the geographic and functional areas that bring the greatest social return. At the same time the Province will stimulate the economy and the ability of its people to participate in it through the HCDS (2006), Strategic Infrastructure Plan and the MEDS (2005).

The Western Cape schooling system ensures virtually universal access to schooling for children between the ages of 7 and 14. The development of high levels of

language use and numeracy are crucial to all learning. For this reason languages and numeracy / mathematics are part of all formal learning programmes in the Western Cape for example:

- Grades R – 3: three learning programmes are offered. Literacy and numeracy take up over 75% of the time spent at school
- Grades 4 – 9: eight learning programmes are offered. Languages and mathematics are allocated the majority of time on the school time table
- Grades 10 – 12: two languages and mathematics or mathematical literacy are compulsory for all learners who wish to achieve a Further Education and Training Certificate. In addition, there are 50 maths and science focus schools for Grades 10 to 12
- FET College formal courses and Adult Basic Education Courses: all have languages and mathematics as fundamental programmes. In addition, the WCED conducts regular system-wide tests of reading and mathematics to measure progress in these key areas

The Western Cape has already achieved the 2014 Millennium Development Goal of universal access to primary school for learners. Thirty-nine percent, or 344 401 learners, at 652 poor schools do not have to pay school fees and currently 65 000 children are in Early Childhood Development (State of the Province Address, 2007). Learners of the Western Cape have constantly achieved the highest provincial pass rate in the matriculation examination in recent years. According to mr Cameron Dugmore, Minister of Education in the Western Cape at the announcement of matric results of 2005, the Western Cape performed well, with a pass rate of 84.4% in the 2005 Senior certificate examinations. Candidates for the Senior Certificate examinations have achieved a pass rate of more than 80% for five years in a row.

This reflects stability in the education system of the Western Cape and a strong commitment to excellence in all parts of the province. While the PGWC cannot judge the success of their education system solely on the achievements of those completing secondary education, it is clear that the results indicate progress made, and also starkly highlights the challenges that remain.

Although a good matric pass rate reflects stability in the education system, it is of importance to observe the results of mathematics and science also. The Department of Education, Annual Performance Plan (2006/2007) states that the number of Dinaledi mathematics and science focus schools, (a new public school system started by the Western Cape Education Department specifically for learners with special talents in mathematics, science and technology) was expanded in 2006 from 10 to 50 in the Western Cape, to support mathematics and science education in the province. These schools form part of a broader strategy to increase the number of learners matriculating in these subjects on the higher grade, especially those from disadvantaged communities. In addition to specialised support for the Senior Certificate examinations, the schools offer bursaries for further study at higher education institutions.

These kinds of schools will be expanded in order to promote participation rates in mathematics, physical science and technology. This will enable the province to increase the number of learners achieving pass marks high enough to enter tertiary education.

6.3.4 Role of provincial departments

According to MEDS (2005) closer dialogue between the Department of Education and the Department of Economic Development (and, indeed, the other departments) in the PGWC would be to the benefit of all learners. Each of these departments has a reasonably clear mandate and each is well regarded, in some respects nationally. Their perspectives and priorities tend to differ, and the consequence is that there is not a shared vision as to how the education-and-training system should serve the people of the Western Cape. There is a particular need to achieve this clarity with respect to the provision of further education and training (FET), where both departments have direct interests. In deepening and extending the MEDS process, such dialogue must take place in order to enhance mutual understanding; to develop a coherent framework in which HRD and other relevant policies can be located; and to ensure that the departments play genuinely complementary and value-adding roles in formulating and implementing the micro economic development strategy.

As the HCD strategy came as a result of national government's need for the development of a human resource development strategy in the Province, and has been influenced very much by the NHRDS and iKapa Elihlumayo the deduction can be made that through the implementation of the NHRDS and foundations of life and work have been improved.

6.3.5 Conclusion

Regarding the improvement of foundations of human development it can be deducted that the PGWC complies reasonably.

Indicator	Complies Strongly	Complies Reasonably	Complies Averagely	Complies Weakly	No Compliance
The improvement of foundations of human development		X			

The seriousness to address the current challenges is evident through the Provincial budget, 2006, which affords the Department of Education 38% of the total budget. The key challenges that are being addressed are early childhood development, literacy, adult education and general education and training. This includes pass and exemption rates in public examinations, and results in vital subject areas such as mathematics and science. The PGWC has done this through previous commitment to quality education, and since 2006 through the Human Capital Development Strategy for the Western Cape: A focus on Youth. The core of the strategy is one that focuses on improving the quality of education, by focusing on relevant curriculum packages, classroom management and activities and teacher competence and development. Although this strategy was launched in 2006 only, evidence, as set out above, does exist that foundations to improve human development received high priority in the Western Cape by the PGWC through the WCED since the launch of the NHRDS.

Despite the continuing imperative to upgrade skills and more generally to invest in human capital, there is only limited scope for a province to intervene in the HRD arena in order to directly support economic development. In the case of the Western Cape, the PGWC is keenly aware of the deficiencies in the general education system

and is well-focused on addressing them. Indeed, the Western Cape is probably ahead of other provinces in exploring new approaches to teaching and learning at primary and secondary levels.

6.4   IMPROVEMENT OF SUPPLY OF HIGH-QUALITY SKILLS

Through a summative holistic assessment of the improvement of supply of high quality skills (external focus) it was found that the PGWC complies averagely with this indicator. The substantiating facts are based on that which are crucial according to the NHRDS (2001):

- Promotion of FET
- Acknowledgement of the importance of higher education
- Examination of enrolments by field of study
- Intake into higher education
- Role of provincial departments
- Noting the importance of the retention of skilled labour

6.4.1 Promotion of FET

It is crucial to improve the supply of high quality skills learning in areas of scarce skills, especially enrolments in science, engineering and technology to match the skills demand in the Province. Also of importance is adult participation in Further Education and Training, improving HET participation rates, changing the distribution of HET enrolments and successful distribution of learners between FET and HET institutions. The migration of high skill labour needs attention and FET and HET graduates need to be successfully placed. This happened in the PGWC as a result of the development of the Human Capital Development Strategy (2006) as compiled by the Department of Education in answer to the NHRDS.

According to the Budget Speech, (2006/2007) by the Minister of Finance and Tourism, R25 million is provided in the iKapa elihlumayo Financial Aid Plan aimed at FET college learners, in order to promote access and equity at these colleges. It is anticipated that 1 500 learners will benefit during 2006/2007, especially in those skill areas most in demand by the provincial economy. The Department of Transport and Public Works provides R15 million for bursaries for engineering and construction

students. These initiatives are expanded by the Department of Agriculture who will provide bursaries to farm workers, as well as to historically disadvantaged individuals in the fields of agriculture, engineering and veterinary science. According to the MEDS (2005) the PGWC will place considerable financial resources, time and effort into changing the skills profile of the workforce to one that matches the skills demand profile of the Western Cape.

According to Lynn Brown, Provincial Minister of Finance and Tourism (Budget Speech, 2006/2007), the HCDS (2006) also acknowledges that in the past too much emphasis has been placed on "academic" qualifications, which do not always adequately equip learners to enter the labour market. The result of the academic bias is that the Western Cape is currently experiencing a huge shortage of artisans, electricians and other technically trained workers. More therefore needs to be done to encourage learners to enter FET colleges, and these colleges aim to offer more flexible and responsive Further Education and Training (FET) programmes.

In the said budget speech, the MEC stated that fixing the serious skills mismatch between what the regional economy needs and what comes onto the labour market from the education system, has become the main disjuncture in the society and economy, fuelling inequality. This matter is beginning to receive priority attention and the Province is leading through a further R70m recapitalisation of the FET Colleges underpinned by a R25m loan scheme. According to the Education Budget Speech, 2006/2007, there are six Further Education and Training colleges in the province which will be recapitalised, using funds from a new conditional grant for this purpose which totals the already mentioned R70 million in 2006/2007 and R227 million over the MTEF. This results in a total of R259.9 million available in 2006/2007 for FET. The funds will be used to support increased student enrolment, upgrade the college sites and introduce new modern programmes with the purpose of being responsive to the labour market. These routes will enable learners to continue their education at higher education institutions, provided they meet the minimum entry requirements.

6.4.2 Acknowledgement of the importance of higher education

It is universally acknowledged that education is a key factor in promoting growth and development, both through the provision of skills and through its impact on other social issues, such as health, nutrition, infant mortality, and childhood poverty. Education is thus a key supply-side factor in the development equation. Regarding to changing the distribution or HET enrolments, it is now worldwide accepted that higher education plays an important role in human resource development, economic growth and social and economic development. Moreover, there is now widespread recognition of the role of higher education in regional development. The changing character of the world economy in which South Africa, and also the Western Cape, is noted and acted upon. Knowledge is supplanting physical capital as the source of present and future wealth. Technology is driving much of this process, with information technology, biotechnology, and other innovations leading to dramatic changes in the way we live and work. These developments constitute a major challenge to the development goals of both provincial government and regional higher education in the Western Cape. The Western Cape region is comparatively very well endowed with regard to higher education (HE) provision.

Though concentrated in the Cape Town region, with limited provision in the rest of the province, its four institutions offer an extensive range of teaching and research programmes and outreach activities. This provides the opportunity to gear the range of institutional programmes and offerings towards making an increasingly effective contribution towards the Western Cape human resource development strategy, regional development and labour market requirements. The public Higher Education Institutions (HEIs) in the Western Cape believe that the overall well-being of the Province is vitally dependent on the contribution of higher education to the social, cultural, political and economic development of its citizens, and of the region (HCDS, 2006).

In order to improve HET participation rates the Department of Education is currently in the process of interacting with Higher Education Institutions to ensure that they work along similar lines to the Province. In his budget speech, (2006/2007) the Premier of the Western Cape said that one of the distinct comparative advantages of

the Western Cape is that there are four Universities based here, as well as the large footprint of Unisa. Yet the Western Cape has been slow in harnessing this invaluable resource. The PGWC has convened all the Vice-Chancellors late in 2005 to discuss how a partnership can be formed to each other's mutual advantage. Since then there has been a series of close interactions with the Cape Higher Education Consortium (CHEC), which represents the Universities, to work towards a Joint Programme of Action for Shared Growth in the province.

The Achilles heel of the rising prosperity and growth in the Western Cape is the skills deficit, particularly in fast growing sectors such as construction, engineering, surveying, and related artisan trades. The response is at multiple levels. A Memorandum of Understanding was signed by the Vice-Chancellors of all five universities (CPUT, UCT, Unisa, US and UWC) in the Western Cape and the Premier. This memorandum stipulates commitment to consistent cooperation on four priority areas namely: environmental challenges given climate change, public transport to stimulate shared growth, social cohesion towards a Home for All, and scarce skills so that the Province can anticipate more precisely what categories and sub-categories of skills the robust economy in the Western Cape will need over the course of the next 10, 20 and 30 years.

On scarce skills, this partnership has already yielded skill demand modelling for three of the lead Micro-Economic Development Strategy (MEDS, 2005) sectors informing curriculum reform (State of the Province Address, 2007).

6.4.3 Enrolments by field of study

A crucial factor of higher education (HE) in contributing effectively to human resource development is the relevance of its output in terms of the fields of study in relation to the needs of regional development and the labour market, especially in the scarce skills areas. In 2003, 38% of Western Cape enrolments were in Science, Engineering and Technology (SET), which was well above both the national average of 26% and the National Plan for Higher Education (NPHE) target of 30%. However, only 23% of Western Cape enrolments were in Business, well below the national average of 28% and the NPHE target of 30%. Enrolments in Humanities an Social

Sciences (HSS) totalled 39% (25% in the broad Humanities, 8% in Education, 4% in Law and 2% in the Visual and Performing Arts), which is close to the National Plan for Higher Education target of 40%, and below the national average of 43%. The lower proportion of Humanities students in the Western Cape is largely due to a proportionally lower enrolment in Education (8% vs. 15% nationally) – a field in which the Western Cape could play a very significant role nationally given the impending shortage of teachers. Among the institutions, far fewer enrolments in number and proportion were in SET at the University of the Western Cape (UWC) (19%). The two former technikons had relatively low proportional enrolments in the broad humanities (22% at CapeTech and 20% at Pentech), but UWC had a very high proportional enrolment in this field (61%).

The other key aspect of HE outputs in relation to the Western Cape HRDS and labour market requirements is the qualification level of graduates. The Western Cape had a comparatively high number and proportion of postgraduate enrolments in 2003 (about 22 000 or 26% of the total) which was significantly above the national average of 15%). As a result, 12% of all national post graduate enrolments were in the Western Cape, which is slightly higher than the 11% which Western Cape enrolments constituted of overall national enrolments.

However, the proportions of postgraduate enrolments varied widely among the five institutions from a particularly high 36% at the University of Stellenbosch, to 28% at the University of Cape Town (UCT) and 21% at UWC and the former technikons. A major challenge for the new Cape Peninsula University of Technology is therefore to increase its postgraduate enrolments and outputs. Enrolments in the Western Cape at the general academic bachelors' level made up 36% of the 2003 enrolment total (in comparison with 43% across the HE system), whilst professional first bachelors enrolments made up a far larger proportion of the Western Cape total (28%) than of the total systemic enrolment (19%). The strength of Western Cape postgraduate provision is reflected in the fact that 20% of national masters and 22% of all doctoral enrolments were in the province.

More than 80% of all Western Cape doctoral enrolments were however located in UCT and the University of Stellenbosch. Enrolments at the former technikons were

atypical of national patterns at the post-diploma level in that BTech enrolments made up only 18% of the WC technikon total, in comparison with the much larger 26% of all technikon enrolments). Also at the post diploma level, the Western Cape former technikon's Master's and Doctoral proportional enrolments (2% and <1% respectively) matched those for the entire former technikon sector (HCDS, 2006).

In the higher-education (HE) sector, the challenge is to encourage the introduction of postgraduate courses and to conduct research, in order to build the intellectual capacity underpinning future development of the respective sectors. In order to play this role, the PGWC will have to create new capacities, located in both the Department of Economic Development as well as other departments at provincial and metropolitan levels. The key need seems to create a sector-focused research and advanced training capacities outside the public sector. An example of this sector focused "centres of excellence" found in other semi-developed countries (MEDS, 2005).

6.4.4 Intake into higher education

Crucial to the success of Higher Education in the Western Cape in fulfilling all its functions and in contributing effectively to the Western Cape HRDS, is the improvement in the quality and quantity of the intake into HE from schooling.

Annually, of the approximately 38 000 Grade 12 candidates, 8 000 (20%) typically fail. Of the other 30 000, about 20 000 typically pass without exemption (68%) and 10 000 (32%) with exemption. Analysis shows that of the 30 000 learners eligible to enter HE, a huge total of 21 000 do not and instead enter FET, private HE, the labour market or are unemployed. Therefore, only 10 000 Grade 12 typically enter HE each year. The Western Cape has relatively higher education levels than the rest of SA, and is second only to Gauteng. There has been a rapid increase in the number of Grade 9-11 graduates and matric certificate holders entering the Province' labour force. In 2004, matriculants comprised 28.5% of the total Provincial labour force, compared to 26.2% at the national level. The Western Cape has also seen more rapid employment growth among matriculants than nationally. By 2004, employed matriculants numbered more than half a million individuals, equivalent to 30.4% of

Provincial employment. These trends are clearly a good sign for the Province at a national comparative level (PERO, 2005).

6.4.5 Role of provincial departments

The iKapa Elihlumayo Strategy emphasises the need for the various provincial government departments to work across sectors and based on integrated plans and resources to respond to the skills needs. Each department must develop its own response to the human capital strategy in relation to its own future needs within its line function, e.g. the Department of Health must analyse its future medical staff needs and must, in concert with the WCED and the educational institutions in the province, develop a response to it. The best example of this is the approach followed by the Department of Transport and Public Works, where an analysis has been made of the future infrastructure development skills it will require, and making available approximately 300 bursaries for various areas of study within this industry (HCDS, 2006).

6.4.6 Retention of skilled labour

The quest for the improvement of high quality skills are negatively influenced by the loss of highly skilled citizens to other countries through emigration. This has been a cause for concern in South Africa as well as the Western Province for many years. Migration of High Skill Labour, also known as the "brain drain" has a range of detrimental effects on a country's economy.

Amongst these are an adverse effect on economic growth and a reduction in a nation's capacity to develop as a *'knowledge society'* and therefore compete effectively in the global economy. A "brain drain" also constitutes a major loss of investment in terms of the education and training of its highly skilled professionals. The fact of the matter, however, is that there are no reliable data on the actual extent of emigration from South Africa or specifically the Western Cape. The figures reported in the annual migration reports produced by Statistics South Africa have been shown to represent a significant undercount of skilled emigration.

One of the critical questions in terms of the human resource base in South Africa is exactly which skills are the country losing? The official statistics indicate that the greatest mobility of highly skilled people, both into and out of South Africa over the past decade, was amongst those in education and humanities occupations, followed by engineers and architects, and top executive and managerial personnel. Emigration amongst those within the natural sciences and medical professions is also on the increase, while there has been a dramatic decline in the number of skilled immigrants in these occupational fields. The biggest challenges to the South African government are to find ways of keeping skilled South Africans at home – although this requires a long-term approach to the improvement of safety and security and improved delivery of services and to develop policy which attracts the highly skilled from other parts of the world to South Africa and the Western Cape (Human Sciences Research Council, 2004). Global competitive advantage is increasingly driven by skill- and technology-intensive products and services. However, the Western Cape is under-represented in these economic activities that have accounted for much of the medium- to long-term dynamism in world output and trade. This means that skill upgrading is critical to match appropriately skilled labour supply with demand from industries that are growing in the Province, and thereby alleviating skills constraints in the sectors over the medium to long term.

At the national level, the Asgisa task team has identified six key obstacles or binding constraints to accelerated and shared growth. Decisive responses in terms of macroeconomic concerns, infrastructure programmes, sector investment or industrial strategies, skills and education initiatives, and public administration issues are currently being developed.

6.4.7 Conclusion

The key challenges to be addressed toward the improvement of supply of high quality skills in the PGWC are averagely complied to by with by the PGWC.

Indicator	Complies Strongly	Complies Reasonably	Complies Averagely	Complies Weakly	No Compliance
The improvement of supply of high quality skills			X		

According to the NHRDS the improvement of the supply of high quality skills learning in areas of scarce skills, especially enrolments in science, engineering and technology is crucial. In the PGWC, this happened partly as a result of the development of the Human Capital Development Strategy of the WCED, additional funds provided through the iKapa Elihlumayo Financial Aid Plan aimed at FET college learners as well as R15 million provided by Department of Transport and Public Works for bursaries for engineering and construction students as well as bursaries to farm workers, in the fields of agriculture, engineering and veterinary science through the Department of Agriculture. The PGWC currently places considerable financial resources, time and effort into changing the skills profile of the workforce to one that matches the skills demand profile. This is work still in process. As higher education plays an important role in human resource development, economic growth and social and economic development, there is now widespread recognition of the role of higher education in regional development. Working negatively toward the aim of improvement of supply of high quality skills is the "brain drain" that has a range of negative effects on the economy and cannot at this stage be measured or stopped.

6.5 THE DEVELOPMENT OF PUBLIC SECTOR SKILLS FOR SERVICE DELIVERY

Through a summative holistic assessment of the development of public sector skills for service delivery (internal focus), it was found that the PGWC complies averagely with this indicator. Public sector skills for service delivery, addresses strategies for the development of public servants to address service delivery needs and the internalisation of programmes i.e. Batho Pele.

Public service delivery improvement continues to be a challenge that requires the commitment of all public servants to work towards, not only meeting government's

objectives but also satisfying the aspirations of members of the public for access to quality services and a better life for all. The following facts substantiate this finding:

- Increased expenditure budgeted for provincial training
- Status of HRD and training through the anchor institution: CAA
- Acknowledgement of required new skills and attitudes

Training and development of employees are essential in the PGWC. Table 6.3 provides a summary of provincial expenditure on training per department. This expenditure is training-related expenditure, including tuition, travel and accommodation, and bursaries by each of the provincial departments for their own staff which is in line with the requirements of section 30 of the National Skills Development Levies Act (1999).

6.5.1 Increased expenditure budgeted for provincial training

As from 2005/2006 expenditure on provincial training increased by 21.45% from R163 160 million in 2005/06 to R198 152 million in 2006/07. Over the Medium Term Expenditure Framework (MTEF) period expenditure on training is expected to increase by an average annual nominal rate of 23.99% to reach R311 005 million in 2008/09.

Table 6.3 reflects the provincial payments of each of the twelve departments in the PGWC on training and development of staff.

The budgeted amount as shown does not include the establishment and other costs relating to the Cape Administrative (as described in Chapter 5), the Community Safety Academy for the training of traffic officers and municipal police, Elsenburg Agricultural Training College or Health professional training and development. These institutions have their own budget and each contribute in their own unique way to the development of public sector skills for service delivery. The ever-increasing budget for provincial training is evidence of the importance of HRD in the PGWC. This training is geared towards development of public sector skills for service delivery.

Table 6.3: Summery of provincial payments on training vote

Provincial departments	Outcome			Main appropriation	Adjusted Appropriation	Revised Estimate 2005/06	Medium-term estimate			
	Audited 2002/03	Audited 2003/04	Audited 2004/05	2005/06	2006/06	2005/06	% Change from Revised estimate			
1. Department of the Premier	5 106	3 990	3 275	4 408	5 552	5 552	2 123	4.31	3 713	3 947
2. Provincial Parliament	66	110	131	176	205	207	255	26.26	274	291
3. Provincial Treasury	599	571	296	457	1 142	1 088	1 084	16.32	1 138	1 194
4. Community Safety	125	242	486	344	344	344	430	1.38	463	498
5. Education	19814	31 967	41 700	42 771	42 771	42 771	57181	7.43	76299	93592
6. Health	66263	73 549	81 226	99 244	100904	100904	121809	10.29	154968	188682
7. Social Development		256	282	310	310	310	340	4.70	374	374
8. Local Government & Housing	1 389	680	849	3 121	3 121	3 121	3 204	3.71	4 224	4 254
9. Environment Affairs & Development Planning	460	669	726	1 389	1 389	1 389	1 429	10.38	1 601	1 680

Provincial departments	Outcome			Main appropriation	Adjusted Appropriation	Revised Estimate 2005/06	Medium-term estimate			
	Audited 2002/03	Audited 2003/04	Audited 2004/05	2005/06	2006/06	2005/06	% Change from Revised estimate			
10. Transport & Public Works	1 349	1 824	1 362	4 458	5 000	5 000	7 560	14.80	12 555	13 555
11. Agriculture			1 575	1 420	1 420	1 420	1 490	7.32	1 565	1 565
12. Economic Development & Tourism			345	377	377	377	481	32.32	493	517
13. Cultural Affairs & Sport	189	315	567	677	677	677	766	11.51	819	856
Total provincial payments on training	95 360	114 173	132 820	159 152	163 212	163 160	198 152	21.45	258 486	311 005

6.5.2 Status of HRD and training through the CAA

The department of the Premier is responsible for HRD and training in the public sector and the anchor institution of this function is the Cape Administrative Academy, (from 2001 the Chief Directorate Provincial Training, and since April 2006, Chief Directorate Human Capital Development). Development of public sector skills for service delivery was done by the Cape Administrative Academy, through transversal, as well as management training. Special training interventions were outsourced. The training was informed by the NHRDS (2001). In 2003/4 a total of 4 650 trainees undertook a range of courses at the Academy and 1 839 trainees undertook courses, funded by the Cape Administrative Academy, at external institutions. The number of in-house trainees increased to 7 984 in 2005/2006.

In 2004 the facilitation of training was complemented with an extensive consultative process to develop a policy on a "Human Resource Development Strategy for Staff Development in the Western Cape Provincial Administration" as described in Chapter 5. This document sets out a comprehensive menu of training interventions to ensure that staff is offered opportunities in line with the NHRD framework and various pieces of legislation. However, according to the Internal Social and Human capital Strategy of the Department of the Premier (2005) the framework goes for breadth instead of depth. The social and human capital lens suggests that aspects of the framework need to be lifted out and prioritised for intervention, without losing sight of the overall HRD framework.

As from April 2006, after a re-engineering process in the Department of the Premier, a new strategy of Building Internal Human and Social Capital has been rolled out. The transformation of the Cape Administrative Academy forms part of this drive.

6.5.3 Acknowledgement of required new skills and attitudes

The fact is that the Western Cape government has raised the bar in terms of what is required from the civil service. The iKapa Elihlumayo strategy strives for growth that benefits all, centred on holistic governance as a means of meeting growing needs with declining resources.

Within an overall framework that emphasises the reduction of inequality, this strategy combines long- and short-term interventions required to meet economic and social goals that seek to reverse the harsh spatial manifestations of inequality. Implementing this strategy requires intensive and far-reaching change in what the civil service does, how it does it and in the capabilities of government officials.

According to the Internal Human Capital Strategy (2005) for many government managers and senior managers, this is the first time they are required to undertake such substantial strategy formulation, review and co-ordination as part of their job. In addition, workers at all levels have to demonstrate commitment to serve the people, be professional and possess tools and methodologies relevant to advancing "people-centred" development. They have to work with their colleagues in ways that are non-authoritarian, encourage innovation, build teamwork and enhance delivery. Questions of fairness and generosity are not only vital when it comes to service delivery, these qualities must characterise work within the entire provincial government. Such interwoven elements form part of the core spirit of the Batho Pele campaign towards which the provincial government is taking steps to reinvigorate. The challenge is to do this in a way that reaches not only top management, but the staff of more than 69 000 PGWC employees.

The greatest impact regarding service delivery is made at the point of service transaction with ordinary people. The challenge of HRD is to ensure that daily transactions of service delivery are maximised to ensure the most effective outcomes in terms of a particular service, and moreover, a cluster of services targeted at achieving shared outcome objectives.

The sheer size of the provincial government, and the large amount of budgeted training expenditure, demands an overhaul of the Human Resource Development System. The number of employees in the PGWC per provincial department is illustrated in Table 6.4. The departments with the most employees are Education, Health, Transport and Public Works and Social Service and Poverty Alleviation.

Table 6.4: Summary of PGWC personnel numbers

Provincial Dept	End March 2005	End March 2004
1. Dept. of the Premier	767	540
2. Provincial Parliament	72	61
3. Treasury	218	202
4. Community Safety	713	610
5. Education	37466	37866
6. Health	23384	23384
7. Social Service & Poverty Alleviation	1496	1496
8. Housing	362	293
9. Environmental Affairs & Dev Planning	285	206
10. Transport & Public Works	1894	1385
11. Agriculture	795	731
12. Local Government	155	130
13. Economic Development & Tourism	124	124
14. Cultural Affairs & Sport	593	535
Total Personnel Numbers	68324	67563
Total Personnel Cost:	8,772,180	7,938,344

Frontline staff can be regarded as the most important change agents of the government because they are catalysts for the enhancement of social capital (trust, mutual support, solidarity and pride in joint achievements) in the communities where they work, and empowerment of individuals, organisations and communities. They must be targeted in terms of both social and human capital interventions in the PGWC.

This category of staff is most likely to realise their potential as change agents if they themselves are empowered through tailor-made training interventions and leadership support – which clearly links with human capital enhancement. Leadership support must come from frontline managers, who in turn are supported by middle and senior managers. This chain of management is ultimately all geared towards ensuring effective developmental service delivery at the front line of the organisation.

This broad team-based approach to service delivery will enable the PGWC to align, co-ordinate and integrate its service delivery appropriately. For example, multi-purpose centres will be linked to transport interchanges. Multi-purpose centres will also include or be linked to one-stop access points for people to utilise government services or access information.

Health-care facilities should be clustered in a similar fashion to make sure that related services and infrastructures can enjoy the benefits of coordinated implementation in terms of providing comprehensive and logistical services to citizens (Internal Human and Social Capital Strategy, 2005).

HRD is also seen as integral to several of the sectoral development strategies being formulated as part of the MEDS. Whether the prime thrust is on enhancing productivity, building stronger technological capacity, or on strengthening management and leadership capabilities (or in other areas), there will be a direct need for investment in skills and in human capital. As the PGWC is *"a learning Province",* one of the characteristics of the Province is that high value is placed on formal, non-formal and informal learning throughout life, which is expressed in tangible improvement in the learner's employment and community situations.

Both the private and public sector agencies in the Western Cape embarked on marketing initiatives, capital investment and technological upgrading programmes, joint ventures with foreign firms, skills upgrading and improved management practices. These initiatives should enable the Province to regain the growth momentum. The public sector can play an important complementary role in providing incentives so that national investments in skills and competences, and the adoption of existing and the creation of new knowledge jointly involve training and research institutions and industry. This would require a co-ordination effort. The co-evolution of skills and technological learning, and the institutional context to combine them, is the key challenge at the regional level. The iKapa Elihlumayo strategy is taking cognisance of this and is informed by PERO (2005). Skills development is a cross cutting function as it is integral to all the sector strategies. In addition, learning activity interventions are a key mechanism to achieve transformation and equity goals of all the sectors (MEDS, 2005).

6.5.4 Conclusion

The key challenges to be addressed toward the development of public sector skills for service delivery in the PGWC are averagely applied to by the PGWC.

Indicator	Complies Strongly	Complies Reasonably	Complies Averagely	Complies Weakly	No Compliance
The development of public sector skills for service delivery			X		

The internal HRD strategy of the PGWC is specific, aligned to national policies, built on the vision of the Province and revised continuously to remain relevant. The iKapa Elihlumayo vision plays an important role in the way that the provincial government operates. The province is committed to HRD. Annually an amount of two million is budgeted specifically for training and development of civil servants. In addition a strong HRD component, which developed tools and techniques for effective HRD, exists in the Department of the Premier namely the Cape Administrative Academy. The training was informed by National as well as Provincial strategies. Annually training interventions by the CAA ensured that 10% of civil servants are offered developmental opportunities in line with the NHRDS. The impact of this wasn't measured scientifically, but it is clear that a much bigger impact is needed to really improve service delivery. Skill upgrading is critical to match appropriately skilled labour supply with demand in the PGWC

As from April 2006, a new strategy of Building Internal Human and Social Capital has been rolled out in the PGWC. The transformation of the Cape Administrative Academy forms part of this drive and will assist in developing human resources in the PGWC that has raised the bar in terms of what is required from the civil servants.

HRD is seen as integral to several of the sectoral development strategies of the PGWC. Thus there is still a direct need for investment in skills and in human capital. HRD played a major role and will have to play an even bigger role in fulfilling the Provincial Government Development Strategy as well as the NHRDS.

6.6   THE OPTIMISATION OF PROVINCIAL GROWTH TO MAXIMISE THE IMPACT OF THE STATE TO BETTER THE LIVES OF THE PEOPLE

Through a summative holistic assessment of the optimisation of provincial growth to maximise the impact of the state to better the lives of the people (external focus), it was found that the PGWC complies strongly with this indicator. The substantiating facts of this finding are based on:

- The PGWC's response to poverty
- Economic growth in the PGWC
- Shared and sustainable growth
- Economic empowerment

The key mission of the NHRDS is "A nation at work for a better live for all". This was achieved by the PGWC through several strategies that are in place. One of the main strategies is the Draft Provincial Growth and Development Strategy (PGDS) (2006). Commitments were made by Government in 2004, embracing the vision of a developmental state and agreeing to embed the institutional agenda for directing the future of the Western Cape within the PGDS. The PGDS has a mandate from stakeholders in the Province to define shared growth and integrated development targets and objectives for 2014 (Memorandum of the Western Cape Growth and Development Strategy, 2005).

The PGDS takes the name 'iKapa Elihlumayo' meaning the Growing Cape and deepens and expands the original growth and development agenda by addressing local imperatives and realities, therefore re-enforcing the shared commitment to achieving the vision of the Western Cape as "A Home for All'.

The nine iKapa Elihlumayo 'base-strategies' are the Micro Economic Development Strategy (MEDS), Strategic Infrastructure Plan (SIP), Human Capital Development Strategy (HCDS), Social Capital Formation Strategy (SCFS), Provincial Spatial Development Framework (WC PSDF), Scare Skills Strategy (SSS), Human Settlement Strategy (HSS), Integrated Law Reform Project (ILRP) and the Sustainable Development Implementation Plan (SDIP).

In addition the policies and strategic planning processes of other spheres of government namely the State Owned Enterprises (SOEs), Integrated Development Plans (IDPs) and the National Spatial Development Perspective (NSDP) are also taken into account. An overview of the iKapa Elihlumayo development process is given in Model 7. The influence of the Provincial Economic Review and Outlook (PERO), Accelerated and Shared Growth Initiative for South Africa (ASGI-SA) are also depicted in this model.

MODEL 12: IKAPA ELIHLUMAYO DEVELOPMENT PROCESS
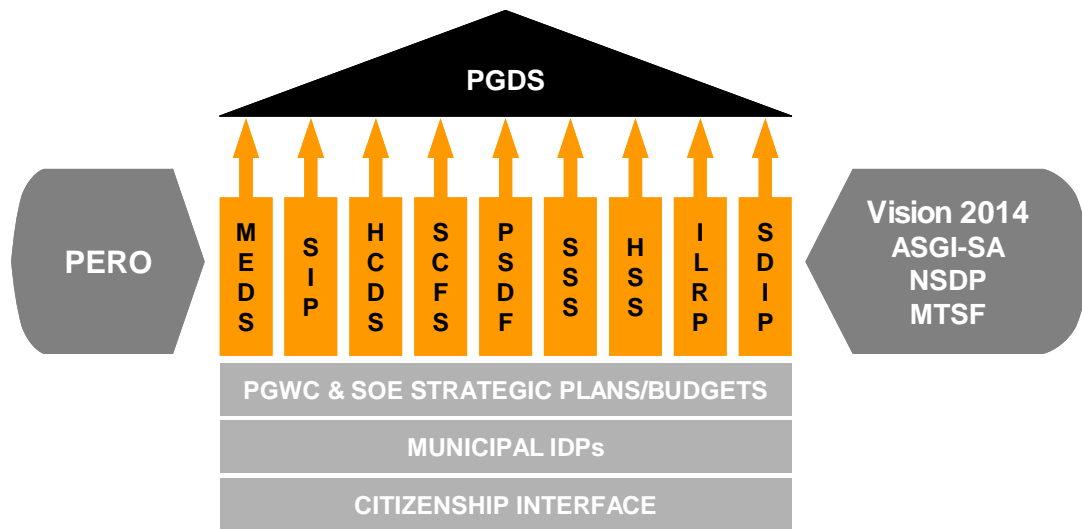
(iKapa Elihlumayo – Provincial Growth and Development Strategy. Draft, 2006).

6.6.1 Response to poverty in the PGWC

The iKapa Elihlumayo vision seeks to respond to the multi-dimensional nature of poverty in the Province. This condition expands beyond monetary factors and includes a multiplicity of social, spatial, and infrastructure factors (Draft Integrated Poverty Reduction Strategy for the Western Cape, 2005). The shared growth and integrated development approach directly addresses the key characteristics of poverty as it manifests itself in the Province. The uneven distribution of wealth, plus the reality of a steadily increasing poor population in need of economic opportunities, basic infrastructure and social support, all makes economic growth the biggest priority in the PGWC in the long run. Yet to date, despite 12 years of democracy and

sound economic performance, the underlying injustices of the region have been entrenched and poverty has deepened.

Although economic performance in the Western Cape has improved considerably since the late 1990s, it is not sufficient to meet new social demands, eradicate poverty or adequately address a legacy of inequality and exclusions. To meet the challenges of shared growth and integrated development that face the Western Cape, a shared consensus on the parameters of economic growth and the attraction of the Western Cape with its opportunities for its residents and other provinces is needed.

National economic targets are set out in both the Programme of Action from the Presidency and in Asgisa. The target of 6% within two years is essential to poverty reduction. Within the Asgisa framework national government has indicated its support for major infrastructure led growth as well as sector support. The way that this strategy plays out in the Western Cape will differ from the interior of the country because of underlying differences in the nature of the regional economies; this includes the imperative for the City of Cape Town regional to perform above national target and closer to 8% in the medium to long term.

Over the last decade government activities impacted on poverty alleviation by providing access to basic services, expanding the social grant system and improving labour market prospects. It must be kept in mind that the current high levels of inequity reinforce the negative impact of accelerated growth on poverty reduction. In turn, boosting the long-term growth potential of an economy depends on a more equitable distribution of income, capabilities and geographic location of communities and economic activity that enable the benefits of growth to be shared. When poor people have access to tangible assets, such as land, housing, water, energy, sanitation, transport, credit, or intangible assets, such as education and health, they hold the means to participate in economic activity and therefore are better placed to benefit from economic growth (PGDS, 2006). A shared growth strategy is therefore simultaneously pro-growth and pro-poor.

Another response to the problem of poverty is a total allocation of R4.9 billion for the 2005/2006 financial year to the Department of Social Services and Poverty Alleviation, which is nearly 24% of the Provincial Budget. This is an increase of close to R600 million on the Adjustments Estimate for the 2004/2005 financial year.

Apart from the services that this department render, several social development initiatives forms part of the PGWC strategy i.e. spatial development, building of houses, upgrading schools and roads as well as local economic development.

6.6.2 Economic growth

The iKapa Elihlumayo vision identifies the regional imperatives of growth and development and outlines the role Government can play in shifting the development path of the Western Cape until 2014 based on four key pillars: Growth, Equity, Empowerment and Environmental Integrity. In order to further growth, equity and empowerment, HRD plays an important role.

Economic growth is a prerequisite for boosting job creation, better quality human settlement and improved human well-being. Economic growth also has the ability to make a significant contribution to reducing poverty and improving people's livelihoods and future opportunities. The important role and benefits of human resource development and its potential in contributing to the economy cannot be over-emphasised. The informing documents, as described in Chapter 1, show that the PGWC has a commitment to support developmental initiatives with the potential to create and develop income generating activities and sustainable, decent employment. It is the aim within the PGWC to ensure, that through human resource development, a viable and dynamic distinctive sector be established and the economy be expanded that responds to the social and economic conditions of the people.

The following facts serve to show the optimisation of provincial growth:
- The Western Cape is one of the richest provinces and may continue to generate a higher than average growth rate
- Between 1999 and 2004, the Province grew at a faster rate than national, with the margin of out performance being 0.7% per year

- In 2004, the Provincial economy expanded by 5.3% in real terms, compared to 4.5% for South Africa
- Provincial real fixed investment growth has averaged 4.4% per annum a year over 1999 - 2004, slightly faster than the national performance of 3.5%
- Evidence points to fixed investment acceleration, albeit off a low base. The real growth in 2004 is at 8.4%, increasing the Province's ratio of fixed investment to GDPR from 16.5% in 2001 to close to 18% in 2005

Economic growth in the PGWC is indicative of provincial growth to maximise the impact of the state to better the lives of people. The real Gross Domestic Product (GDP) growth in the Western Cape vs. that of South Africa is depicted in Model 8.

MODEL 13: REAL GDP GROWTH: WESTERN CAPE VERSUS SOUTH AFRICA
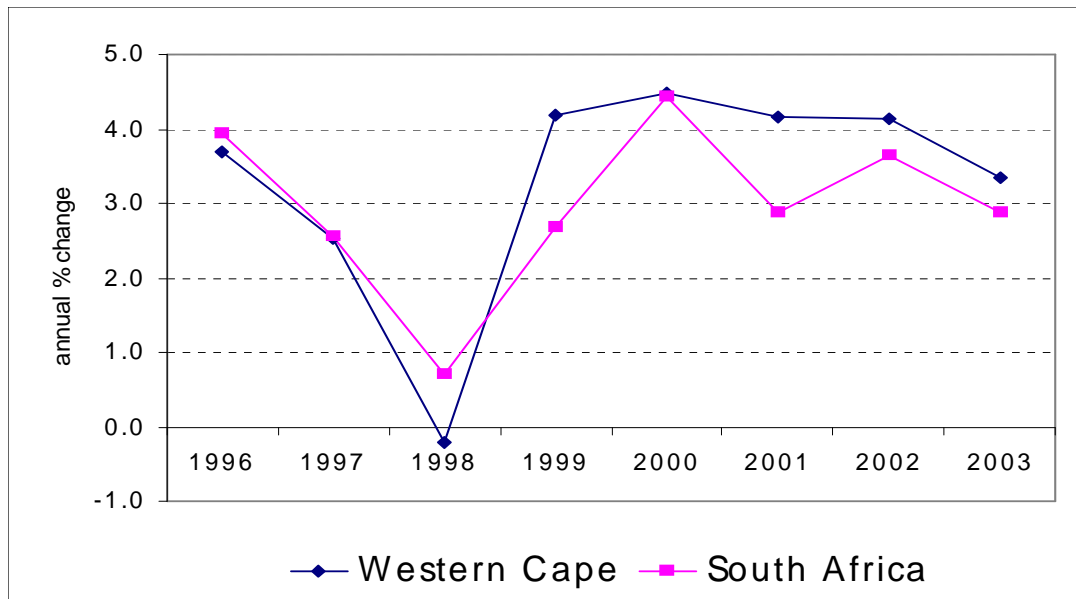
Source: Quantec Research cited in PERO 2006

In the PGWC the economy has grown and the GDP is currently growing at 5.7 %. The impact is that 99 900 new jobs were created since 2004. The construction sector showed an average growth rate of 8% per annum since 2004 resulting in full employment in the industry and is now poised to grow at an average of 12% per annum up to 2010 and beyond. In 2006 the number of foreign tourists to the Western Cape was 1.6 million and 3 million domestic tourists with a collective contribution to the GDP of R16.8 billion, sustaining 200 000 formal jobs. Through the procurement policy for the last 2 years, 70% of goods and services providers have

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been historically disadvantaged and of the total procurement budget of R2.8 billion, R1.5 billion has accrued to BEE. Evaluating the impact on the ground, much has been done and much more needs to be done (State of the Province Address, 2007).

Looking ahead, the medium-term outlook for regional fixed investment spending is rosy. Projections are that the Western Cape's real fixed investment rate will grow by 9.1% a year over the forecast period, due to significant new investment in port upgrades and human settlement investment (housing, services, transport). This is more or less equivalent to the anticipated fixed investment growth nationally. Should the estimated fixed investment growth materialise, the Western Cape's fixed investment rate could pick up further to 20% of Gross Domestic Product per Region.

6.6.3 Shared and sustainable growth

The Micro Economic Development Strategy (MEDS, 2005) has influenced the Province's choices to place the trajectory of the Western Cape economy on a shared and sustainable growth path. The key high value and high impact sectors in the Western Cape was chosen for prioritised and major interventions, these are Call Centres / Business Process Outsourcing sector, tourism, the oil and gas supply service hub, metals and engineering, Information and Communication Technology (ICT), agriculture and the creative industries. However, the PGWC will continue to support the traditional Western Cape sectors, clothing and textiles and fishing, through smaller-scale yet catalytic interventions (Budget, 2005).

Ultimately a shared growth and integrated development trajectory would positively impact the quality of life of the most marginalised, poor and vulnerable citizens of the Western Cape - the black and coloured communities, women and youth. An analysis of the Provincial spatial structure, combined with an understanding of economic, social and environmental trends provides a common understanding of the Provincial space-economy and in particular the relationship between development-trends, poverty and inequity and how these are reinforced over space and time. The identification of investment priorities, areas and localities with high growth potential are also given priority (PGDS, 2006).

The following can be regarded as strengths of the current Western Cape economic, demographic/social, settlement and environmental trends:

- Overwhelming urban character of the Province with increasing population and economic concentrations in Cape Town Functional Region
- Rapid urbanisation and human settlement formation
- Areas of growth potential of City of Cape Town/Cape Town Functional Region, emerging secondary urban system around George, Knysna and Plettenberg Bay
- Highly diversified urbanising population
- Coastal economy characterised by dominant port City of Cape Town
- Emerging industrial coastal nodes at ports of Saldhana and Mossel Bay
- Specific areas of high inter-provincial growth potential: regional motor regions, development corridors and transport corridors
- Geographic spread of well-resourced 'leader' towns: exceptionally high growth potential, relatively high levels of human need and critical supportive role to develop of surrounding towns and settlements
- High-quality, internationally recognised environmental quality and landmarks – South Africa's premier tourist and retirement destinations (especially along the southern- and west coast)

The Western Cape is also a significant producer, distribution centre and consumer market in an increasingly complex global, national and regional economic system. However it is distinct from other provinces such as Mpumalanga, the North West and Gauteng that currently benefit from the global commodity boom. Informality, unemployment, the structure of economic sectors in the province and its resource base also require a different approach that is currently receiving specific attention.

Further to this, the Provincial Spatial Development Framework (PSDF) was launched by the Premier of the Western Cape in 2005, is a methodology and priority intervention that stems from the leadership of the Presidency that developed the National Spatial Development Perspective (NSDP) in 2002. The PSDF seeks to implement the principles of the NSDP in order to augment provincial growth. The PSDF offers tools to address the legacies of the past and plot out a way towards a

more sustainable future. It is an expression of commitment to sustainable development, particularly in the Province with its sensitive natural and built environments and reinforces the importance of partnerships between all social partners and the public at large.

It is a vital building block towards the full realisation of iKapa elihlumayo (Speech at Launching of PSDF, Mr Ebrahim Rasool, Premier of the Western Cape, 2005). The PSDF sought to provide a detailed map indicating areas of economic growth and areas with potential for growth. It mapped the location, type and intensity of intervention required. It also assisted in identifying more achievable municipal Integrated Development Plan proposals, and provided the context for municipal spatial development frameworks. In striving to create a home for all, the PSDF also indicated the best locations for sustainable human settlements. It showed the connection between social, environmental and economic activity. The PSDF will impact on how, where and on what this Government spends money. It pointed the private and public sector to suitable investment areas (Provincial Minister of Environmental Affairs and Development Planning, 2005).

6.6.4 Economic Empowerment

Another indicator of the optimisation provincial growth is the building of houses by the PGWC through the Department of Local Government and Housing that aims to promote and manage economic empowerment, capacity building through the People's Housing Process (PHP) in the Western Cape. Their functions are the promotion and management of Economic Empowerment of communities and emerging contractors of housing as an asset, the co-ordination and management of capacity building programmes for local governments, NGOs and communities and the promoting and management of the People's Housing Process. This also entails economic empowerment that aims to promote broad-based Black Economic Empowerment, promote and facilitate Local Economic Development, promote and co-ordinate emerging economic entrepreneurs, including women and the disabled; and promote housing as an asset. Regarding capacity building the department aims to develop and maintain the Provincial Housing Skills Development Plan and the Capacity Building business plans. It co-ordinates capacity building, which supports

municipalities, communities and NGOs. It also co-ordinates housing consumer education and focuses to professionalise housing officials. The People's Housing Process further aims to support households who wish to enhance their subsidies by building or organising the building of their homes themselves.

The process assists such households to access housing subsidies, technical, financial, logistical and administrative support regarding the building of their homes, on a basis that is sustainable and affordable (Annual Report: Department of Local Government and Housing, 2005/2006).

6.6.5 Conclusion

The key challenges to be addressed toward the optimisation of provincial growth to maximise the impact of the state to better the lives of the people are strongly applied to by the PGWC in realising their vision of making the Western Cape a home for all and in ensuring shared growth through the Provincial Growth and Development Strategy (PGDS)—iKapa Elihlumayo.

Indicator	Complies Strongly	Complies Reasonably	Complies Averagely	Complies Weakly	No Compliance
The optimisation of provincial growth to maximise the impact of the state to better the lives of the people	X				

This strategy remains the only reliable way to overcome poverty, unemployment, inequality and social fragmentation (State of the Province Address, 2007). The shared growth and integrated development approach directly address the key characteristics of poverty as it manifests itself in the Province. Although economic performance in the Western Cape has improved considerably since the late 1990s, it is not sufficient to meet new social demands, eradicate poverty or adequately

address a legacy of inequality and exclusions. The Micro Economic Development Strategy (MEDS 2005) has influenced the Province's choices to place the trajectory of the Western Cape economy on a shared and sustainable growth. Through the PERO (2005), the MEDS (2005) and other research projects, implemented by each one of the provincial departments, the PGWC remains on the forefront and should be able to analyse key provincial economic variables and propose credible trend forecasts for employment growth. The Western Cape is part of a globally competitive world and therefore their strategies and interventions are responsive to this environment.

6.7   OVERALL ASSESSMENT

The overall assessment of the four indicators that were set to provisionally measure the extent of the implementation of the NHRDS in the PGWC are summarised in Table 6.4. At this stage it is apt to say that advances have been made in HRD since the launch of the NHRDS and most of the critical components of the national development strategy have been met, although to a varied extent. This has been driven by issues of access, redress and equity at all levels of the PGWC.

Table 6.4: Assessment: Implementation of HRD: PGWC

Indicators	Complies Strongly	Complies Reasonably	Complies Averagely	Complies Weakly	No Compliance
The improvement of foundations of human resource development		X			
Improvement of supply of high-quality skills			X		
The development of public sector skills for service delivery			X		
The optimisation of provincial growth to maximise the impact of the state to better the lives of the people	X				

To be successful in the next two-and-a-half years the PGWC would have to make some critical transitions. These include the transitions from policy to implementation,

from strategy to programmes, from planning to delivery, from compliance to innovation and from caution to leadership. There is no virtue in endless policy and strategy making without implementation and the monitoring and evaluation thereof.

Challenges cannot be solved with the same approach the PGWC used thus far. Transitions will be felt with the finalisation of Ikapa Elihlumayo - the Provincial Growth and Development Strategy and its implementation in the province.
There is a sense that the PGDS is the gravitational point of coherence for the PGWC and it is reflective of national government's policy direction in the National Spatial Development Perspective.

Since the ANC assumed power in the Province two and half year ago, they have been hard at work "addressing unequal access to opportunities, jobs and resources". The PGWC is currently busy in the struggle against poverty and underdevelopment in their determined striving to make the Western Cape a inclusive Home for All

6.8   SUMMARY

The NHRDS was revisited in order to provisionally determine the extent of the implementation of the NHRDS in the PGWC. The strategy is to ensure integrated HRD planning and implementation. To provisionally determine to what extent the strategy were met, four indicators were set against which the variables determining successful HRD through the implementation of the NHRDS could be evaluated. These indicators are: the improvement of the foundations of human development (complies reasonably), the improvement of high quality skills (complies averagely), the development of sector skills for service delivery (complies averagely) the optimisation of provincial growth to maximise the impact of the state to better the lives of people (complies strongly). A composite view of the compliance to the set indicators, as substantiated by specific facts was given in order to conclude the findings.

The potential benefits that can arise from the successful implementation of a NHRDS in the PGWC are significant. It could create a virtuous circle of increased economic growth and employment, an improved standard of living, and a more educated and

trained citizenry. In short, the effective implementation of the NHRDS indeed could lead to a "better life for all".

CHAPTER 7
SUMMARY AND CONCLUSION

7.1   INTRODUCTION

The objective of this dissertation was mainly to describe and analyse the determinants for the development of a HRS strategy in the PGWC. Furthermore, it was also a further focus of the study to investigate the implementation of the NHRDS in the PGWC. The dissertation also aimed to explore the special role played by the PGWC to develop human resources in a transformed South Africa, in fulfilling its NHRDS mandate "to maximize the potential of the people of South Africa, through the acquisition of knowledge and skills, to work productively and competitively in order to achieve a rising quality of life for all, and to set in place a operation plan, together, with the necessary institutional arrangements, to achieve this" (NHRDS, 2001). A further aim of this study was to develop a set of indicators against which the interaction of the variables influencing a successful strategy for HRD can be contextualized and evaluated through the implementation of the NHRDS in the PGWC.

In this last chapter of the dissertation the research objectives, appropriate conclusions and proposals are also addressed, based on the role that the PGWC, can play, through the implementation of the NHRDS in order to serve as a mechanism to promote HRD. As noted in Chapter 1 (see section 1.8.1.1), in order to guide the research, the grounded theory researcher starts with the raising of generative questions which are not intended to be either static or confining. The following question formed the core of the statement of the problem as discussed in Chapter 1 (see sections 1.1 and 1.2): "*What is the role and context of HRD in the South African public service and does the implementation of the NHRDS justify the need and development of a HRD strategy in the PGWC?*"

To identify the main questions that may help to provide possible solutions to the research problem being studied, the focus was subdivided into several research questions (see section 1.4 in Chapter 1):

- To what extent can the NHRDS be interpreted and applied by the PGWC and its implementing agencies in order to improve HRD in the Western Cape Province?
- To what extent do the nature, development, transformation and scope of HRD determine whether the NHRDS can be an effective strategy to promote HRD in the public sector?
- What is meant by HRD in the context of the South African public sector?
- What is the nature of the interaction of the variables influencing HRD towards the implementation of the NHRDS?
- How can this interaction be strengthened in order to increase the likelihood of the NHRDS being effective as a HRD mechanism?
- To what extent does the complexity of defining HRD in terms of the promotion of high-quality skills affect the dilemma of supplying the public sector with skills for better service delivery?
- What are the characteristics underlying the NHRDS strategy?
- What are the factors constituting to the challenges for HRD in the South African public sector and could the effectiveness of the legislative and policy frameworks that are currently in place in South Africa to guide HRD serve as a constructive correctional action to promote the optimisation of provincial growth to maximise the impact of the state to better the lives of the people?

To facilitate the research, to identify the core theoretical concepts and to investigate the problems identified in this study, the focus was subdivided into five research objectives (see section 1.6), which were analysed in chapters two, three, four, five and six of the dissertation:

- To provide an analysis of the nature, development, scope and concepts of HRM, HRD, training, and education, in order to examine the influence of these important external variables on the process of HRD in a public sector organisational setting and to provide context to the need for a NHRDS in South Africa.

- To provide an overview of the relevant trends of transformation in South Africa with a focus on the origin, nature and implications of the transformation of South

Africa after 1994 as well as the impact of the public service transformation HRD interventions in general.

- To provide a systemic exploration of the scope and legislative and policy framework for HRD in the public sector in South Africa in general through an overview of the NHRDS and other HRD education and training strategies in order to provide an exposition of the rationale of the NHRDS and to get clarity on the conceptualisation of HRD in terms of skills for service delivery in the public sector.

- To provide an exploration of conceptual knowledge of the variables influencing HRD through the application of a literature and documentary study of the present strategies (both internal and external) of the PGWC to develop its human resources, in order to describe and analyse the outcomes of the NHRDS process in the PGWC as well as the strategies and procedures employed to implement the NHRDS in the PGWC.

- To develop a set of indicators against which the interaction of the variables influencing a successful strategy for HRD can be measured through the implementation of the NHRDS in the PGWC.

The next section presents a synthesis of the study, taking into account the key findings. All these conclusions are reflected in terms of the research objectives set out above, which provide useful answers for the research questions posed in this study as well as more insight and inputs into future research, in order to reduce the gap in the literature.

This dissertation is an attempt to make a contribution, in general, to the understanding of the role of the development of human resources through the NHRDS and is completed in the trust that the findings recorded here and the proposals made will be useful for future research.

7.2   SYNTHESIS AND FINDINGS OF THE RESEARCH OBJECTIVES

Information was gathered through both primary and secondary sources of data that would address all the research objectives, individually and/or collectively. The objectives noted in the previous section constituted a documentary analysis and evaluation of the legislation, policies, strategies dealing with the related aspects of the NHRDS as well as with the theoretical foundation, the information and the findings resulting from the study of primary and secondary sources undertaken to provide a basis for the evaluation of the NHRDS's role in the development of a strategy for HRD in the PGWC.

To ensure that this study is also seen as an appraisal of a process and not only as a description based on the information culminating from the various objectives set out in the previous chapters, new insights will also be provided in this chapter to substantiate the findings made in the previous chapters, in order to draw conclusions and make proposals on the implementation of the NHRDS in the PGWC.

This research was structured and presented in the following way:

Chapter 1 introduced the reader to the need for research and the rationale for the problem statement in order to determine how the PGWC implemented the NHRDS. Chapter 2 described the theory regarding HRM and HRD. It provided an overview of the origin, the definition and meaning of relevant terminology, and showed how HRD forms an integral part of human resource management. Chapter 3 outlined the history of the public service in South Africa. Strategies towards transformation and opportunities to develop its people were discussed. In Chapter 4 the context, challenges and policies of HRD in the South African public sector were observed. Chapter 5 described the internal HRD strategy in the PGWC as well as the HCDS of the WCED. The current status and progress of HRD in the Western Cape were established. Chapter 6 determined the extent of the implementation of the NHRDS in the PGWC. Chapter 7 provided a synthesis and conclusions of the extent of the development of a HRD strategy with specific reference to the implementation of the NHRDS in the PGWC.

Although, the politics of the Western Cape has been rather volatile since 1994, with the previous provincial government not always agreeing with the policy direction decided upon at a national level, in April 2004, the then new Premier of the Western Cape declared that the unity, co-operation and non-racialism among the people of this Province are the key to any success that the Western Cape wants to achieve. He said that the Province could not be satisfied with 3% growth in GDP or with the skills level of its workforce and graduates. He undertook that the next five years would see an unprecedented partnership between government, business, labour, and communities to ensure an economy capable of caring for the people of the Western Cape.

Provincially, in 2004, the vision called iKapa Elihlumayo became the strategy to grow and share the Cape. Shared growth is a development strategy that views poverty reduction and economic growth as being inter-dependent goals over the medium to long term.

Nationally a new regulatory framework for human resource development, namely the National Human Resource Development Strategy was launched through the ministries of Education and Labour in 2001. As the NHRDS has at its core growth and the eventual improvement of the lives of people

Against the general background, the NHRDS (2001) was the first integrated national human resource development strategy for the country. This strategy was focused on the people's needs and had to be implemented at every level of government. Where skills development is specifically focused on improving the quality of working life, the NHRDS (2001) is concerned with the overall quality of life for children, for youth, and for adults.

Human resource development starts with the new-born child, concerning their health, welfare and development, and ends only when it departs this life. Until then, lifelong learning and social development take place through a variety of structures. In order for this to succeed, organisations, including traditional authorities, community structures, non-governmental agencies, cultural and sporting associations and many others have to work together.

The key mission of the NHRDS (2001) is "A nation at work for a better live for all". Specific cognisance of the NHRDS was taken by two of the key departments in the PGWC namely the Department of the Premier and the Department of Education, who responded in a positive and strategic manner.

A strong HRD component exists in the Department of the Premier, focusing on the development of public servants. As from April 2006, after a re-engineering process in the Department of the Premier, a new strategy of Building Internal Human and Social Capital has been rolled out. The transformation of the Cape Administrative Academy forms part of this drive. Public service delivery improvement continues to be a challenge that requires the commitment of all public servants to work towards. The PGWC cannot fulfil its mandate unless it has the capacity to deliver; and, most of this capacity lies in its people; in their ability to perform their assigned responsibilities as public officials; and, in their level of commitment to serve and perform to the best of their ability. A Human Resource Development Strategy is seen as central to building this capacity, and is embraced as fundamental to the agenda of enhancing service delivery.

WCED has launched a Human Capital Strategy for the Western Cape: A focus on youth, as a direct result of the NHRDS, in 2006. Although this strategy was launched in 2006 only, evidence does exist that foundations to improve human development received high priority. Through this HCDS the WCED again takes responsibility for human resource development at schools, FET colleges, ECD sites and adult community centres. Strategies towards the better schooling and appropriate education are part of the Human Capital Development Strategy: A focus on youth, of the WCED The seriousness to address the current challenges is evident through the Provincial budget, 2006, which affords the Department of Education 38% of the total budget. As provider of education, the WCED is responsible for ensuring the foundation of human resource development. The entire orientation for the Department of Education is upon ensuring that all learners have access to good quality education. The matric pass rate of more than 80% for five years in a row reflects stability in the education system of the Western Cape.

The PGWC currently places considerable financial resources, time and effort into changing the skills profile of the workforce to one that matches the skills demand profile. As higher education plays an important role in human resource development, economic growth and social and economic development, there is now widespread recognition of the role of higher education in regional development. Despite successes the PGWC is keenly aware of the deficiencies in the general education system and is well-focused on addressing them

Further to this growth was achieved by the PGWC through several strategies that are in place. One of the main strategies is the Draft iKapa Elihlumayo – Provincial Growth and Development Strategy. (2006). Commitments were made by Government in 2004, embracing the vision of a developmental state and agreeing to embed the institutional agenda for directing the future of the Western Cape within the PGDS. The PGDS has a mandate from stakeholders in the Province to define shared growth and integrated development targets and objectives for 2014. The PGDS and iKapa Elihlumayo vision plays an important role in the way that the provincial government operates.

The iKapa Elihlumayo vision identifies the regional imperatives of growth and development and outlines the role Government can play in shifting the development path of the Western Cape until 2014 based on four key pillars: Growth, Equity, Empowerment and Environmental Integrity. In order to further growth, equity and empowerment, HRD plays an important role.

The purpose of the NHRDS is to provide a plan to ensure that people are equipped to participate fully in a society, to be able to find or create work, and to benefit fairly from it and has at its core, growth and the eventual improvement of the lives of people. The PGWC's response to poverty, strategies towards shared sustainable economic growth and economic empowerment are described in the PGDS.

The Western Cape economy grew strongly with the GDPR growing from 4.3% in the period between 1999 and 2004 to 5% in 2005. It is apparent that HRD needs to be an important part of overall economic strategy. Building better professional skills in South Africa will be important for future economic performance, but so will be

building better intermediate and lower skills. Upgrading skills for all could help South Africa to move out of its current economic problems if addressed in conjunction with economic policies that prioritise growth and employment.

The problem statement of this research (see section 1.2 in Chapter 1) was founded on the fact that the South African government committed itself to a programme of reconstruction and development following the advent of democratic rule in 1994. Educational and training programmes were of particular importance to the future in South Africa. These were needed to lay the foundation of HRD, aimed at producing a highly qualified citizenry. The development of public servants was of equal importance in order to improve service delivery. Public service transformation impacted hugely on the demand for human resource development in South Africa. A public service which was development oriented would be able to play a proactive role in the realization of government's objective of creating a better life for all. Frameworks have been put in place to facilitate HRD. The challenge was to ensure that the strategies which were generated were implemented in all spheres of government. The successful implementation of NHRDS would be of significant benefit to the PGWC.

The integration of different government policies would help to increase economic growth and employment, improve the standard of living, and produce a more educated and trained citizenry. Strategies were in place, but it was of importance that the relevant policies and strategies were implemented in each province, to enhance HRD practices and accelerate the achievement of the goals for the country faster. The question arose as to whether this happened in the PGWC. Successful implementation of the strategy would give rise to a solid basic foundation consisting of early childhood development, general education at school, adult education and training, and securing a supply of skills (especially scarce skills) within the Further and Higher Education, which anticipate and respond to specific skill needs in society.

7.3   HYPOTHETICAL SYNOPSIS

Based on the problem statement and the research questions, the study followed the hypothetical point of departure, as set out in chapter one:

The potential benefits that can arise from the implementation of the NHRDS in the PGWC are significant. It could create a virtuous circle of increased economic growth and employment, an improved standard of living, and a more educated and trained citizenry.

The hypothetical point of departure was formulated in such a way that acceptance of it constituted support for the findings obtained from the literature and observations on HRD strategies as well as the implementation of the NHRDS in the PGWC. In conclusion, it can be stated that the hypothetical point of departure that were formulated for this study, was proven to be correct in theory and practice.

7.4   CONCLUDING PROPOSALS

While these and many other achievements are of the most considerable ever achieved in the PGWC, more can be done. The following key challenges remain and might be considered:

- A skills mismatch in an environment where there is 26% unemployment and skills and qualification shortages, thus increased linkages between education, training and key stakeholders needs urgent attention.

- In addition to this the focus needs to be on both accelerating growth in the Western Cape and ensuring that growth is broader based and shared amongst a wider range of people.

- The purposes and roles of education and training, HRD and Human Capital building in the globalised world must receive attention and public servants need to be trained for the "global village".

7.5   FUTURE RESEARCH POSSIBILITIES

This research study was inter alia focused to determine the extent of the implementation of the NHRDS in the PGWC. There are a variety of other research possibilities related to this study that should be explored.

These include:

- An assessment of the role and implementation of Asgisa in the PGWC;
- The critical skills shortages in the PGWC and how HRD can be used to manage this in future;
- The organisational readiness in terms or culture and skills to implement the iKapa Elihlumayo strategies and programs in the Western Cape; and
- The effectiveness of Sector Education and Training Authorities.

In conclusion, South Africa began with the second decade of democracy. Few can be in doubt that immense progress has been made on political, economic, social and legislative fronts. Yet, as the nation develops, many challenges remain. Firstly, the shortage of critical skills needs to be addressed and secondly, South Africa, and the Western Cape needs to grow a globally competitive as well as efficient public service. HRD is vital, not only to organisational survival, but also to develop essential skills in the Western Cape, to eradicate unemployment and to break the back of poverty.

ANNEXURE A: Abbreviations

ABET: Adult Basic Education Training

ASGISA: Accelerated and Shared Growth Initiative-South Africa

ASTD: American Society of Training and Development

BBBEE: Broad-based Black Economic Empowerment

CAPAM: Commonwealth Association for Public Administration and
                Management

CAA: Cape Administrative Academy

CEDEFOP: The European Centre for the Development of Vocational Training

DOE: Department of Education

DPSA: Department of Public Service and Administration

DTC: Departmental Training Committee

EAP: Employee Assistance Programmes

FAQ: Frequently Asked Questions

FET: Further Education and Training

G & A Cluster: Governance and Administration Cluster

GET: General Education and Training

HOD: Head of Department

HR: Human Resource(s)

HRD: Human Resource Development

HRD-CC: Human Resource Development Co-ordinating Committee

HRM: Human Resource Management

ICT: Information and Communication Technology

IPDP: Individual Performance and Development Plan

ISDP: Individual Staff Development Plans

LEDF: Local Economic Development Fund

LLL: Life long learning

MBO: Management by Objectives

MEDS: Micro Economic Development Strategy

MSC: Manpower Services Commission

MTEF: Medium Term Financial Framework

MTBPS: Medium Term Budget Policy Statement

NEPAD: New Partnership for African Development

NHRDS: National Human Resource Development Strategy

NPHE:	National Plan for Higher Education
NSDP:	National Spatial Development Perspective
NQF:	National Qualifications Framework
PAMTS:	Manufacturing & Technology Strategy
PEP:	Provincial Executive Programme
PERO:	Provincial Economic Review and Outlook
PERT:	Programme Evaluation and Review Technique
PGWC:	Provincial Government Western Cape
PPB or PBPB:	Performance-Based Programme Budgeting
PSDF:	Provincial Spatial Development Framework
PSETA:	Public Sector Education and Training Authority
PSTF:	Public Service Trainers' Forum
PTPDC:	Provincial Training and Personnel Development Committee
PTM:	Provincial Top Management
QMS:	Quality Management System
RSA:	Republic of South Africa
RPL:	Recognition of prior learning
SADC:	Southern African Development Community
SAMDI:	South African Management Development Institute
SAQA:	South African Qualification Authority
SARS:	South African Revenue Services
SD:	Skills Development
SDF:	Skills Development Facilitator
SER:	Socio-Economic Review
SEMP:	Senior Executive Management Programme
SETA:	Sectoral Education and Training Authority
SMME:	Small, Medium and Micro-Enterprises
SMS:	Senior Management Service
UNDP:	United Nations Development Programme
WCPA:	Western Cape Provincial Administration
WCPG:	Western Cape Provincial Government
WSP:	Workplace Skills Plan

ANNEXURE B: Bibliography

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