



arts and culture

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Department:  
Arts and Culture  
REPUBLIC OF SOUTH AFRICA

DEPARTMENT OF ARTS AND CULTURE  
HERITAGE SECTOR HUMAN RESOURCES  
DEVELOPMENT STRATEGY (HHRDS) 2015

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## ABBREVIATIONS

**AWHF** - Africa World Heritage Fund  
**CHDA** - Centre for Heritage Development in Africa  
**DAC** - Department of Arts and Culture  
**DHET** - Department of Higher Education and Training  
**DoL** - Department of Labour  
**DoBE** - Department of Basic Education  
**FET** - Further Education and Training  
**HHRDS** - **Heritage Human Resources Development Strategy**  
**HRD** - Human Resources Development  
**HRIS** - Human Resources Information System  
**HRT** - Human Resources Targeting  
**ICOM** - International Committee of Museums  
**ICOMOS** - International Council of Monuments and Sites  
**ICCROM** - International Centre for the Study of the Preservation and Restoration of Cultural Property  
**KHC** - Khensani Heritage Consulting  
**NLRD** - National Learner Record Database  
**NHC** - National Heritage Council  
**NQF** - National Qualification Framework  
**ROI** - Return on Investment  
**SALGA** - South African Local Government Association  
**SETA** - Sector Education and Training Authority  
**SMME** - Small Medium and Micro Enterprises  
**UNESCO** - United Nations Educational, Scientific and Cultural Organization

## 1. BACKGROUND AND CONTEXT OF THE HHRD STRATEGY

- 1.1. The Heritage Sector Human Resources Development Strategy (HHRDS) 2015 cascades from an HRD Heritage Sector Analysis Report to which it is appended. The strategy is a package of interventions to address key issues identified in the Sector Analysis Report. The Implementation Plan is a schedule of actions that must be taken at the various levels of authority under the DAC and descending to heritage institutions in both the public and private sectors.
- 1.2. The Heritage Sector HRD Strategy 2015 is a culmination of a heritage skills audit and headcount of professionals in the sector undertaken by the Department of Arts and Culture in 2008 and 2009 respectively. The two studies brought to light a wide range of HR challenges in the sector, particularly in the supply of critical, priority and scarce skills, transformation of racial demographics and the distribution of the workforce across the country.
- 1.3. The strategy prescribes a package of formal interventions to address these challenges in a timeframe of five years, and provides a framework for continual assessment and review of the human resources situation in the sector in the long term.
- 1.4. The aim of the HHRD strategy is to provide a solid foundation upon which human resources development practitioners can "create innovative systems and

mechanisms to ensure performance improvement in the workplace[s]"<sup>1</sup>.

1.5. The skills audit, the headcount together with the MAPPP-SETA report (2008) have provided the empirical basis for pinpointing challenges and prescribing appropriate interventions. The HHRD Strategy 2015 will focus on the following key areas:

- Governance;
- Leadership and coordination;
- Training and capacity building; and
- Strengthening institutional capacity for HR planning.

1.6. This document must be read in conjunction with the HRD Heritage Sector Analysis Report which defines strategic imperatives and gives context to this document through an environmental scan of the Heritage Sector HRD landscape.

1.7. The HRD strategy underlines the importance of investment in human capital. In modern organizational development it has become imperative to regard human resources as assets. The aim of this strategy is therefore to create optimal conditions for the supply and retention of critical and priority skills in order to maintain a dynamic sector workforce with capacity to constantly adapt to change.

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<sup>1</sup> Meyer and Marius 2002: p.2.

1.8. The Medium Term Expenditure Framework 2010 - 2014 defines the DAC's service commitments in terms of six programmes as follows:

Programme 1: Administration (Corporate Services;

Programme 2: Arts and Culture in Society;

Programme 3: National Language Service;

Programme 4: Cultural Development and International Cooperation;

Programme 5: Heritage Promotion; and

Programme 6: National Archives, Records, Libraries and Heraldic Services.

1.9. It is necessary for the DAC to reflect on this service structure and redefine a clear HR function for the Sector. Ideally the heritage sector human resources function becomes a standalone service, or it is incorporated in Programme 5: Heritage Promotion, under Heritage Institutions Sub-directorate.

1.10. The National Heritage Resources Act, which is the principal legislation on heritage management, underlines the importance of HRD (Section 5(2) "to ensure that heritage resources are effectively managed:

(a) The skills and capacities of persons and communities involved in heritage resources management must be developed; and

(b) Provision must be made for the ongoing education and training of existing and new heritage resources management workers."

## 2 HHRD VISION AND MISSION

### 2.1 HHRD Vision for Heritage Sector

2.1.1. Develop a highly skilled and competitive workforce capable of contributing to socio-economic change through heritage management and development in South Africa.

### 2.2. HHRD Mission

2.2.1. The HRD strategy will assist heritage workers to realize their human resources potential and fulfill the sector's mandate by:

- Providing sector specific training and development interventions which address critical, scarce and priority skills;
- Partnering with training and development institutions to deliver appropriate training curriculum; Providing financial assistance to learners to acquire critical and priority skills;
- Making recommendations for competitive remuneration and rewards; and
- Attracting and retaining a skilled workforce.

## 2.3 HHRD Strategic Objectives

### 2.3.1. The objectives of the HHRD strategy are to:

2.3.1.1. Create an HRD infrastructure for the heritage sector so that it can continuously develop its human capital and ensure sustainable growth of its human assets. Put in place structures and systems to enable the sector to constantly review the HRD situation in order to address constraints in the supply of critical, scarce and priority skills.

2.3.1.2. Ensure that education and training delivery are integrated with skills demand and utilization in the sector (demand-led skills development).

2.3.1.3. Devise strategies to accelerate skills acquisition and development by previously disadvantaged populations in line with the Government legal and policy frameworks to bring about social equity.

2.3.1.4. Provide strategies for the implementation of an integrated plan of action to resolve HRD challenges that have been identified in the sector.

2.3.1.5. Position the sector's institutions to manage change within the sector and socio-economic change in the affairs of the nation at large.



## **2.4. HHRD Strategic Imperatives**

The HRD strategy addresses the following challenges:

**2.4.1. Policy leadership:** There is currently no defined structure at the top to coordinate the functions of different departments and bodies dealing with human resources issues, and this impacts on governance practice at both vertical (national, provincial and local) and horizontal levels. As corollary, lack of coordination makes it impossible to align HHRD policies and initiatives under these different jurisdictions.

**2.4.2. MAPP-SETA restructuring:** The definition of the activities of the Cultural Heritage subsector in the framework of MAPP-SETA demonstrates a flawed conceptual understanding of the core skills needs of the subsector.

**2.4.3. Quality of foundation education:** Lack of sound curriculum base for heritage education at both foundation and tertiary phases respectively constraints capacity to supply critical, scarce and priority skills.

Education and training delivery in the sector have not been prioritized. Structures and systems are generally weak. In theory vocational training demands should be addressed within the ambit of the relevant Sector Education and Training Authority (SETA).

There are few accredited training providers for heritage skills, apart from universities that provide such training as mainstream further education training within the

mandate of the Department of Higher Education and Training.

**2.4.4. Social transformation:** The racial configuration of employment in the heritage sector, particularly in senior management positions, professional and technical field's remains skewed in favour of whites, who are better skilled, and therefore earn better salaries, when compared to their black counterparts. Policy guidance is necessary to accelerate the transfer of high level skills to historically disadvantaged groups.

**2.4.5. A Human Resources Information System (HRIS)** to support HRD function does not exist. The DAC will establish and maintain an HRIS to serve as a tool to process and share strategic human resources data. Keeping retrievable records of employees, such as skills profiles and demographics, recruitment and turnover rates will aid monitoring and enable HRD planners in the sector to monitor trends and make appropriate responses.

**2.4.6. Human Resources Targeting (HRT)** is a management tool required to regularly assess the relationship between the present workforce and the workforce that will be required in the medium and long term future of the sector. HRT is about future workforce planning. It is a component of strategic workforce planning, harmonizing future trajectories of the workforce and the business strategy. This approach will allow managers to predict demand and make sure that the right skills are supplied when they are needed.

**2.4.7. Consultation with stakeholders:** Lack of consultation of training providers such as universities can colleges and employers in the sector means supply and demand are not talking to each other; employer and employee inputs have not been integrated into the management and planning of human resources. Shortage of certain skills is due to lack of demand-led education and training and the absence of structures to make sure curriculum development responds to skills demands.

**2.4.8. Role of communities:** Custody of heritage lies in local communities who attach meaning and value to it. Yet local communities often lack the knowledge and capacity for sustainable stewardship of the heritage. It is necessary to extend training programmes to local communities in partnership with Municipalities through SALGA in order to build management capacity.

**2.4.9. Change management:** HRD in the heritage sector requires a strategy to cope with change occurring within and outside the sector.

**2.4.10. Learning organizations:** Adopting a learning organization model requires a change in organizational culture and a holistic approach to learning and development in which employees engage in on-going learning and improvement. Heritage institutions need a sustained capacity to acquire, cultivate and apply knowledge needed to adapt to change. A learning organization embraces transformation management and regards change as an ongoing process and not as an event. Change is built into the

fabric of institutions as part of its existence and continuous development.

**2.4.11. Remuneration and reward systems:** Public service institutions in the sector operate with different remuneration and reward systems. This seems to arise from the fact that institutions fall under several different jurisdictions - provincial governments, municipalities, and in the case of Declared Institutions directly under DAC. Fair determination of remuneration and benefit system is essential to building good employment relationships and has a bearing on institutions' competitiveness; it will help to stop rapid staff turnover rates in the public service.

**2.4.12. Competitiveness:** Lack of internal consistency and failure to respond to developments in the labour market is a major cause of poor work attitudes and low job satisfaction.

### **3. HUMAN RESOURCES DEVELOPMENT STRATEGIC INTERVENTIONS**

3.0. An integrated HHRD strategy provides direction on appropriate interventions with medium and long term milestones. It's Vision, Mission and overarching goals are mindful of challenges and opportunities in the internal and external environment. The action programme is divided into a short term plan (2011 - 2012) and a medium to long plan term (2013 - 2015).

#### **3.1. Governance, Leadership and Coordination**

3.1.1. The DAC is custodian of heritage policies and the HR strategy; the strategy will assist in the achievement of the DAC's ministerial mandate, which is development and preservation of cultural heritage in South Africa through the employment of a skilled workforce.

#### **3.1.2. Key Action Programmes**

3.1.2.1. A sub-directorate within Heritage Institutions will be created in the DAC to coordinate skills development in the heritage sector. The sub-directorate will use the HHRD Strategy as a tool to coordinate and accelerate functions of government, industry and training providers to build and maintain a viable workforce for the sector. It will set the agenda for heritage institutions to build capacity for human resources development by providing leadership and resources. This can be achieved through the institutionalization of HRD where DAC either sets up a new directorate dedicated to HRD functions or

locate the functions to Heritage Institutions sub-directorate

### **3.1.3. Key Milestones**

**3.1.3.1.** Conduct a cost modelling exercise for the establishment of an HRD infrastructure for the HHRD sub-directorate;

**3.1.3.2.** Operationalize the HR function. Align and harmonize HRD initiatives at the national and provincial level and in institutions in order to achieve coherence and consistency.

**3.1.3.3.** The HHRDS will influence the restructuring of the relevant SETAs to establish inter-sectoral training links with associated industries such as tourism and environment.

**3.1.3.4.** DAC will set guidelines for the submission of work skills plans by heritage institutions and organizations with a view to developing sector skills plans due for submission to the Department of Labour. Training plans must be an integral part of institutions' strategic plans and annual reports.

**3.1.3. 5.** Computerize HRD; create E-HRM and HRIS platforms to manage HR information.

### **3.2. Socio-economic Transformation of the Heritage Sector**

3.2.1. The racial configuration of employment in the heritage sector, particularly in senior management positions, professional and technical field's remains skewed in favour of whites, who are better skilled, and therefore earn better salaries, when compared to their black counterparts. Heritage services are concentrated in a certain provinces and the geographic spread does not match needs or potential capacity across the country.

#### **3.2.2. Key Action Programme**

3.2.2.1. DAC will pursue the national goal of social equity in training and employment, and strategic mobilization of geographically representative group of employees in the sector to achieve development throughout the country. Set enrolment targets for previously disadvantaged communities to de-racialize the heritage industry. Set targets of recruiting from previously disadvantaged communities. Improve access to training in managerial skills by those previously disadvantaged. Create incentives/opportunities for employment of professionals in marginalized provinces e.g. (Northern Cape, Limpopo and North West).



### 3.2.3. Key Milestones

3.2.3.1. Develop monitoring and evaluation tools to assess the pace of transformation of the demographics of the sector, in particular the distribution skills across the racial groups. This will be one of the main targets of the Human Resources Information Systems (HRIS).

### 3.3. Training and Development

3.3.1. There are limited opportunities for learnerships, internships and apprenticeships in specialized fields such as e.g. archaeology, collections management, heritage management, object conservation.

#### 3.3.2. Key Action Programmes

A wide range of interventions are proposed:

3.3.2.1. The DAC will roll out scholarship grants to address the skills shortage in the Heritage sector. Target beneficiaries of this programme include but not limited to the following:

High/Secondary school learners, in particular grade 12 interested in pursuing a career in heritage at tertiary level;

Students at tertiary institutions who have already made progress towards obtaining a recognised and approved heritage qualification;

Postgraduate students in heritage disciplines;  
Students who have completed an approved and recognised theoretical training course but still require in-service training in order to be accredited;

Heritage practitioners who only need in-service training to improve on specific skills;

Heritage practitioners with no formal training, and need formal training to perform better on their jobs;

3.3.2.2. Additional learnerships, internship and apprenticeship programmes should be investigated with international organizations such as AWHF, ICCROM and CHDA.

3.3.2.3. The DAC should create an enabling environment for the establishment and accreditation of training providers. Training providers, curriculum developers and academic institutions must provide training in specialized areas of the sector. Training programmes can range from short courses, certificates, national diplomas, undergraduate degrees and postgraduate degrees. These could further be augmented by formalized on-the-job/in-house training programmes. Vocational training programmes, coaching and mentoring programmes, leadership development programmes as well as succession planning programmes. Heritage organizations must be encouraged to provide on-the-job training. Further investigations must be conducted to establish the content, structure and effectiveness of in-house training. If it is found to be inadequate, it can be combined with external support arrangements.

3.3.2.4. The DAC must capacitate the relevant Sector Education and Training Authorities to develop unit standards for priority, scarce and critical skills.

3.3.2.5. The DAC should encourage and incentivize training providers in the SMME category to fill in training capacity gaps in the heritage sector.

3.3.2.6. Employees should each have personal development plans (PDPs) and undergo training and development that addresses the development needs of their respective institutions. Job-functions and skills in heritage organizations should be evaluated. There should be on-going assessment of skills needs in the sector. The DAC should set minimum standards for job requirements.

### **3.3.3. Key Milestones**

3.3.3.1. Restructuring and expansion of curriculum at basic and FET levels to increase heritage content. The DAC will collaborate with the Department of Basic Education in the introduction of heritage at FET level

3.3.3.2. The DAC will set guidelines for the awarding of bursaries and scholarship schemes to aspirant heritage learners and students. The DAC will liaise with Provinces that are currently offering such schemes with a view to collaborating and avoiding duplication.

3.3.3.3. The DAC will deploy the Skills Levy to supplement the bursary fund.

3.3.3.4. The DAC in collaboration with Provincial Heritage Resources Authorities and universities in respective provinces must set up Provincial Heritage Academies in order to decentralize skills supply. Provincial heritage academies will provide training at NQF level 4,5 and 6.

3.3.3.5. Conduct training and development impact assessments.

3.3.3.6. The DAC in consultation with the NHC will set accreditation criteria for heritage training providers and professionals. A register of training providers will be prepared.

#### **3.4. Demand-led training**

3.4.1. There is a lack of structured approach to link training with skills needs in the sector. This requires an integrated strategy to harmonize training with the needs of the employers. The HRD strategy will provide broad guidelines for institutions to customize their training and development to suit their own institutional needs.

#### **3.4.2. Key Action Programmes**

3.4.2.1. The DAC will establish forums for joint review of training curriculum in collaboration with academic institutions and other training providers.

3.4.2.2. Employers and employees will actively contribute to curriculum restructuring through the preparation and

submission of work skills plans. Work skill plans will help inform training curriculum reviews.

### **3.5. Recognition of Prior Learning**

**3.5.1.** Greater emphasis is placed on qualifications with little or no recognition of prior learning (RPL) or job experience.

#### **3.5.2. Key Action Programmes**

**3.5.2.1.** The DAC must implement Recognition of Prior learning (RPL) programmes. Collaboration with formal academic institutions and SETAs are necessary to set thresholds into formal qualifications such as certificate, diploma or degree.

### **3.6. Talent Management**

**3.6.1.** Return on investment (ROI) in training is low because employee retention and career pathing strategies are not in place in most heritage sector organizations.

#### **3.6.2. Key Action Programmes**

**3.6.2.1.** Talent retention schemes such as equitable remuneration, reward, recognition and benefits should be offered.

### **3.7. Remuneration and Rewards**

3.7.1. Salary structures are not uniform; inconsistency exists in grading, salary scales when matched with education level and experience. Discrepancies exist between national, local, municipal and provincial museum salary structures.

#### **3.7.2. Key Action Programmes**

3.7.2.1. A standardized job grading and remuneration system is recommended. This is particularly critical in the museum sector where funding is obtained through the DAC. Perceived anomalies between salaries and professional levels should be addressed. This could be achieved by a salary survey or a transparent benchmarking exercise. Alternatively an independent remuneration review process across the sector should be conducted to ascertain the apparent discrepancies and non-competitiveness with the private sector.

#### **3.7.3. Key Milestones**

3.7.3.1. The DAC to carry out a salaries and benefits survey and benchmark with other competitive sectors. Introduce a uniform remuneration and reward systems based on a transparent performance management system.

### **3.8. International Cooperation and Collaboration in Training and Development.**

**3.8.1.** International training assistance is needed particularly in areas of technical expertise. Organisations such as UNESCO, ICCROM, ICOM, ICOMOS, Getty Conservation Institute, etc. are particularly effective in providing technical assistance to disadvantaged communities.

#### **3.8.2. Key Action Programmes**

**3.8.2.1.** International training Programmes and funding should be sought under bilateral and multilateral agreements the DAC has signed with countries and international organizations such as UNESCO. South Africans must take advantage of the international pool of knowledge on heritage management through conferences, internships, attachments etc. The following institutions/organizations offer training to individuals and organizations in South Africa:

- **Africa World Heritage Fund (AWHF):** Based in Midrand, AWHF is a UNESCO category 2. It an autonomous body established under South African law to serve the African Continent to the World heritage Convention and the Member States of UNESCO.



- **Centre for Heritage Development in Africa (CHDA)**: CHDA is an international Non-Governmental Organization (NGO) dedicated to preservation, management training and the promotion of cultural heritage in Africa. Training programmes cover:
  - conservation of Movable Heritage, - conservation of immovable heritage, and fund raising;
  - public programming and education;
  - Preparation of World Heritage nomination dossiers;
  - exhibition design;
  - collections Management and Storage; and
  - stakeholder participation.
  
- **International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM)**: Based in Rome the organization has been offering conservation management training under the auspices of the just ended Africa 2009 Programme.

### **3.8.3. Key Milestones**

**3.8.3.1.** The DAC will seek collaboration with international institutions dealing with heritage management and training such as UNESCO, ICCROM, ICOM, ICOMOS, Getty Conservation Institute, etc. Identify programmes where such collaborations can be possible.

### **3.9. Stakeholder Management**

**3.9.1.** Implementation of HHRDS requires that DAC consult with various key stakeholders: government departments, industry, training providers and communities.

#### **3.9.2. Key Action Programmes**

**3.9.2.1.** The DAC will forge strong relationships with stakeholders such as SETAs, employers, unions, academic institutions, etc to harmonize training and development programmes.

**3.9.2.2.** The DAC should strengthen capacity of SETAs to roll out skills development programmes. Employers must be encouraged to prepare sector skills plans and annual training reports. The DAC must coordinate the development of sector skills plans, allocate training grants and monitor education and training provision in the sector as prescribed by the National Skills Authority.

#### **3.9.3. Key Milestones**

**3.9.3.1.** Build capacity for participation of local communities in heritage management and heritage-based SMMEs. Run capacity building and training workshops heritage management and resource utilization for economic benefit.

3.9.3.2. Introduce vocational training for operators in SMMEs.

### **3.10. Training funding**

3.10.1. Training budgets are generally insufficient to meet the training needs of organizations. Heritage institutions also lack capacity to set training priorities and to allocate the funds accordingly.

#### **3.10.2. Key Action Programmes**

3.10.2.1. The DAC must increase budgets allocations towards employee training and development in the sector. The DAC must also build capacity in organizations to manage training funding. A centralized budget dedicated to skills development in the Heritage sector should be created.

3.10.2.2. Alternative funding opportunities from the private sector should be explored further and their feasibility determined.

#### **3.10.3. Key Milestones**

3.10.3.1. Consult with National Learner Records Database and create a register of unemployed graduates and facilitate their placement on internships and apprenticeships;

3.10.3.2. Develop a database of learners or students seeking bursaries and scholarships; monitor and evaluate the efficacy of the bursary schemes.

3.10.3.3. Fundraise for training and set conditions for funding of training in critical skills.

### **3.11. Staff Wellness Programme**

3.11.1. HIV/AIDS infection and mortality in the Heritage Sector will affect the economically active and skilled workforce.

#### **3.11.2. Key Action Programme**

3.11.2.1. Launch education and awareness and prevention programmes about the impact of HIV & Aids to reduce staff turnover due to HIV/AIDS.

#### **3.11.3. Key Milestones**

3.11.3.1. Ensure that staff members have access to national treatment programmes.

#### 4. HRD STRATEGY IMPLEMENTATION MODEL

##### 4.1. Key Action Programmes: Strategy Implementation Principles

4.1.1. According to Thompson and Strickland<sup>2</sup>, successful implementation of strategy depends on the following principles:

- good leadership;
- working with and through others;
- allocating resources;
- building and strengthening competitive capabilities;
- installing strategic supportive policies; and
- matching how the organization performs its core activities to the requirements for good strategy execution.

4.1.2. The HRD strategy prescribes processes and procedures focusing principally on education and training, recruitment, retention and linking them with remuneration and rewards. The aim of the Implementation plan is to among others:

- (i) set order of priorities for actions to be taken in the medium to long term;
- (ii) define the leadership roles of DAC in the HRD strategy;
- (iii) define the responsibilities of the implementing institutions;

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<sup>2</sup>Thompson and Strickland: 1998; p.268

(v) identify support structures and resources required for the implementation of strategy.

#### **4.2. Strategy Implementation Guidelines**

**4.2.1.** The following are guidelines for the implementation of the strategy.<sup>3</sup>

- Strengthen HR competency in organizations by stipulating that organizations employing more than 50 people must have an HR function in their management structures.
- Organizations employing more than 50 people must have a standalone budget to support HR services.
- Periodic monitoring and evaluation of the HR service is necessary to make sure that HRD practitioners proactively respond to internal changes as well as developments in the external labour markets.
- Application of Human Resources Information Systems (HRIS) and e-HRM is one way of making sure that practitioners keep abreast of internal and external market trends.

#### **4.3 Key Milestones**

**4.3.1.** The role of the Department of Arts and Culture will include the following:

- Coordination and liaison across stakeholder government department such as DHET, DoL and DoE ;
- Dissemination of information about the HRD Strategy and its implementation;

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<sup>3</sup> Thompson and Strickland: 1998; p. 270.

- Setting up an HRD Sub-directorate or restructuring the Heritage Institutions Sub-directorate to handle sector HR functions, which are to:
  - Coordinate the implementation of the strategy;
  - Facilitate cooperative alliances with institutions as opposed to perpetuating of the arms-length approach;
  - Establish strategic partnerships with the DoL, DoE, DHET;
  - Set standards for training providers and professional bodies in consultation with the National Heritage Council;
  - Contribute to curriculum development for both Basic and Higher Education;
  - Source and provide bursaries and student loans for scarce, critical and priority skills development;
  - Coordinate placement of interns and apprentices;

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