



SECTOR SKILLS PLAN UPDATE

2020 - 2021



higher education
& training
Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA





2020 / 21

SECTOR SKILLS PLAN

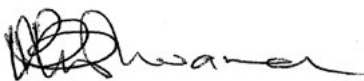
Foreword

The Public Service Sector's developmental and transformative role in South Africa is significant. If Government is to address the economic, employment and social development challenges facing our country, the capability of the state has to encompass skilled public servants. The PSETA should be at the frontier of capacity development efforts for the Public Service Sector. Effective human resource planning in the Public Service Sector provides the required strategic direction to ensure that the development of human capital in the sector is adequate, appropriate and of high quality. The introduction of the National Skills Development Plan (NSDP) from 01 April 2020, derived from the broader plan of government – the National Development Plan (NDP) – brings a welcomed certainty in terms of policy direction and delivery mechanisms for future skills development efforts.

This five-year Sector Skills Plan (SSP) has been developed with specific consideration of the outcomes of the NSDP and provides the evidence base that the PSETA Accounting Authority (AA) will use to guide strategic priorities for the organisation. In order to ensure that the utilisation of public funds under PSETA's control addresses the needs of the sector, the strategic skills priorities identified in this SSP will inform the strategic direction of all core business operations. In the Public Service Sector, human resource development (HDR) efforts and resources are spread across the sector and strategic partnerships are necessary to take forward the goal of educating and mobilising the Public Service Sector behind government's coordinated strategy for delivering on the vision and objectives of the NDP.

PSETA partnerships are underpinned by forging networks with significant key stakeholders in the sector, which are defined in terms of scale, structure and their contribution to delivering the strategic objectives and services most crucial to the PSETA functions. The strategic role of the PSETA through these partnerships is to embed skills development within wider organisational development strategies and to build departmental capabilities to plan and manage such skills development activities better. The driving force behind this approach is to ensure that interventions reach larger numbers more economically, efficiently and effectively. The interventions outlined in this SSP aim to build "a skilled and capable workforce for an efficient, effective and development-oriented Public Service".

As the PSETA AA, our priority is to ensure a continued governance oversight role and to ensure that accountability mechanisms are strengthened so as to enable the PSETA to deliver on the outcomes of the NSDP, ultimately contributing towards economic growth, employment creation and social development.

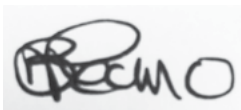


Adv. Bantomu Diamond Mushwana
Accounting Authority Chairperson

Authorisation

Authorisation of the PSETA Sector Skills Plan for 2020/21 – 2024/25

We, the undersigned, hereby endorse and approve, on behalf of the Public Service Sector Education and Training Authority and Management, the contents of the Sector Skills Plan for the year 2020/21 – 2024/25.



Ms Bontle Lerumo
PSETA Chief Executive Officer

Date: 30 July 2019



Adv. Bantomu Diamond Mushwana
PSETA Accounting Authority Chairperson

Date: 31 July 2019

Executive Summary

The PSETA's approach to sector skills planning builds on the foundations established in previous Sector Skills Plans (SSPs). The approach is premised on the fact that, within the Public Service Sector, skills development priorities must be identified using organisational performance as the lens to thematise skills needs where a priority skill is one that will make the greatest difference to the performance of the Public Service Sector. Skills development for the Public Service continues to be informed by the following concept: "Skills development in isolation will not yield a more capable state, skills development must be integrated with wider organisational development initiatives if it is to be effective" (DPSA, 2013). Accordingly, the analysis of key drivers of change, as well as the direction of national strategies and plans impacting on skills demand and supply, form the basis for the identification of sectoral priority occupations and skills. Current labour market shortages and skills gaps across organisations in the Public Service Sector provide a secondary base for identifying priority skills and the required skills development interventions.


This SSP draws on primary research relating to sector-specific skills issues, analysis of major government policies and their implications for skills planning, relevant databases (including the Personnel and Salary Information System of Government (PERSAL), Workplace Skills Plans (WSPs)/Annexure 2 data, and Human Resource Plans) and secondary literature. PSETA has also conducted a number of research studies to inform skills needs and HDR issues in national and provincial departments, Parliament and Provincial Legislatures, and identified public entities. These studies are summarised in the Research Methods and Process section of this document.

The emergence of the Fourth Industrial Revolution (4IR) has a profound effect on the Public Service Sector and has been identified in this SSP as a key change driver which is impacting on skills demand and supply in the sector. Information and Communications Technology (ICT) advances impact on the nature of work profoundly by shaping the types of skills required, and the modes of service delivery in the Public Service. The 4IR has enhanced digitalisation, big data, artificial intelligence, online platforms, and the Internet of Things which are some of the major drivers of skills change in the Public Service. The 4IR provides the opportunity for greater government efficiency and effectiveness in providing services to its citizens. The digitisation of the Public Service Sector through e-government forms part of the move towards improved ICT systems within the sector.

Human resource dynamics within the sector continues to remain a key change driver, following from previous iterations of the PSETA SSP. Recruitment challenges and competition for skills, high turnover and a thin supply pipeline, lack of autonomy, and the human resource function perceived as a transactional unit rather than a strategic unit all continue to have significant implications for skills development in the sector.

Sectoral Priority Occupations (also referred to as the Professional, Vocational, Technical and Academic Learning (PIVOTAL) list) have been identified employing various sources to analyse skills demand and supply. The priority training needs informed by the key strategic objectives of departments and public entities, accompanied by the frequency of priority areas, were analysed to generate initial findings. The list of Sectoral Priority Occupations was produced through frequency analysis and triangulation with information and data from various sources, which is detailed further in chapter three. Priority occupations continue to be contained in the middle and senior management levels. It is, however, important to note that the occupations identified do not adequately cover the needs of the sector and thus should not be regarded as a prescriptive list of skills, but rather as a heuristic guide.

Given the spread of resources and efforts related to skills development in the sector, PSETA engages in a wide variety of partnerships with key stakeholders, as well as the supply-side providers in order to deliver on its mandate. To support



the development of the sector, inter-SETA partnerships, partnerships with national departments leading the development of priority state capabilities and Offices of the Premier, as well as partnerships with Technical and Vocational Education and Training (TVET) colleges and higher education institutions (HEIs), are imperative to the successful implementation of PSETA projects. PSETA partnerships are also extending into the international domain with a European Union (EU) partnership to network public entities with highly specialised skills needs and international counterparts. Detailed information on the PSETA's partnerships is outlined in chapter four of this SSP.

Chapter five reflects on the SETA's achievement of the strategic priorities outlined in the previous SSP. The achievement of strategic skills priorities is an ongoing process within the SETA. The PSETA has ensured that the strategic priorities identified in the previous SSP are translated into the organisation's Strategic and Annual Performance Plan. Achievement of these priorities, however, takes place at varying degrees. As certain functions within the PSETA mature, the scope of targets associated with each strategic priority may increase in both number and complexity. This, however, will be considerate of viability and effectiveness.

PSETA continues to focus on identifying and addressing the skills needed to improve the state capabilities listed as priorities in Chapter 13 of the NDP. The aim is to improve economy and efficiency significantly in skills efforts and direct skills efforts towards building state capabilities to deliver the NDP. Based on this SSP, the following are the four strategic focus priorities of the PSETA which will be delivered through relevant projects:

- Priority 1: Establish strategic partnerships with key departments
- Priority 2: Increased research and impact assessment of programmes
- Priority 3: Strengthen capacity of public institutions and provision of occupational qualifications
- Priority 4: Implement workplace-based learning programmes in building the workplace into a training space

PSETA continues to use discretionary grants to support proposals for skills development that address priority skills, and that can show some degree of training at scale at reasonable per capita costs, and which are in line with national approaches to skills development set by the national "champions" of these state capabilities. Departments will be supported to collaborate with other departments to maximise impact and efficiencies. Departments will also be encouraged to co-fund these programmes to improve the chances of senior-level departmental support for the programmes. Through the strategic allocation of its discretionary grants and working with departments to build these proposals, PSETA thus aims to support a "change management" process in the skills development sector – moving departments toward a more strategic approach to training.

Acronyms

ACRONYM	DESCRIPTION
4IR	Fourth Industrial Revolution
AA	Accounting Authority
ATR	Annual Training Report
CET	Community Education and Training
CIP	Compulsory Induction Programme
DHA	Department of Home Affairs
DHET	Department of Higher Education and Training
DIRCO	Department of International Relations and Cooperation
DPME	Department of Planning, Monitoring and Evaluation
DPASA	Department of Public Service and Administration
DQP	Development Quality Partner
DTI	Department of Trade and Industry
EMT	Executive Management Team
ETDP	Education, Training and Development Practices Sector Education and Training Authority
PERSAL	Personnel and Salary Information System of Government
ETQA	Education and Training Quality Assurance
FASSET	Financial, Accounting, Management, Consulting and Other Financial Services Sector Education and Training Authority
GCIS	Government Communication Information System
GDP	Gross Domestic Product
GESF	Gender Equality Strategic Framework
GFP	Gender Focal Point
GSC	Governance and Strategy Committee
G-SETA	Government Sector Education and Training Authority
HEI	Higher Education Institution
HR	Human Resources
HRD	Human Resource Development
HRDCSA	Human Resource Development Council of South Africa
HRDSA	Human Resources Development Strategy for South Africa
HRM	Human Resource Management
HTFV	Hard-To-Fill Vacancy
HWSETA	Health and Welfare Sector Education and Training Authority
ICT	Information and Communications Technology
JA	Job Access
LGSETA	Local Government Sector Education and Training Authority
LQDF	Learner Qualifications Development Facilitator
LSS	Legislative Sector Support
LSSP	Legislative Sector Skills Plan
M&E	Monitoring and Evaluation
MANCO	Management Committee
MEC	Member of the Executive Committee
MIS	Management Information System
MMS	Middle Management Services
MoA	Memorandum of Agreement

ACRONYM	DESCRIPTION
MoU	Memorandum of Understanding
MPAT	Management Performance Assessment Tool
MTSF	Medium-Term Strategic Framework
NDP	National Development Plan
NGP	New Growth Path
NPC	National Planning Commission
NQF	National Qualifications Framework
NSC	National Senior Certificate
NSDP	National Skills Development Plan
NSDS	National Skills Development Strategy
NSF	National Skills Fund
NSG	National School of Government
OD	Organisational Development
OFO	Organising Framework for Occupations
OQSF	Occupational Qualifications Sub-Framework
OSD	Occupation-Specific Dispensation
PARI	Public Affairs Research Institute
PFMA	Public Finance Management Act
PIVOTAL	Professional, Vocational, Technical and Academic Learning
PPSGI	Public Private Sector Growth Initiative
PSET	Post-School Education and Training
PSETA	Public Service Sector Education and Training Authority
PS-HRDSF	Public Service Human Resource Development Strategic Framework
QCTO	Quality Council on Trades and Occupations
QDF	Qualifications Development Facilitator
QMR	Quarterly Monitoring Report
RAAD	Reasonable Accommodation and Assistive Devices
RPL	Recognition of Prior Learning
SAQA	South African Qualifications Authority
SARB	South African Reserve Bank
SCM	Supply Chain Management
SDF	Skills Development Facilitator
SETA	Sector Education and Training Authority
SHRA	Social Housing Regulatory Authority
SIC	Standard Industrial Classification
SIP	Strategic Integrated Project
SIU	Special Investigations Unit
SMS	Senior Management Services
SSP	Sector Skills Plan
StatsSA	Statistics South Africa
TVET	Technical and Vocational Education and Training
WIL	Work-Integrated Learning
WP-PSET	White Paper on Post-School Education and Training
WSP	Workplace Skills Plan

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Research Process and *Methods*

Research forms a critical component of the development and update of a Sector Skills Plan (SSP). Furthermore, the research conducted is key in providing evidence to inform decision making, policy review and strategy formulation, and to improve on skills planning and delivery systems and services within the sector. This section details the research process and methods that have been utilised in developing this five-year SSP. The process entailed conducting primary research and consulting secondary sources for relevant data. The PSETA commissioned a study that was aimed at developing the Monitoring and Evaluation Framework for the Public Service Human Resource Development Strategic Framework (PS-HRDSF) for South Africa, including tools and templates to support the implementation of the PS-HRDSF. Internally, four research studies were conducted; these included three tracer studies that were aimed at tracking and tracing learners who were on three different PSETA-supported learning programmes. A Legislative Sector Skills Plan (LSSP) was also developed with the aim of determining the skills development priorities (demand and supply analysis) of the Legislative sub-sector. Another commissioned research study sought to analyse key skills issues and change drivers in the Public Service Sector. The study had two main objectives: (1) to investigate the most important factors impacting on skills demand and supply in the Public Service Sector and implications for skills development, and (2) to explore the alignment of Public Service Sector skills planning to national strategies and plans and implications of these for skills development. The details of each study are provided in Table 1 below. The findings from these research studies were used to update the contents of this SSP.

Table 1: Research process and methods

Type of study	Topic	Nature (design) of the study	Objectives of study	Data collection tool	Sample size and scope of the study	List of data sources and data sets	Time frame of the study
HRD imperatives and strategies in the Public Service	Planning, Monitoring and Evaluation Framework for the PS-HRDSF III.	Qualitative	To develop a revolving five (5) year and annual results-based planning, monitoring and evaluation framework for the PS-HRDSF to allow the Public Service departments to plan for and assess the achievement of the aims and objectives of the PS-HRDSF.	Desktop analysis	Key players in the development of the Public Service HRD Strategic Framework, including the Department of Public Service and Administration (DPSA).	Document analysis, provincial HRD plans, and the Department of Planning, Monitoring and Evaluation (DPME) Management Performance Assessment Tool (MPAT) reports.	July 2018 to February 2019
HRD imperatives and strategies in the Public Service	Guidelines for planning and reporting on the PS-HRDSF III.	Qualitative	To develop templates for annual planning and Monitoring and Evaluation (M&E) Reporting templates which allow for the setting of targets at a departmental level, and provincial targets and mutual targets between the DPSA and the department/province.	Desktop analysis	Key players in the development of the PS-HRDSF, including the DPSA.	Document analysis, provincial HRD plans, and DPME MPAT reports.	July 2018 to February 2019
Education and the workplace	Tracer study of learners in the Department of Home Affairs (DHA) Cadet Programme, unemployed learners on the PSETA-funded Apprenticeship Programme, and learners in the Department of International Relations and Cooperation (DIRCO) Cadet Programme.	Qualitative and quantitative	Investigating the employment outcomes, occupational types, and destination of unemployed graduates who participated in various PSETA-supported learning programmes.	Questionnaire and desktop analysis	The sample comprised of unemployed learners who participated in the DHA Cadet Programme, DIRCO Cadet Programme, and the PSETA-funded Apprenticeship Programme. Sample sizes: 44 DHA cadets, 40 DIRCO cadets, and 10 apprentices.	Telephonically collected data from a sample of unemployed beneficiaries who participated in the three learning programmes. Quarterly Monitoring Report (QMR) database.	November 2018 to February 2019

Type of study	Topic	Nature (design) of the study	Objectives of study	Data collection tool	Sample size and scope of the study	List of data sources and data sets	Time frame of the study
Analysis of skills demand and supply	The PSETA LSSP for 2019-2020.	Qualitative and quantitative	To provide a sector-specific profile and an analysis of the demand for and supply of skills in the Legislative sector to inform a responsive intervention for priority skills development customised to the sector.	Questionnaire and desktop review	A sample from the National Parliament and the nine Provincial Legislatures.	WSP/Annual Training Report (ATR) dataset, and data collected from the key informants from the various Legislatures.	May 2018 to March 2019
Analysis of skills demand and supply	Key skills issues in the Public Service Sector: Change drivers and their impact on skills development.	Qualitative	To investigate the key factors (change drivers) impacting on skills demand and supply in the Public Service Sector and the implications thereof for skills development in the Public Service Sector.	Questionnaire and desktop review	A total of 23 in-depth interviews were conducted across 16 government departments and Legislatures.	Primary data was collected through face-to-face and telephonic interviews with key informants from sampled departments.	August 2018 to February 2019
Analysis of skills demand and supply	National plans, policies and strategies and their implications for Public Service Sector skills planning.	Qualitative	To identify and analyse key national plans, policies and strategies that have implications for skills development in the Public Service Sector, and to investigate and outline the alignment of Public Service Sector skills planning to these national plans, policies and strategies.	Questionnaire and desktop review	The study was primarily a desktop review.	The analysis was based on the review of key legislation, policies and strategies guiding the performance of the Public Service Sector.	August 2018 to February 2019



CHAPTER: 1
SECTOR PROFILE

1: Sector Profile

1.1 Introduction

This chapter outlines the composition of the sector and profile in terms of size, coverage and economic performance. The scope of the Public Service Sector and key role players are explored in detail, leading into a specific delineation between national and provincial government departments, Legislatures and Parliament, and public entities. The economic and labour market profile section outlines the sector’s contribution to the economy and its labour market characteristics. Data sources that inform this chapter encompass primary and secondary data sourced from PERSAL, Statistics South Africa (StatsSA), National Treasury, the South African Reserve Bank (SARB), and the PSETA Management Information System (MIS). According to the latest quarterly employment statistics, the Government sector employs a total of over 1.6 million individuals, which excludes employment within the local government sector (StatsSA, 2019a). More specifically, approximately 804 049 employees within national and provincial government departments are employed under the Public Service Act (PERSAL, 2019) and thus fall directly within the purview of the PSETA.

1.2 Scope of Coverage

PSETA is mandated to examine and forecast the nature of skills demand and supply in the Public Service Sector, which comprises all national departments, provincial departments, national and provincial public entities, National Parliament and Provincial Legislatures, as outlined in Figure 1. The scope of a Sector Education and Training Authority (SETA) is based on the Standard Industrial Classification (SIC) codes of all economic activities. The first three digits of the SIC code indicate the sector or industry group and the first two digits indicate the major group. The PSETA’s SIC codes fall between SIC code 9100 and 9108, which encompasses the Public Administration-related sectors. Most national departments fall under SIC code 91101, followed by 91102 for provincial administrations, and 91108 for Legislatures and National Parliament. Public entities are represented by any other code within the Public sector (StatsSA, 2012).

It should be noted that PSETA’s focus is primarily on transversal skills within the Public Service Sector. These are the skills which are dubbed the ‘business of government’. Transversal skills and functions include administration, management, planning, and legislation and policy development, which form the focus to drive the development of skills and competencies in areas that will make the delivery of the business of government more effective and efficient.

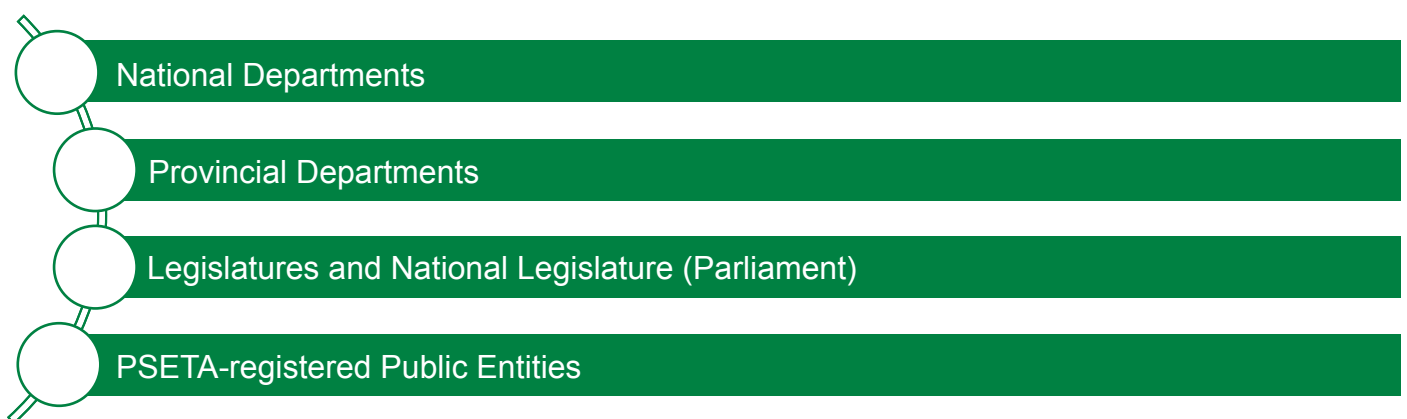


Figure 1: PSETA sub-sectors

There are three autonomous spheres of government – national government, provincial government and local government. The national and provincial departments (which fall within the PSETA scope) cover all employees employed in terms of the Public Service Act of 1994 (which excludes medical practitioners, nurses, teachers, police and the military). Many departments, such as education and health, have ‘dual reporting’, i.e. reporting to PSETA and a line-function SETA, such as the Health and Welfare SETA (HWSETA) in the case of health and medical practitioners. National departments are responsible for implementing laws and policies decided on by Parliament or Cabinet. There are nine provincial governments. The DPSA sets the policies and framework for the Public Service at national and provincial levels.

There are currently 41 national departments and 109 provincial departments registered with PSETA. Of these departments, a total of 36 national and 108 provincial departments submitted their Annexure 2 (commonly referred to as the Workplace Skills Plan (WSP) and Annual Training Reports (ATR)) to the PSETA in 2019. The WSP submission rate of these organisations continues to be high with an 87.8% and 95.4% submission rate for national and provincial government departments, respectively.

PSETA’s scope of coverage within the Legislative sub-sector is limited to the administrative component, with the members of Parliament function falling within the scope of the Education, Training and Development Practices (ETDP) SETA. All nine Legislatures and National Parliament are registered with PSETA for the purposes of submission of the WSP. In 2019, the National Parliament and six Provincial Legislatures submitted their WSPs to PSETA.

Public entities, which are the smallest sub-sector within the PSETA scope, have different mandates, but the common skills cutting across these entities are transversal skills. A total of 18 public entities are registered with PSETA, with an 89% WSP submission rate for 2019. Significant growth has been achieved over the past few years in the participation of public entities in the WSP process and in skills development initiatives led by PSETA.

1.3 Key Role Players

The Public Service Sector is relatively well regulated with a range of statutory bodies mandated to play a role in skills development for a capable and skilled workforce. Each department, public entity and legislature is responsible for identifying skills gaps and training needs. This takes place through the submission of a WSP to PSETA and other line-function SETAs, and through the submission of HRD Plans to the DPSA (in the case of departments only). Table 2 details the key role players and their influence on the sector.

Table 2: Key role players in the sector

Institution/Statutory body	Role in the Public Service Sector
The Department of Higher Education and Training	The Department of Higher Education and Training (DHET) provides the overall policy framework for skills development. The National Skills Development Plan (NSDP), effective from 01 April 2020, is the primary policy framework of the DHET and articulates the focus areas of SETAs in addressing the skills needs within their respective sectors and ultimately the skills needs of the country.

Institution/Statutory body	Role in the Public Service Sector
The Department of Public Service and Administration	The Department of Public Service and Administration (DPSA) plays a key role in the establishment of norms and standards across national and provincial government in areas such as organisational structures and establishment of departments, organisational components and other governance arrangements; labour relations; conditions of service and employment practices for employees; the health and wellness of employees; information management; ICT; integrity, ethics, code of conduct and anti-corruption; transformation, reform and innovation; and any other matters to improve the effectiveness and efficiency of the Public Service and its ability to deliver services to the public.
The National School of Government	The National School of Government (NSG), legislatively mandated by the Public Service Act, provides education and training for public employees or servants and also facilitates the provision of training. The programmes provided by the NSG include compulsory and mandatory programmes which are aimed at developing a professional, responsive and capable Public Service.
Provincial and State Academies	Some provincial administrations and a number of national departments have their own training academies. For example, the Department of Home Affairs (DHA) and the Department of International Relations and Cooperation (DIRCO) have individual learning academies whose function is to provide learning and development interventions, maintain quality, and to administer, manage and support core learning functions within their respective functional areas.
Human Resource Development Council	The Human Resource Development Council of South Africa (HRDCSA) is a multiple stakeholder body comprising of representatives from government, business, civil society, labour, and training and education within the Public Service Sector. It was established in 2010 to create an enabling, coordinated and integrated environment to focus on improving the HRD base and skills of the South African people.
Government SETA Forum	The Government SETA (G-SETA) Forum comprises of representatives from government SETAs, of whom public sector bodies are members, who coordinate skills development for government employees across sectors.
Trade Unions	Trade union representation is an accepted facet of the workforce. Almost all sectors of the economy, including the Public Service sector, have representative unions which engage employers over issues affecting their workforce, including skills development issues. In line with the SETA Grants Regulations, labour representatives must be consulted with on WSPs for endorsement and sign-off before submission to PSETA.
Legislative Sector Support South Africa	The Legislative Sector Support (LSS) is a structure that supports and acts as a communication link across and within the Legislative sector on sectoral issues. The structure ensures effective coordination of the Speakers' Forum and other sector structures.
Universities, TVETs and CETs	The Technical and Vocational Education and Training (TVET) and Community Education and Training (CET) systems play vital roles in catering to the differentiated skills needs of the sector. The NDP requires an expansion of the college system within the Post-School Education and Training (PSET) system, with a specific focus on improving quality. Programmes at both TVET and CET levels must respond practically to the skills needs of individuals requiring education and training opportunities. Currently, the university and TVET systems produce a number of graduates with qualifications relevant to the Public Service Sector and provide a valuable supply of skills to the sector. In turn, the sector provides critical workplace-based learning in the form of internships, graduate recruitment schemes, and experiential learning for graduates. This relationship directly addresses the NSDP outcome of linking education and the workplace, with the SETA as an intermediary body.

1.4 Economic Performance

Economic growth is one of the key indicators of a country's economic performance, and it is most commonly measured in terms of gross domestic product (GDP). High levels of economic growth reflect positively on social and economic development. The performance and well-being of the Public Service sector are intrinsically linked to the performance of the country's economy. Thus, in order to assess the economic performance of the sector effectively, the point of departure is to outline the existing economic conditions in the country briefly.

Global pressures, international trade tensions, the ongoing challenges facing state-owned entities, political uncertainty, and a decline in tax revenue collection are some of the factors contributing to a challenging economic environment for South Africa. Should the trade war between the United States and China continue, it is expected that the consequent negative impact of this will be seen on the South African economy as China continues to be one of South Africa's largest trading partners.

The country's GDP growth rate increased by 1.4% in the fourth quarter of 2018, contributing to an overall growth rate of 0.8% for the 2018 year. The second-largest contributor to positive growth was government, which expanded by 1.3% (StatsSA, 2019b). The four credit rating agencies have confirmed South Africa's ratings during 2018, with the outlook now held as stable. Nonetheless, sluggish economic growth, rising debt and contingent liabilities are concerns noted by rating agencies. A downgrade would have negative consequences for the economy and Public Sector finances (National Treasury, 2019).

In efforts to address low confidence and constrained investment in the country, government has sought partnerships with the private sector with the aim of attracting investment in the economy. Pledges amounting to R300 billion in investment have been produced to date owing to the President's investment drive. Several commissions of enquiry probing allegations of corruption and wrong-doing have been established, with government also focussing its efforts on reforming state-owned entities like Eskom to address the substantial risks that Eskom poses to the economy and the public finances (National Treasury, 2019). The political arrangements owing to the national and provincial elections which took place in May 2019 is had further revived investor confidence and encouraged further investment in the country.

Considering the existing constraints to the economy and overall economic performance of the country over the past decade, GDP growth of 0.8% remains insufficient. This low economic growth, combined with weak revenue collections and continued upward expenditure pressures, has kept fiscal deficits higher than forecasted. Revenue collection fell short of projections by R15.4 billion in 2018/19 (National Treasury, 2019). In order to adjust for this shortfall, National Treasury will be imposing spending reductions, among other measures, within the Public sector.

The Public Service wage bill has been a major driver of the fiscal deficit, making up more than 35% of consolidated public spending. Government has undertaken to manage the growth in Public Service compensation over the medium term. Initiatives include consideration of early retirement without penalties for older employees, given that there were 126 710 Public Service employees between the ages of 55 and 59 in December 2018. An initiative of this form is expected to result in savings of approximately R20.3 billion over the 2019 period, contributing to a more sustainable Public Service wage bill. Other cost management measures include a change to performance bonus payments over time and active management of overtime and progression payments (National Treasury, 2019).

The likely impact of budget reductions at national and provincial government departments may be seen within recruitment in the reduction or constancy in headcounts in the Public Service. It is expected that job prospects in the Public Service Sector will likely be negatively affected by this move. Other negative consequences may be seen with budget cuts to the 1% training budget allocated for training by national and provincial departments. The budget cuts reflect the vulnerability of the Public Service Sector to South Africa's economic performance and shocks. It is likely that a trickledown effect will lead to the low absorption of new personnel into the Public Service Sector and cuts in departmental budgets allocated for training of employees. However, with targeted measures, such as early retirement and replacement demand, i.e. the jobs resulting from the departure of employees that have to be filled by existing or new employees, will need to be seriously considered for their relative impact on skills and competency requirements to deliver public services effectively.

While local and global developments will continue to shape the country's economic fate, measures like investment in infrastructure, increasing flexibility in labour and capital markets, and improving the quality of education and skills development may be considered to counteract the impact. The measure of importance to PSETA of course lies in enabling skills development in the sector and improving the labour productivity factor.

2018 Sector Growth Rate Trends

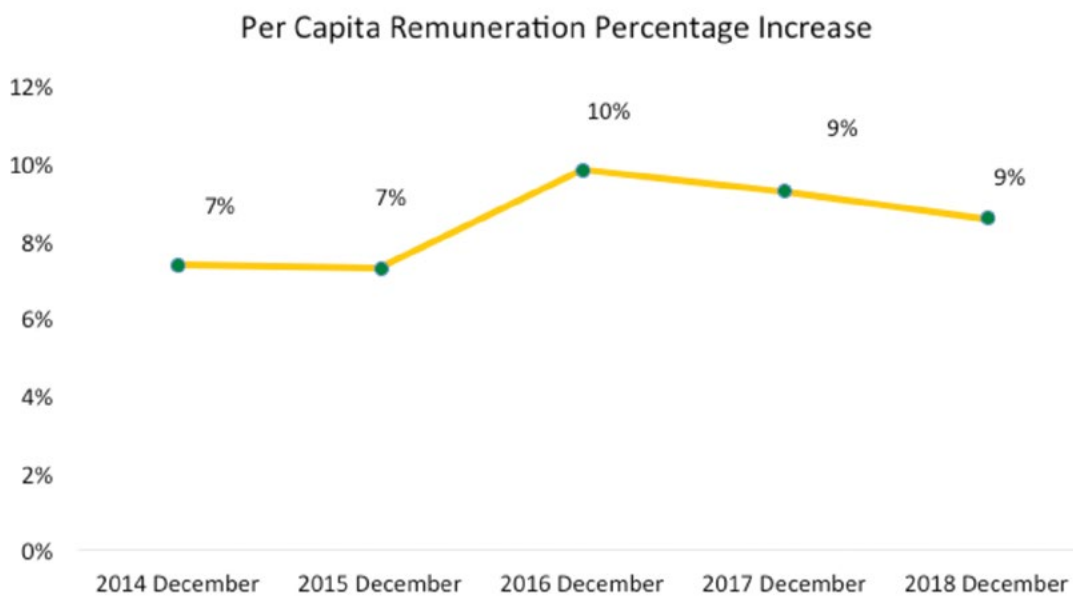


Source: StatsSA, 2019b

Figure 2: Sector growth rate trends, 2018

A comparison of sector growth rate trends in terms of industry value-add is depicted in Figure 2 above. A comparison of the performance of the General Government Services sector against other sectors of the economy shows that General Government Services performed relatively well and ranks third in terms of its value-add. It should further be noted that this sector experienced positive growth from 0.3% in 2017 to 1.3% in 2018. According to StatsSA (2019b), the second-largest contributor to positive growth was government, with the largest contributor being the Finance, Real Estate and Business Services industry. Concerning is the contraction of the primary industries of Agriculture and Mining, which in 2017 reported positive growth trends.

The sector’s contribution to value added to the economy in South Africa in Rand millions is illustrated in Figure 3. Based on the SARB quarterly gross value added at basic prices after seasonal adjustment data series for the General Government Services (which encompasses the three spheres of government), it is clear that the sector has continued to grow following an increasing trend in terms of gross value-add. The percentage increase from quarter one of 2013 to quarter four of 2018 is approximately 57%.



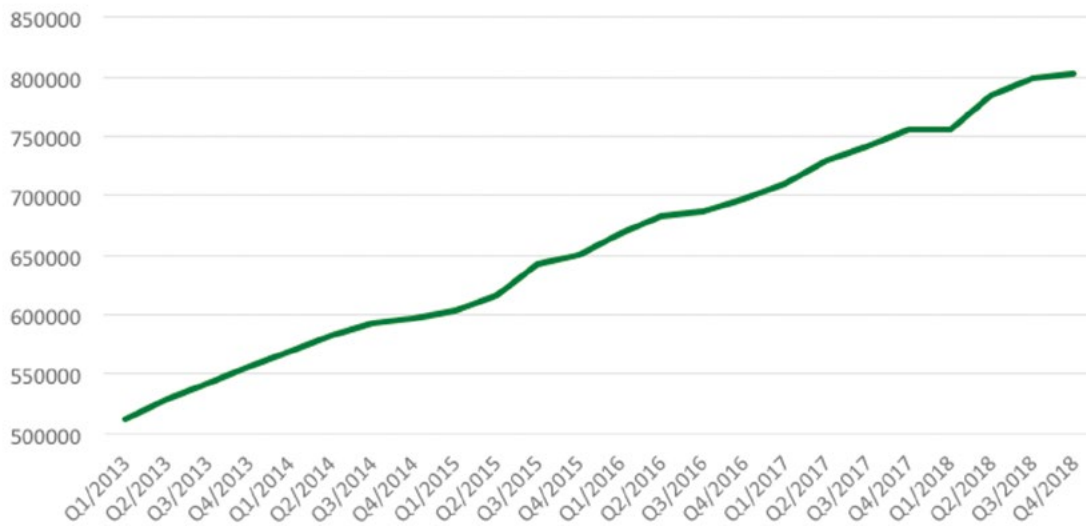
Source: StatsSA, 2018

Figure 3: Per capita remuneration percentage increase

Analysis of remuneration spending per capita per quarter between the third quarter of 2014 (December 2014) and the third quarter of 2018 (December 2018) reveals an 8% average increase in remuneration per capita. Two major trends can be noted from Figure 4 to start with: remuneration rose steeply from December 2015 to December 2016, with remuneration of R 69 393.40 per capita in December 2015 rising to R 76 210.32 in December 2016. Furthermore, the per capita increase in quarter three of 2017 was 9% more compared to per capita remuneration in 2016, which shows a decrease of 1% compared to the increase of quarter three in 2016. The Medium-Term Budgetary Statement from National Treasury attributed these remuneration increases to the above-inflation cost-of-living adjustments, wage progression, and promotion policies within the Public Service (National Treasury, 2018).¹

¹ National Treasury. (2018). Medium-term Budgetary Statement. <http://www.treasury.gov.za/documents/mtbps/2018/mtbps/Annexure%20B.pdf>

Gross value-add of General Government Services



Source: SARB, 2018

Figure 4: Gross value-add of the sector, Q1: 2013 to Q4: 2018

While the value added by the sector is significant, consideration must be given to the existing constraints on economic growth. Rising levels of inflation, continued liabilities of state-owned entities, higher debt and debt-service costs, increasing Public Service compensation budget, and deficits in revenue collections have been identified as threats to widening the budget deficit, thus diminishing government’s capacity to meet the targets of the NDP. National Treasury’s proposed adjustments to spending plans include a significant adjustment to compensation budgets and a reduction by 1% of the Goods and Services budget for selected public entities. Furthermore, allocations to programmes in which there have been accumulated surpluses will be cut.

The direct effect of the state’s efforts to reduce expenditure on human resources (HR) is also evidenced by measures such as appointments to fill administrative and managerial vacancies being reviewed and some blocked on government’s payroll system from April 2016 to date. Authorisation of appointments is considered on the basis of distinct human resource plans aligned with reduced compensation budgets and greater efficiency. In many cases, these plans will need to trim employment of non-critical personnel, eliminate supernumerary positions, and establish a sustainable level of authorised, funded posts that will be closely monitored in the years ahead. The magnitude of these cuts will undoubtedly require greater efficiency in the use of funds across the public sector.

As previously stated, the state of the economy has an impact on the size of the budget available to departments and public entities to spend on goods and services, personnel and infrastructure. This has direct implications on skills development. Whether there are cuts and reductions in training budgets depends largely on whether there are other areas where expenditure can be reduced easily and the extent to which training is seen as a priority. Thus, the economic performance of the country may have far-reaching consequences in terms of the prioritisation of skills development and training for the Public Service Sector.

1.5 Employer Profile

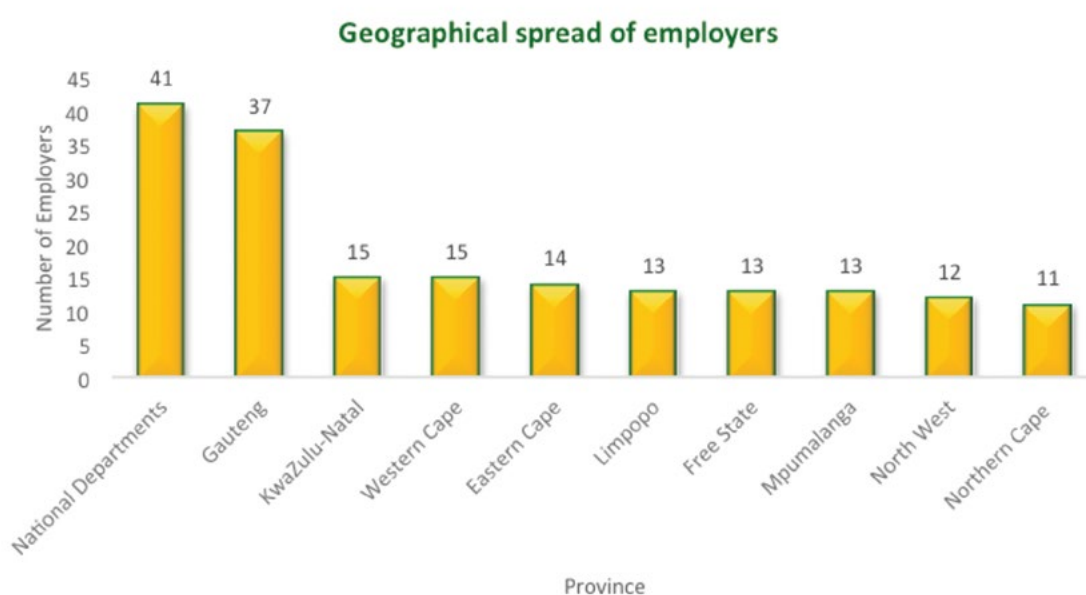
Employment within the Public Service Sector takes place within four (4) identified sub-sectors: national departments, provincial departments, Provincial Legislatures and Parliament, and some Schedule 3A Public Entities. Table 3 below outlines the number of employers per sub-sector that are registered and that have submitted their WSPs to PSETA for 2019. Table 3 further outlines the size and the proportion which they make up in the sector.

Table 3: Employers registered with PSETA

Sub-sector	Size of Employer			Number of employers that submitted WSPs to PSETA	Percentage of employers in the sector
	0-49	50-149	150+		
National departments	0	5	31	36	23%
Provincial departments	2	3	99	104	65%
Provincial Legislatures and Parliament	0	1	6	7	4%
Public entities	6	2	5	13	8%
Total	8	11	141	160	100%

Source: PSETA MIS, 2019

Provincial departments make up the largest proportion of the sector (65%), making it the biggest sub-sector in terms of registered employers. Legislatures and Parliament, as expected, make up the smallest proportion of the sector (4%). The majority of the organisations reporting to PSETA are large employers, i.e. employers employing over 150 employees. Of the registered employers with PSETA, approximately 91% submitted their WSP for the 2019 period.



Source: PSETA MIS, 2019

Figure 5: Geographical spread of employers

The analysis of the geographical spread of the sector is illustrated in Figure 5. It should be noted that this illustration only comprises departments that are registered with the PSETA. More national departments are located in the Gauteng province compared to each of the other provinces. Other employers within the sector are almost evenly distributed across the country. The Gauteng province accounts for the largest geographic spread of employers, making up 42% when taking into account all national departments which are housed in Gauteng, including their ministries which may also have offices in the Western Cape. The KwaZulu-Natal and Western Cape provinces are the third-largest employers after national and Gauteng provincial departments.

1.6 Labour Market Profile

It is important to understand the labour market profile of the sector. Analysis of the 2019 WSP data and the PERSAL data has been undertaken to assess the state of the labour market. Table 4 provides a breakdown of the number of employees per sub-sector. Information on employees for legislatures, Parliament and public entities have been sourced from the 2019 WSP data, while the PERSAL data has been utilised for employees within national and provincial departments. The number of employees employed under the Public Service Act are defined as all employees on the database provided by the DPSA, excluding medical practitioners, nurses, teachers, police and military personnel who fall under other Acts (such as the Health Act, Education Act, etc.) and all employees employed under the occupation-specific dispensation (OSD). This analysis focuses only on those that are employed under the Public Service Act.

Table 4: Employees in the sector

Sub-sector	Number of employees	% in the sector
National departments	153 077	18.63%
Provincial departments	650 972	79.21%
Legislatures and Parliament	2 394	0.29%
Public entities	15 343	1.87%
Total	821 786	100.00%

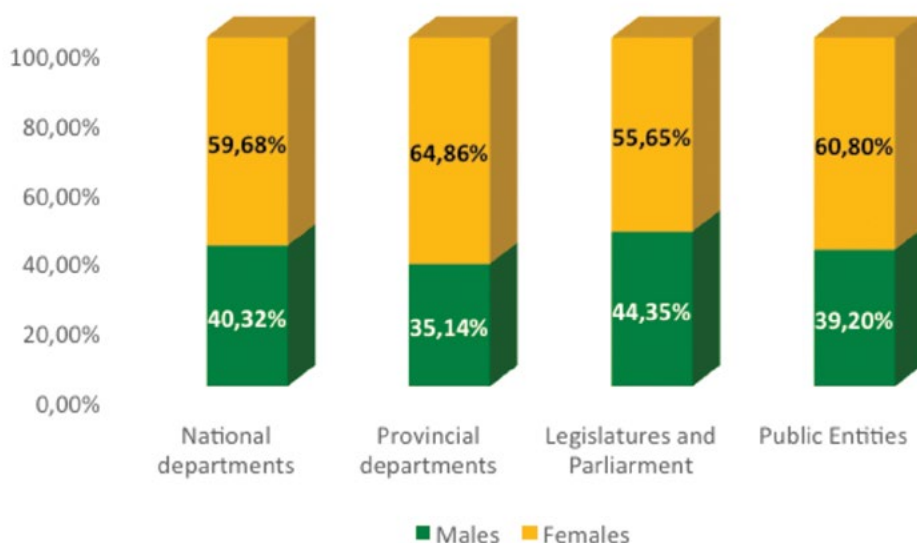
Source: PSETA MIS, 2019; PERSAL, 2019

The gender and race demographics of the sector are presented in Figures 6 and 7, respectively. By utilising the WSP data for employees in Parliament, Legislatures and public entities, and the PERSAL data for employees within national and provincial departments, a complete labour market profile has been provided. Annually, national and provincial government departments submit plans and reports on the Gender Equality Strategic Framework (GESF) and implementation thereof. The GESF, driven by the DPSA, has been operational since April 2009. The DPSA's (2018a) overall findings from the 2017 GESF reports show that:

- Training programmes implemented in departments are attended by more women than men (noting that women make up the majority of the Public Service workforce). While training reported on included leadership development, in previously male-dominated fields, more men attended skills courses that would have benefitted women more to transform the sector.
- Departments reported on several Affirmative Action programmes implemented for redress, including retention, training, ring-fencing and headhunting.
- Creation of an enabling environment is still a challenge in the Public Service. For example, very few departments are able to report on policies that support parents with small children.

- A vast number of departments have established gender units, mostly headed at Chief Director Levels. Gender units and focal points are still not in the Office of the Director General or Head of Department, as provided for in the National Policy Framework on the Empowerment of Women and Gender Equality. Due to this, the Gender Focal Points (GFPs) do not have an impact on the departmental business.
- Departments struggle to report on the economic empowerment of women, and yet all departments should have information on how the Supply Chain Management (SCM) processes have benefited both men and women.
- Most reports only reported on the budgets that were allocated to the gender unit, not how the whole departmental budget has benefitted women, young women and women with disabilities.
- Departments reported having an array of forums that are meant to deal with issues of gender and women's empowerment, more especially for women in Middle Management Services (MMS), but this does not translate into filling the equity gaps at Senior Management Services (SMS) levels.
- Very few departments reported on gender indicators being included in the departmental strategic and annual performance plans.
- Very few departments reported on the monitoring and evaluation (M&E) process that had gender indicators.

Gender Demographics of Employees

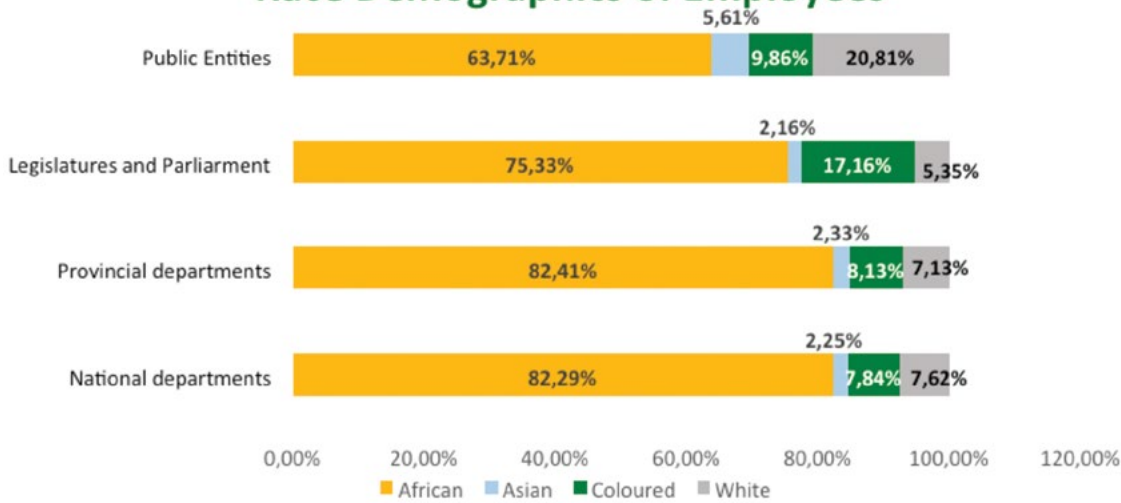


Source: PSETA MIS, 2019; PERSAL, 2019

Figure 6: Gender demographics of employees per sub-sector

The employment data by gender in the Public Service Sector has remained constant, with more women employed than men across the sub-sectors. There are, however, more gender disparities in the national and provincial departments sub-sector and the public entities sub-sector when compared to the Legislatures and Parliament sub-sector. Figure 7 illustrates the race demographics. Across the sub-sectors, the race demographics of employees in the sector are in line with the race distribution of the population. Africans remain the majority across the sub-sectors with national departments and provincial departments constituting more than 80% of employees respectively.

Race Demographics of Employees

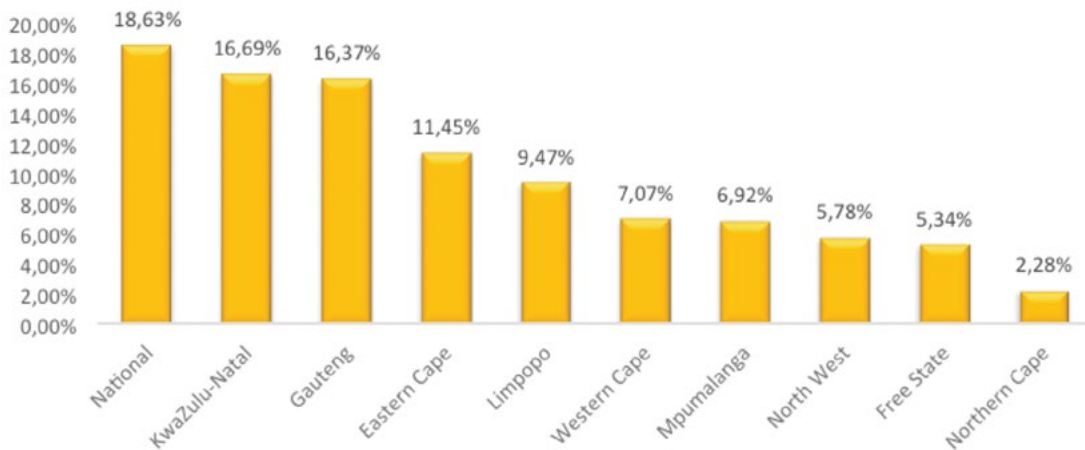


Source: PSETA MIS, 2019; PERSAL, 2019

Figure 7: Race demographics of employees

The proportion of disabled people employed in the sector remains low at approximately 1.10%. Departments are required to submit implementation plans and reports on the Job Access Strategic Framework for the Recruitment, Appointment and Retention of People with Disabilities (JA). Monitoring of the provision of Reasonable Accommodation and Assistive Devices (RAAD) is institutionalised in the DPSA Policy on the Provision of Reasonable Accommodation and Assistive Devices for Employees with Disabilities in the Public Service, which was accompanied by a directive in 2015. Departments submit information on this through the JA monitoring template. In the 2016/17 financial year, only 59 departments submitted information on RAAD. According to the DPSA (2017), however, in the past two years, the information provided in the reports was not adequate, and departments have been requested to submit additional information relating to RAAD.

Geographical spread of Employees

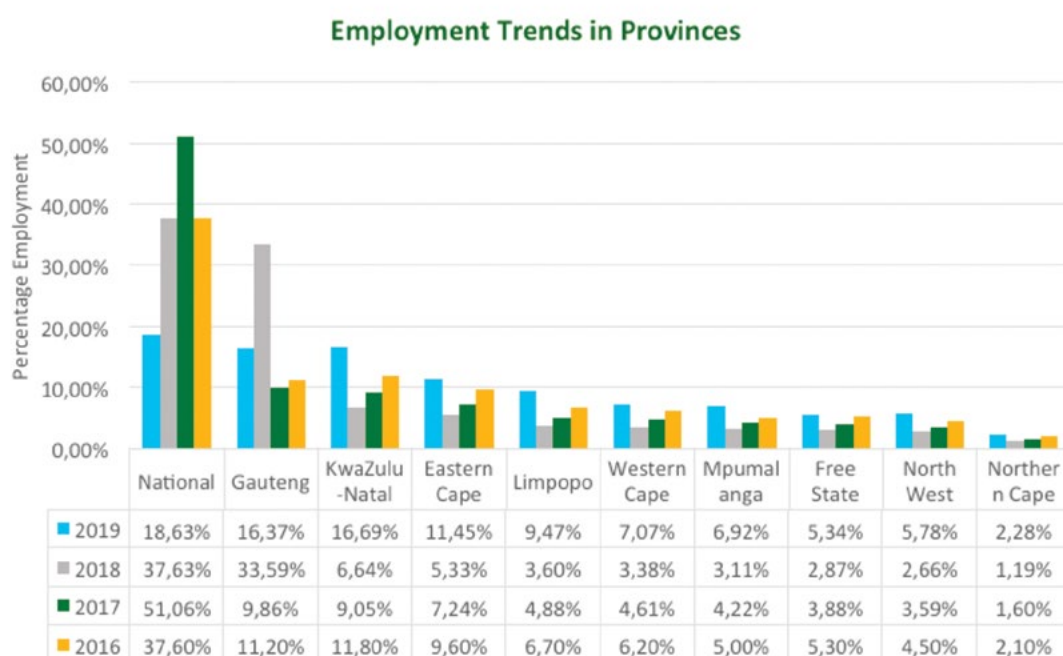


Source: PSETA MIS, 2019; PERSAL, 2019

Figure 8: Geographical spread of employees

Figure 8 shows the geographical spread of employees in the sector. The majority of employees in the sector are employed by national departments, followed by the KwaZulu-Natal and Gauteng provincial administrations. It is expected that the Gauteng province has a significantly higher concentration of employees compared to the other provinces given that national departments and public entities are generally housed in Gauteng.

Figure 9 illustrates how employment in the sector across all the provinces has evolved by examining employment figures from 2016, 2017, 2018, and 2019. Across the provinces, the number of employees has been fluctuating over the years. Great variabilities in numbers across these years occur in the national departments, KwaZulu-Natal, and in the Gauteng province.



Source: PSETA MIS, 2016-2019; PERSAL, 2016-2019

Figure 9: Employment trends in provinces

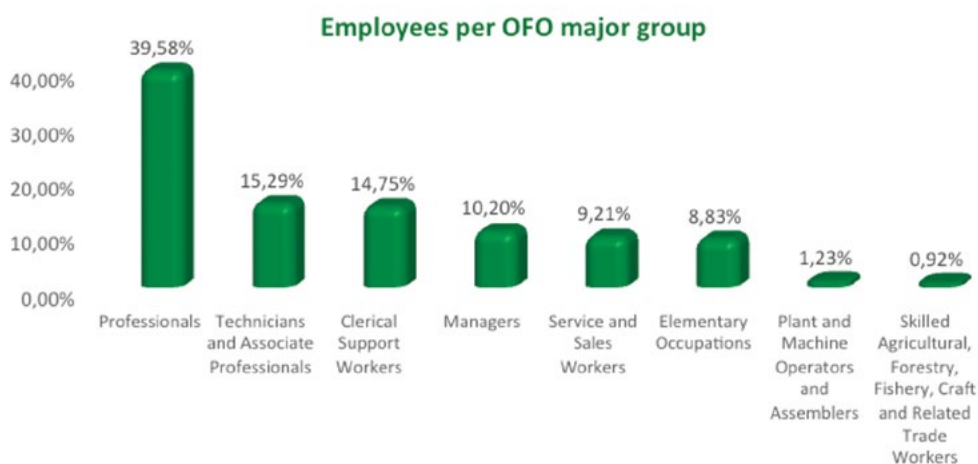
Table 5: Employment per major occupational category

Major occupational category	Number of employees	Per cent
Administrative Office Workers	169 735	47.00%
Elementary Occupations	114 229	31.63%
Professionals and Managers	77 136	21.36%

Source: PERSAL, 2019

The table above shows the number of employees within the Public Service Act only, as reflected by PERSAL data. PERSAL does not capture occupational data for each Organising Framework for Occupations (OFO) category; hence OFO major categories like Managers and Professionals have been grouped together. Based on analysis of the PERSAL data, Table 5 shows that the highest number of employees is employed in the Administrative Office Workers category

at 47.00%, followed by Elementary Occupations at 31.63%, and then Professionals and Managers at 21.36%. PSETA focuses primarily on support to develop capacity in transversal skills, such as administration, management, planning, legislation and policy development. Therefore, the majority of PSETA interventions are targeted at employees in the Professionals, Managers and the Administrative Office Workers occupational categories.



Source: PSETA MIS, 2019

Figure 10: Employees per OFO major group

Figure 10 above is based on the 2019 WSP data analysis, which reflects employment by OFO major group. The distribution indicates that the majority of employees (39.58%) are within the Professional Workers major group, followed by Technicians and Associate Professionals at 15.29% of employees, and Clerical Support Workers constituting 14.75% of the sector. Managers make up 10.20% of the employees at SMS level within the Public Service Sector. The percentage of Managers major group has decreased when compared to 2018, while the percentage of Professionals major groups in the Public Service Sector has increased when compared to 2018 figures. The picture shows similar trends with PERSAL data which currently does not yet capture occupational data per OFO category.

PSETA's support for skills development focusses on all occupations reporting only to PSETA that are transversal, with the SMS making up a total of 9 856 employees in the Public Service Sector (PERSAL, 2019). A decrease in SMS is observed when compared to 9 780 SMS personnel reported in 2018 with the racial demographics for SMS personnel at 7 304 African, 628 Indian/Asian, 779 Coloured, and 1 145 White employees (PERSAL, 2019). The MMS makes up a total of 17 783 employees in the Public Service, constituted of 13 513 African, 711 Indian/Asian, 1 376 Coloured, and 2 183 White employees (PERSAL, 2019). The age analysis on PERSAL in 2018 shows that the average age of public servants employed under the Public Service Act remains constant at 43.4 years, with the average length of service being almost 13 years. While the Public Service should ensure a constant stream of new recruits into the Public Service, staff retention is important to ensure strong institutional memory.

1.7 Conclusion

This chapter has outlined the scope of coverage of the sector, including an analysis of the key role players, the economic performance of the sector, and future outlook for the sector. Furthermore, it has analysed the employer and employee profiles reflecting trends and patterns of employment. In summary, the Public Service Sector comprises predominantly

large organisations with a significant contribution to the country's GDP. The economic conditions of the country impact the sector and have direct consequences on employment and training in the sector. As a sector, the Public Service is highly legislated with a substantial number of role players that exist to ensure compliance and governance.

Due to the dynamics of the sector, the nature of demand and supply for labour and skills is shaped by a far more complex set of processes than in the private sector, i.e. regional labour market dynamics intersect with policy and political priorities emerging from the executive. Furthermore, long institutional histories of the state shape the nature of organisational competencies. Indicators that can be used as rough proxies of demand and supply of skill in the private sector (such as vacancy rates and the price of labour) do not provide state managers with nearly sufficient information about the nature of scarce and critical skills in their organisations. This reflection is further highlighted in chapter two in the identification of drivers of change for the sector. In this context, developing a strategic approach for guiding the identification and prioritisation of skills in the Public Service Sector is particularly important, and a framework guiding the identification of skills needs in the Public Service Sector is further expounded upon in the last chapter of this SSP.

CHAPTER: 2

KEY SKILLS CHANGE DRIVERS

2: Key Skills Change Drivers

2.1 Introduction

This chapter focuses on the key factors that have been identified as driving change and influencing skills demand and skills supply in the Public Service Sector. These change drivers were identified through empirical research commissioned by PSETA and conducted by the Human Sciences Research Council (HSRC), which included in-depth interviews with a total of 24 key stakeholders spanning 16 government departments and training academies, and an in-depth literature review on the global and local factors that influence the work of the Public Service Sector. A review of existing research and current affairs issues was also conducted. The implications these have for skills planning have been organised by theme to show the overall interaction between mandates and the broader intended impact on the socio-economic development of the country. The chapter also provides an analytic overview of the national strategies and plans that affect skills demand and supply in the sector.

2.2 Factors Affecting Skills Demand and Supply

Understanding the major factors impacting on skills demand and supply in the Public Service Sector provides an opportunity to better analyse why skills shortages exist. The major factors impacting skills demand (in terms of the number and type of skills demanded) in the South African Public Service Sector are described below.

i. The Fourth Industrial Revolution and Technology

The Fourth Industrial Revolution (4IR) advances impact the nature of work profoundly by shaping the types of skills required, and the modes of service delivery in the Public Service. The National e-Strategy Digital Society South Africa sets the foundation for advancing digital technologies which encompass the 4IR and other emerging technologies as follows:

- a. The 4IR and ICT have enhanced digitalisation, big data, artificial intelligence, online platforms, and the Internet of Things, which are some of the major drivers of skills change in the Public Service. The 4IR provides the opportunity for greater government efficiency and effectiveness in providing services to its citizens. The digitisation of the Public Service Sector through e-government forms part of the move towards improved ICT systems within the sector.
- b. South Africa's e-government strategy provides the policy framework for incorporating ICT as a key enabler in modernising government services and improving accessibility and convenience. Examples of e-government services in the Public Service include e-filing, e-health, e-education, e-commerce, and eNatis (an online vehicle and transport management system implemented by the Department of Transport). Other examples include the recent launch by the DPSA of e-recruitment, with the aim of introducing a paperless administration across the Public Service.
- c. It is expected that robotics, in combination with the Internet of Things, could lead to more effective, leaner and cost-efficient governments in the not so distant future. The NDP recognises the access to and application of ICT as key enablers in fighting poverty in the country.
- d. While the sector has progressively moved toward implementing ICT across its systems and processes and the government's e-strategy has progressed in its implementation, evidence still points to a lack of adequate skills to develop e-government services and solutions. A PSETA study conducted by the HSRC in 2018 found that most government departments do not currently have the human and physical resources to optimise the role of ICT in the Public Service Sector. The implications of this are discussed later in this chapter.

ii. Geographical Positioning

- a. A key factor which continues to impact on the work of departments is the delivery of services within rural areas. Some provincial departments located in rural areas face a challenge with a shortage of employees and struggle to attract high-calibre employees as talented graduates and experienced employees chose to migrate to metropolitan areas. This contributes to the existing situation of a skills bias within urban areas.

iii. Human Resource Dynamics within the Public Service

Human resources (HR) in the form of people is the most valuable asset of the Public Service Sector.

Therefore, planning, attracting and retaining competent talent to ensure that the Public Service Sector meets the demands of the developmental state envisioned in the NDP is critical, and these functions fall within the scope of Human Resources Management (HRM) and Human Resource Development (HRD). Four sub-change drivers which fall within the wider ambit of HR are discussed below.

- a. **Recruitment challenges and competition for skills:** As part of the measures to contain costs, and related to the decision to limit the headcount in administrative and managerial positions, most of the Departments have a number of unfilled and frozen vacancies (non-critical vacant posts), which has far-reaching implications for the skills supply and performance of the Public Service. A substantial challenge for HR departments is to attract the best and brightest talent into the Public Service Sector. This issue is made difficult by the lucrative remuneration and other benefits offered in the private sector, which works against government's attempts to lure individuals into a career in the Public Service. This negative perception ultimately affects the sector's ability to attract and retain skilled employees. The uniform and uncompromising criteria used for job requirements were noted as another factor that prevents many young people from meeting the necessary requirements for a position in government.
- b. **High turnover and a thin supply pipeline:** The Public Service continues to report high levels of exit and turnover. This is more evident among youths and those in highly specialised occupations, such as those in ICT, finance and engineering. High turnover is attributed to various factors, including a lack of motivation among some public servants, being overworked, inflexible working hours, limited space for innovation, and other reasons related to poor working conditions that represent organisational factors. External factors mentioned include poaching and inter-departmental migration.
- c. **Lack of autonomy of HR departments:** One of the challenges facing HR departments in the Public Service Sector is that they are not powerful units in most instances, a weakness that threatens their ability to maintain autonomy and efficacy. The HR function also continues to be clouded by political interference, thus limiting autonomy, which ultimately affects the ability to secure competent talent for the sector. Thus, the HR function in the Public Service has been associated with irregular recruitment and selection processes, inefficient hiring processes, and the failure to appoint the right candidate for the job. This is a concern, considering that a Toolkit on Recruitment and Selection was developed by the Public Service Commission, which serves to simplify the national and provincial department processes for recruiting and selecting individuals who satisfy the job requirements in terms of appropriate education background, skills, competencies and experience.
- d. **HR function as transactional and operational – not strategic:** The HR function continues to be perceived as a transactional unit, rather than a strategic unit within departments. The HR component is often not perceived as part of the core business. This tends to result in inadequate resources being discharged to these units within government departments, which affects their operations. Part of the reason for the transactional nature of HR is that these practitioners and departments operate in a highly politically charged space, as they are working with precious resources in the form of employment opportunities.

2.2.1 Key Skills Implications

The implications of the identified change drivers are summarised in the table below. Of particular relevance is the impact of these change drivers on skills planning for the sector to inform the direction of any capacity development programmes.

Table 6: Key skills implications

Change Driver	Implications for skills planning
The 4IR and Technology	<ul style="list-style-type: none"> The increasing emergence of ICT in the Public Service Sector is coupled with the need for new tools, systems, platforms and the related skills required to operate them. The introduction of new technologies may require the Public Service to expand its personnel complement (especially in terms of technical support roles) and enhance training and education of current staff, with a need for ongoing re-skilling and/or up-skilling. ICT requires employees to be skilled in technology-related skills, big data analytics, related fields and other forms of information relevant to the 4IR. There is thus a need for constant skilling and re-skilling and the development of appropriate human resources to integrate emerging ICTs in the Public Service. ICT appears to be one critical area in which the Public Service Sector needs skilled personnel, yet the overall shortage of technicians nationally means that government departments struggle to compete with the private sector for these skills. A lack of skills in this area could hamper the government roll-out of priority projects that need ICT skills. In the Public Service space, technology in the form of e-learning has been identified as a crucial mechanism for delivering skills development in a cost-effective and efficient manner. This delivery mechanism allows for skills development to evolve, especially in terms of being more accessible and available to employed people within the sector.
Geographical Positioning	<ul style="list-style-type: none"> In order to address the issue of a lack of adequate skills to fill vacant posts within rural areas, training and development of individuals who live within these areas is required. By ensuring that skills development of local individuals in the area takes place, employers are able, firstly, to address the issue of a lack of skills and, secondly, to address regional unemployment issues.
HR Dynamics within the Public Service	<ul style="list-style-type: none"> Innovative recruitment and retention strategies, particularly for the youth, will be required in order to attract and retain skills. The sector needs to be supported to be able to identify the nature of their staff competency gaps and what kinds of training are most appropriate for developing capacity in these areas. This once again highlights the importance of the focus on building HRD skills and implementing focused training for HR personnel.

2.3 Policy Frameworks Affecting Skills Demand and Supply

Skills development in the Public Sector must specifically aim at building state capabilities to deliver on the NDP. Thus, policy direction and government priorities are critical considerations and provide the direction for skills planning in the sector. PSETA aligns its skills development activities with a number of national plans and strategy documents, most of which comment on the need to substantially improve the skills of public servants and the general capacity of the South African Public Service Sector.

- **The National Development Plan (NDP)**

- The NDP calls for the building of a “capable state”. According to the National Planning Commission (NPC, 2012), the state is capable to the extent “that it has the capacity to formulate and implement policies that serve the national interest”. A capable and developmental state is one that has the means to identify and deal with the causes of poverty and inequality in the country. Therefore, identifying current and future skills demand as accurately as possible is extremely important if the goals of the NDP are to be achieved within the Public

Service Sector. PSETA's SSP has considered the sub-outcomes outlined in the NDP Chapter 13 on "Building a capable state".

- **The New Growth Path (NGP)**

- The NGP proposes major improvements in government, improving competition in the economy, and accelerating skills development. It specifically emphasises the role of government departments and agencies (specifically SETAs) in meeting set targets for scarce and critical skills, with a focus on producing professional and technical skills. The NGP calls for greater focus on workplace training, targeting on-the-job training and refresher programmes for at least 10% of the workforce every year.

- **White Paper on Post-School Education and Training (WP-PSET)**

- The WP-PSET sets out strategies for an improved post-school education and training (PSET) system that will meet the needs of South Africa by 2030. A sharpened focus of SETAs is proposed, limiting the scope of a SETA to the training of employees within the relevant sector and unemployed persons wishing to enter the sector. It is proposed that SETAs will be further employed to provide supply-side data towards the development of a national skills system. The focus of the SETA mandatory grant will be exclusively on gathering accurate data on sector skills needs. SETA discretionary grant funding will be intended for programmes aimed at supporting both existing workers and potential new entrants to the labour market. Providers could be public, private, NSG or state academies, provided they have the capacity to provide all or substantial parts of qualifications.

- **The National Skills Development Plan (NSDP)**

- The NSDP, which comes into effect from 01 April 2020, follows from the previous national strategy, the National Skills Development Strategy (NSDS III), and consists of eight outcomes to be achieved mainly by SETAs in collaboration with the DHET, TVET and CET colleges, universities, and the National Skills Fund (NSF). The NSDP is set within the broader policy framework of the NDP.
- Ensuring an accountable and responsive PSET system which addresses the needs of the economy and the broader developmental objectives of the country is the overarching focus of the NSDP.
- Linking education and the workplace, improving the skills level of the workforce, and ensuring the production of sufficient artisans to support the technical skills requirements of the country all continue from the previous NSDS, and find further emphasis in the NSDP.

- **Human Resources Development Strategy for South Africa (HRDSA) towards 2030**

- The theory of change for the HRDSA is based on a number of assumptions. One of them is that HRD activities within government departments do take place; however, there is a need for coordination of those activities across government. HRD activities are influenced by a wave of digital transformation across the globe, and the Public Service Sector is not exempt from that.
- The HRDSA has identified five programmes aligned to the national imperatives, namely:
 - » Programme 1: Foundation Education with Science, Technology, Engineering, Maths, Languages and Skills.
 - » Programme 2: TVET and the Rest of the College System.
 - » Programme 3: Higher Education and Training, Research and Innovation.
 - » Programme 4: Skills for the Transformed Society and the Economy.
 - » Programme 5: Development/Capable state.

- **Public Service Human Resource Development Strategic Framework (PS-HRDSF)**
 - The Strategic Framework for the development of human resources in the Public Service is a sub-system of a larger HRD framework which addresses the focused demand for HRD in the Public Service. The PS-HRDSF Vision 2015 rests on four distinct pillars relating to:
 - » Capacity Development
 - » Organisational Support Systems
 - » Governance and Institutional Development
 - » Economic and Growth Development

- **Medium-Term Strategic Framework (MTSF)**
 - The MTSF for 2019-2024 emphasises the need for a new implementation paradigm shift towards a comprehensive framework inclusive of resourcing and integration of all Public Sector institutions. The MTSF informs all levels of government planning through an integrated planning framework.
 - The MTSF for 2019-2024 puts emphasis on combining the NDP implementation plan with integrated monitoring systems. The MSTF further outlines the budget prioritisation framework and labour movement involvement in the skills revolution.
 - The PSETA will partner with DPME towards spearheading a Public Private Sector Growth Initiative (PPGI) to promote economic growth and create jobs within the Public Service Sector.
 - The PSETA will focus on Priorities 2 and 6 on Education, Skills and Health, and A Capable, Ethical and Developmental State, as a contribution towards putting the Public Service Sector on a positive trajectory towards the achievement of the 2030 vision.

2.3.1 Skills Planning Implications of National Strategies and Plans

The national strategies and plans and implications for skills planning are outlined in the table which follows.

Table 7: Skills planning implications of national strategies and plans

National plans or strategies	Implications for skills planning
NDP	Based on the nine outcomes of the NDP focused on building a capable state, PSETA has considered the major NDP competencies in its strategic focus areas, namely: <ul style="list-style-type: none"> • A public service which is a career of choice. • Sufficient technical and specialist professional skills. • Efficient and effective management and operations systems. • Procurement systems that deliver value for money. • Strengthened delegation, accountability and oversight. • These form key inputs in the strategic focus of the SETA.
NGP	Reinforcing the focus on workplace-based programmes which incorporate on-the-job training, the PSETA annually sets targets in consultation with the DHET specifically to address the need for interventions in this area for both employed and unemployed individuals.
WP-PSET	In response to the sharpened focus of SETAs outlined in the White Paper, the focus on the participation of employers in the submission of credible Annexure 2 (WSPs) has been prioritised. Training of labour representatives on training committees, capacity-building sessions, and Skills Development Facilitator (SDF) training programmes are all initiatives aimed at responding to the White Paper and improving the quality of sector intelligence available to the SETA. With regards to the capacity-building of the TVET system, PSETA is currently instrumental in the review of qualifications offered by TVET colleges, as well as enriching the capacity of TVET colleges.

National plans or strategies	Implications for skills planning
NSDP	The ushering in of the NSDP will see the PSETA's strategy aligned to achieving the outcomes of the NSDP. Conducting labour market research, addressing sector skills needs and priorities, implementing learning programmes, supporting the TVET system, artisan development, and collaborating with relevant quality councils are key areas that will form the focus of the PSETA's core operations.
HRDSA	HRD issues cut across the implementation forum which PSETA is part of, and this requires collective engagement of all departments involved. PSETA, together with the DPSA, can monitor the extent to which HRD targets are met by departments. PSETA is directly involved in Programme 2, 3, 4 and 5.
PS-HRDSF 2015	The overall strategic approach and focus for HRD in the Public Service has been rearticulated to place greater emphasis on the imperative for the alignment and consolidation of the inward focus of the Public Service (demand side) with the broader external labour market dynamics. PSETA is facilitating and improving the extent to which skills supply is able to address the skills and talent requirements of the Public Service Sector on a consistent, predictable and reliable basis.
MTSF	The PSETA will focus on Priorities 2 and 6 on Education, Skills and Health, and A Capable, Ethical and Developmental State as a contribution towards putting the Public Service Sector on a positive trajectory towards the achievement of the NDP goals for 2030. The PSETA will partner with the DPME towards spearheading a PPGI to promote economic growth and create jobs within the Public Service Sector.

The overarching implication of the analysis of these national strategies and plans may be categorised into two broad themes:

- **Policy landscape:** National policies and plans may not be considered in isolation of one another. While some have overlapping goals, others are contradictory or complementary to one another. In the Public Service, there are a range of agencies that have overlapping mandates in relation to skills development in particular, and capacity-building more widely. Thus, the need to establish partnerships and coordinate efforts are key outcomes of the analysis of these plans.
- **Socio-economic agenda:** An inherent feature of South Africa's labour market policies is the secondary aim to address issues of inequality, unemployment, poverty and transformation. And, conversely, the goal of many socio-economic policies incorporates the need to improve education and skills development, ultimately impacting on the labour market. There is also a need for skills development policies to address not only issues of poverty and unemployment, but also those of economic growth and global competitiveness. In an economy highly dependent on global economic conditions, the development agenda for the country has to take into cognisance these interlinked factors. The role of skills development in promoting the broader development agenda of the country is key.

2.4. Conclusion

It is critical for PSETA to align the sectors' activities to the national priorities outlined. In particular, the NDP mandate of building a "capable state" is underpinned by "effectively coordinated state institutions with skilled public servants committed to the public good and capable of delivering consistently high-quality services". The key change drivers impacting skills in the sector which have been identified include new policy directions and priorities initiated by government which may impact employment and the skills demand in the sector. The impact of the 4IR and its consequent disruptions to the sector will be experienced in the organisation of the state, technology-enabled service delivery models, and the structure of operations, all of which have significant implications for the kind of skills required for the future. Finally, a key change driver is the increased focus on capacity building of HR and HRD units in the Public Service, with a move towards viewing HRD in a broader and holistic sense as an investment in human capital to meet the state's strategic agenda.



CHAPTER: 3

OCCUPATIONAL SHORTAGES AND SKILLS GAPS

3: Occupational Shortages and Skills Gaps

3.1. Introduction

In this chapter, the focus is on understanding occupational shortages and skills gaps in the sector. Occupational shortages occur when the demand for workers in specific occupations exceeds the supply of workers who are qualified, available and willing to work (DHET, 2019). Skills demand in the Public Service Sector is relatively constant within the various occupational categories. On the contrary, within the public entities and Legislatures sub-sectors, there are vast differences depending on the complexity of the tasks carried out within the occupations. This chapter also outlines the supply of skills available to the sector and provides an analysis of hard-to-fill vacancies (HTFVs) and Priority Occupations for the Public Service Sector. A range of primary and secondary data sources and literature informs the analysis which follows in this chapter. Research specifically looking at HTFVs and skills gaps informs the discussion.

3.2. Sectoral Occupational Demand

3.2.1. Occupations with hard-to-fill vacancies

This section focuses on HTFVs in the Public Service Sector. These are the vacancies that take longer than 12 months to fill. The recruitment processes in the Public Service Sector impacts on the period or duration it takes to fill the posts. The HTFVs information presented in Table 8 was gathered during face-to-face qualitative interviews which PSETA held with the key informants from each of the four sub-sectors. The information gathered from these interviews shows that the HTFVs and their determinants vary greatly in the Public Service, as per the priorities and strategic objectives of the individual departments.

As can be noted in Table 8, the vacancies that are hard to fill in the Public Service are generally due to insufficient market-related salary or specialised Public Service Sector experience. Compensation and conditions of employment for some occupations within the Public Service Sector are less attractive to candidates, thus allowing for the sector to become susceptible to being outcompeted by the private sector in talent attraction (PSETA, 2017). Government departments are at times compelled to go through recruitment agencies or head-hunt in order to get a suitable candidate. A study conducted by PSETA (2017) revealed that positions that require the approval of political heads (Members of the Executive Committee (MECs) or Premiers) sometimes experience delays due to long internal approval processes for the appointments to vacancies. This requires consideration that sometimes positions which may be deemed as hard to fill in the Public Service Sector may be hard to fill due to skills-related reasons and/or non-skills related reasons. Thus, to use the length of time it takes to fill the vacancy as the sole indicator of HTFVs may be insufficient. SMS vacancies are generally hard to fill in the Public Service as these may require specific specialisation or competencies, such as a Chief Director specialising in Organisational Design, SCM or Revenue, or a Director specialising in Legal Services, Performance Audit, etc. Table 8 which follows provides some of the vacancies that were deemed hard to fill by various employers in the Public Service Sector.

Table 8: Transversal occupations with hard-to-fill vacancies (HTFVs)

OFO Code	Occupation	Number of HTFVs	Reasons for HTFVs
2017-111204	Senior Government Official	98	Due to a lack of sufficient and/or appropriate experience.
2017-121905	Programme or Project Manager	26	Lack of relevant public service experience, low wages offered.
2017-111202	General Manager Public Service	57	Lack of relevant experience.
2017-121301	Policy and Planning Manager	19	Lack of skills and experience required.
2017-242211	Internal Auditor	8	Lack of skills and experience required.
2017-241108	Forensic Accountant/Investigative Accountant	6	Due to the unique nature of the occupation, which requires extensive forensic experience with an accountancy background.
2017-121201	Personnel/Human Resource Manager	23	Due to a lack of sufficient and/or appropriate experience.
2017-111207	Senior Government Manager	49	Due to a lack of sufficient and/or appropriate experience, political appointment.
2017-121101	Finance Manager	32	Due to a lack of sufficient and/or appropriate experience.
2017-122301	Research and Development Manager	22	Due to a lack of sufficient and/or appropriate experience.
2017-251101	ICT Systems Analyst	10	Salaries usually paid outside the public sector for similar positions. Lack of talent retention in government. High turnover rate in IT-related positions. Difficult for the Public Service to attract and retain the best talent due to the sector's outdated systems and technology.
2017-242211	Information Systems Auditor/IT Audit	8	Salary competition with the private sector, which outcompetes the public sector. Due to a lack of sufficient and/or appropriate experience.
2017-241107	Financial Accountant	16	Few applicants with the required skills.
2017-332302	Procurement Officer	39	Lack of knowledge of public service systems, specific protocols and processes.

Source: PSETA, 2017

3.2.2. Major Skills Gaps

The skills gaps in the Public Service Sector are presented in Table 9. To gather the information on skills gaps in the sector, face-to-face interviews were held with the key informants in the sector. The study targeted only senior officials (like Chief Directors, Directors or Deputy Directors) within HRD and/or HRM divisions. Skills gaps have been identified particularly in middle and senior management in the Public Service (i.e. the MMS and SMS bands), specifically in managers' ability to develop operational plans, systems and monitoring tools to affect strategic priorities set at the senior administrative and executive level. This has knock-on effects for basic administrative systems (such as accurate record keeping and archival skills, etc.).

Further, there exists skills gaps in public financial management in general, and a need to improve skills related to strategic procurement and contract management in particular. There are also skills gaps in HRM (resource planning, recruitment and so forth) and HRD (in supporting strategic skills development and retention of experienced and skilled staff). Improved skills are needed in HR and in management in general to support work-integrated learning (WIL), internships and mentoring more generally. SCM is part of the Public Service Sector occupations with skills gaps identified. PSETA's green procurement study findings confirm that a national review on green public SCM is key for skills planning and public service procurement. The greening of SCM occupations should, therefore, be taken into consideration in the National Treasury's Procurement Bill which is being revised (PSETA, 2016).

The skills required in the sector include records management, general management skills, leadership and business writing skills, as displayed in Table 9 below.

Table 9: Skills gaps at major occupation levels

OFO Major Group	OFO Code	Occupation	Skills Gaps
Manager	2017-111101	Local or Provincial Government Legislator	Policy development
Manager	2017-111202	General Manager Public Service	Advanced leadership, governance and public leadership, mentoring, strategic management, change management, M&E, and digital skills
	2017-111204	Senior Government Official Senior	
	2017-111207	Government Manager	
Manager	2017-121101	Finance Manager	Leadership, ethical conduct, operational management, data analytics, and digital skills
Manager	2017-121201	Personnel/Human Resource Manager	Management development, talent management, records management, ethical conduct, contract management, and organisational development (OD) skills
Manager	2017-121301	Policy and Planning Manager	Financial management, M&E, and digital skills
Manager	2017-121905	Programme or Project Manager	Project management in the Public Service
Manager	2017-134904	Office Manager	Leadership management, and financial management
Professionals	2017-241102	Management Accountant	Advanced leadership and digital skills
Professionals	2017-241107	Financial Accountant	People and performance management
Technicians and Associate Professionals	2017-333905	Supply Chain Practitioner	SCM in the Public Service, contracts management, Public Finance Management Act (PFMA), and digital skills.
Technicians and Associate Professionals	2017-334102	Office Administrator	Business writing, records management, and service delivery/customer orientation
Clerical Support Workers	2017-411101	General Clerk	Business writing, digital skills, data analytics, records management, and service delivery/customer orientation

PSETA's study into the OFO analysis in the Legislative sector identified two occupations that could not be mapped to any OFO code: the Serjeant-at-Arms and Petitions Officer (Palladian Consulting, 2016). The closest OFO code that these occupations could be matched to is 2015-335501: Detective, which does not represent their tasks performed very well (ibid). The Serjeant-at-Arms' tasks involve maintaining the attendance register, keeping order during meetings, and removing members who misconduct themselves (Palladian Consulting, 2016).

PSETA also commissioned the Wits School of Governance to conduct a research study on capacity-building needs for administrative and support personnel in the legislative sector. The findings from the study show that management and leadership skills, IT, financial management, and legal skills are equally important for efficient operations in Parliament and Legislatures. Other skills deficits and gaps that were recognised include the following: project management, government communications, wellness, M&E, Parliamentary proceedings, HRM, corporate governance, and legislative skills. It was recommended that proper job analysis and job descriptions are necessary, which should include fair and consistent remuneration practices at the point of harmonisation which, in turn, will require the correct evaluation of jobs across the Legislatures, and rationalising the different job description templates. The harmonisation project would require the re-evaluation of all jobs to ensure consistency and alignment across the Legislatures and provide the foundation for a new grade and pay structure (Wits School of Governance, 2017).

The HTFVs identified in the LSSP (2019) reflect the occupations which may be considered scarce skills in the sector, and which range across different major occupational groups. The majority of these occupations fall within the Professional major occupational group, with the highest level of scarcity noted within the Policy Analyst occupation. This occupation is particularly critical within the sector as it is a technical support skill required in public administration to enable legislators to examine and evaluate the available options to implement the goals of laws and elected officials. The identified skills are aimed at supporting the sector to deliver on its support mandate effectively.

3.3. Extent and Nature of Skills Supply

3.3.1. Extent of Occupational Skills Supply in the Sector

The supply of skills to the Public Service Sector varies given the diversity of the functions performed by the Public Service; the appropriate qualifications for public servants (where formal qualifications are needed) can potentially span the full spectrum of the PSET system. Training outside of the formal qualifications system for public servants includes workplace training in the form of coaching or mentoring, internships, in-service training by public sector academies, training offered by the NSG, provincial government, state academies, and other public and private training providers registered with PSETA. Public servants can obtain Adult Basic Education and Training certificates via a range of providers such as CET colleges. E-learning is now being introduced in the Public Service slowly as a medium for some forms of training, the challenge of accreditation of the e-learning courses however persists.

3.3.2. The State of Education and Training Provision

The number of people obtaining a National Senior Certificate (NSC) (commonly known as matric) and the achievement levels of those who pass matters for both the supply of people to the further and higher education sectors, and for the direct supply of labour for the Public Service in occupations which do not require post-school qualifications. Currently, 44% of employees employed by the state have some form of post-matric qualification (StatsSA, 2016).

The basic education stream is quite significant as it provides throughput for all PSET streams. The matric pass rate has improved over the past 24 years; from 53% in 1994 to 78.2% in 2018. The 2018 results show a 3.1% improvement from the 75.1% achieved in 2017. These results show similar trends with the 2013 pass rate, which was 78.2%. From Table 10, it is evident that the overall pass rate continues to follow an upward trajectory. Further notable achievements from the 2018 cohort include an improvement in the number of Grade 12 learners who are eligible for a bachelors programme at university, and an increase in the number of Grade 12 learners who have passed Physical Science and Mathematics subjects. These indicators have been identified in the NDP and are linked to the promotion of excellence and scarce skills in Grade 12. The throughput rates of learners within the education system still remains a challenge. In 2018, 800 800 learners entered and registered for the NSC the final examination and only 172 000 qualified for further studies at universities. This is only a third of the students that wrote the matric that qualify to go to university.

Table 10: National pass rates of matric 2013-2018

Year	Pass rate percentage
2013	78.2%
2014	75.8%
2015	70.7%
2016	72.5%
2017	75.1%
2018	78.2%

Source: Department of Basic Education (2018)

In respect of the overall pass rate, observers have expressed concern about the lowering of standards. Observers have argued that the higher pass rate can be possibly linked to the lowered passing standards. Furthermore, it has been argued that learners are not adequately prepared for tertiary education and the labour market, and this often leads to some of them dropping-out or lower graduation rates.

The NSC has been designed to allow for individuals to enter either work or further education which includes higher education studies or vocational studies. The WP-PSET and the NDP have identified skills as a constraint to addressing many of the socio-economic challenges within the country. There is often a mismatch between the skills produced at higher education level and the actual skills required by employers. A major problem that has been identified in the system is the inadequacy in the provision of PSET in terms of quantity, diversity, and in some instances quality. The White Paper aimed to “align the post-school education and training system with South Africa’s overall development agenda, with links to various development strategies such as the New Growth Path, the Industrial Policy Action Plan 2, the Human Resource Development Strategy for South Africa 2010-2030, and South Africa’s Ten-Year Innovation Plan”.

In the university system, a number of problems relate to access, curriculum, staffing, management, student funding, and other forms of student support. The higher education institution (HEI) system consists of 26 public universities and 123 private universities. Table 11 illustrates the number of students enrolled in public and private institutions between 2009 and 2017. There was a notable increase in the number of students that were enrolled in the 26 public universities in 2017 when compared to the previous year.

Table 11: Students enrolled in HEIs 2011-2017

Category	Number of students enrolled						
	2011	2012	2013	2014	2015	2016	2017
Public HEIs	938 201	953 373	983 698	969 155	985 212	975 837	1 036 984
Private HEIs	97 478	97 478	119 941	142 557	147 210	167 408	185 046

Source: DHET, 2019

Within the Public Service Sector, the qualification levels that departments require of their staff vary from department to department, depending on their mandate. The Department of Trade and Industry (DTI), for example, requires the majority of its personnel to have degrees or diplomas, whereas this is not necessary in Home Affairs. However, senior officials responsible for HRD in Home Affairs state that they are increasingly hiring staff with higher education qualifications in posts historically not requiring these qualifications as staff with degrees and diplomas are assumed to be more autonomous, better prepared to use their discretion appropriately, etc.

Based on interviews with a small sample of departments, as well as estimating the kinds of professional skills required with the implementation of government policies, including the National Skills Accord, it is estimated that there will be an increased demand for personnel with post-matric qualifications, and in particular, those with degrees. An increased supply of well-educated graduates is therefore needed to meet demand in the Public Service. There has been an increase in the number of students completing undergraduate and postgraduate qualifications in South Africa over the five-year period from 2010 to 2015. The number of undergraduates who graduated at public HEIs in 2015 was 191 524, a 3.3% increase from the 185 375 students who graduated in 2014. For postgraduate students, there was a 12.1% increase in graduations over the same period (DHET, 2017).

TVET colleges have been identified by government as a vehicle to improve throughput rates and expand the numbers of qualified people entering the workforce. The NDP emphasises the need to increase the enrolment in TVET colleges to 2.5 million and CET colleges' enrolment to 1 million students by 2030. In 2016 there were 50 public TVET colleges with 250 registered campuses for delivery of qualifications and part-qualifications. Improved quality through effective training of college managers and academic staff and improved student support was envisaged in the WP-PSET. According to the White Paper, improving the quality will entail "the development of appropriate programmes; upgrading lecturer qualifications; capacity building for management and governance; improved learner support; utilising appropriate information technology systems for both learning and management; and building strong partnerships between colleges and employers in both the public and private sectors" and growing an appropriate skills development pipeline (DHET, 2013).

An analysis of the employment of new recruits indicates that the sector does not favour the employment of TVET graduates. Yet the TVET system produces a significant number of learners in Public administration, office administration and other important transversal skills. Most TVET college programmes will require placement in a workplace and the completion of a period of work experience in order to qualify for a certificate or diploma. A range of interventions has been initiated to improve learning outcomes in the case of the TVET college sector. The Quality Council on Trades and Occupations (QCTO) is tasked with improving the availability, relevance and quality of occupational qualifications to meet sectoral skills needs. To the extent that there is a trade-off between increasing enrolments and attention to improving the quality of education and passes, there appears to be a need for a far greater focus on the latter now that a healthier enrolment had been achieved.

Table 12: Number of students in TVET colleges who registered, wrote and completed report 190/1 N6 part qualification, 2016

Report 191 N6 Programme	Total number registered	Total number who wrote	Total number completed	Completion rate (%)
Public Management	6 209	6 060	3 366	55.5
Marketing Management	5 718	5 552	2 850	51.3
Management Assistant	12 288	11 860	9 580	80.8
HRM	15 415	15 080	10 683	70.8
Financial Management	9 955	9 750	6 722	68.7
Public Relations	1 443	1 378	1 061	77.0

Source: DHET, 2018a

Table 12 above shows the TVET qualifications, specifically within the Report 191 N6 programme, which fall within the PSETA mandate for the 2016 year. The largest number of completions were in the Management Assistant and Public Relations qualifications, while Marketing and Public Management had just over 50% completion. These part qualifications culminate in a National Diploma provided that students meet the requirements for work experience. Students enrolled for Business or General Studies programmes require 18 months (or 2000 hours) of applicable work experience. It should be noted that in practice, entry into many positions in the Public Service requires an undergraduate degree with a minimum of 24 months of experience. This practice does not favour TVET graduates, and remains a challenge within the Public Service Sector recruiting strategy.

Table 13: List of PSETA qualifications

ID	Qualification title/ Learning programme title	National Qualifications Framework (NQF) Level
86946	Further Education and Training Certificate: Democracy, Active Citizenship and Parliamentary Services	Level 4
57824	Further Education and Training Certificate: Public Administration	Level 4
58346	Further Education and Training Certificate: Public Administration Management	Level 4
49197	Further Education and Training Certificate: Social Housing Supervision	Level 4
49257	National Certificate: Conflict Management and Transformation	Level 5
49055	National Certificate: Foreign Economic Representation	Level 6
66869	National Certificate: Home Affairs Services	Level 5
49107	National Certificate: Inspection and Enforcement Services	Level 5
48761	National Certificate: Mission Administration	Level 5
64330	National Certificate: Mission Corporate Services Management	Level 6
65649	National Certificate: Official Statistics	Level 5
57804	National Certificate: Public Administration	Level 3
50060	National Certificate: Public Administration	Level 5
64670	National Certificate: Public Financial Oversight and Accountability	Level 6
57805	National Certificate: Public Sector Employment and Skills Development Practices	Level 5

ID	Qualification title/ Learning programme title	National Qualifications Framework (NQF) Level
50585	National Certificate: Public Service Communication	Level 6
50583	National Certificate: Public Service Communication	Level 5
49196	National Certificate: Social Housing Property Development	Level 6
49198	National Certificate: Social Housing Property Management	Level 6
64329	National Diploma: Diplomacy	Level 7
57827	National Diploma: Public Administration	Level 7
57897	National Diploma: Public Administration	Level 6
99054	Occupational Certificate: Diplomat	Level 7
91994	Occupational Certificate: Office Administrator: Public Service Administrator	Level 5


Source: SAQA, 2019; PSETA MIS, 2019

The PSETA Education and Training Quality Assurance (ETQA) has 24 registered qualifications, as shown in Table 13. The 24 qualifications include registered unit standards, qualifications and learning provision including learnerships. ETQA also focuses on accrediting training providers, registering assessors and moderators, auditing the quality of learning provision and assessment, as well as certifying learners. Out of the 24 qualifications mentioned above, 22 are legacy qualifications valid until 2023. Two qualifications, the Occupational Certificate: Diplomat, and Office Administrator: Public Service Administrator, are the new occupationally directed qualifications for diplomats at NQF level 7 and office administrators at NQF level 5 in line with the QCTO model. The QCTO is responsible for all qualifications registered on the Occupational Qualifications Sub-Framework (OQSF) of the NQF. The QCTO, as the custodian of the OQSF, is responsible for developing occupational qualifications that will adequately cater for the current and future skills needs of the Public Service Sector. The PSETA ETQA going forward will be performing the Development Quality Partner (DQP) function for QCTO.

While there remains a plethora of qualifications available for individuals, stakeholder-specific qualifications play a critical role in the supply side for the Public Service Sector. Some stakeholders have unique needs in terms of skills required, and these may only be developed through stakeholder-specific qualifications. PSETA has five stakeholder-specific qualifications aimed at addressing the needs of the Social Housing Regulatory Authority (SHRA), StatsSA, DIRCO, DHA, and the Department of Communications (Government Communication Information System (GCIS)).

There are currently three historically registered qualifications in Social Housing Supervision, Social Housing Property Development, and Social Housing Property Management which fall specifically within the scope of the Social Housing sector. These qualifications have had no learner uptake since the registration of these qualifications. However, recent engagements with the SHRA indicate that they expect a growth in the demand for social housing sector professionals and practitioners in the foreseeable future. Accordingly, the PSETA will be required to address the demands of the sector by ensuring sufficient provision of qualifications.

StatsSA, another PSETA stakeholder, is mandated to advance the production, dissemination, use and coordination of official and other statistics to assist organs of state, businesses, other organisations, and the public in planning, monitoring, and decision-making. There is currently one historically registered qualification, namely, the National



Certificate in Official Statistics which falls directly under the ambit of StatsSA. The qualification has had learner uptake and the last intake of learners was in the financial year 2014/2015. Consultation with the Senior Management of StatsSA is ongoing in order to assess the relevance of the qualification and the viability of developing occupational qualifications to suit the specific needs of StatsSA.

The Diplomatic Training, Research and Development directorate within DIRCO addresses the skills and developmental needs of its officials and supports the international relations competencies of partner departments. They are currently accredited for qualifications in Mission Administration, Mission Corporate Services Management, and Diplomacy. All these qualifications have had high learner uptake. In 2012, DIRCO took part in developing their occupational qualifications for the diplomatic sector and two occupational qualifications were developed: Diplomat and General Public Service Manager (Foreign Relations Administrator). Only the Diplomat qualification has been registered with the South African Qualifications Authority (SAQA). Further development of occupational qualifications in this area is required, and the PSETA ETQA continues to work together with the QCTO and DIRCO in this regard.

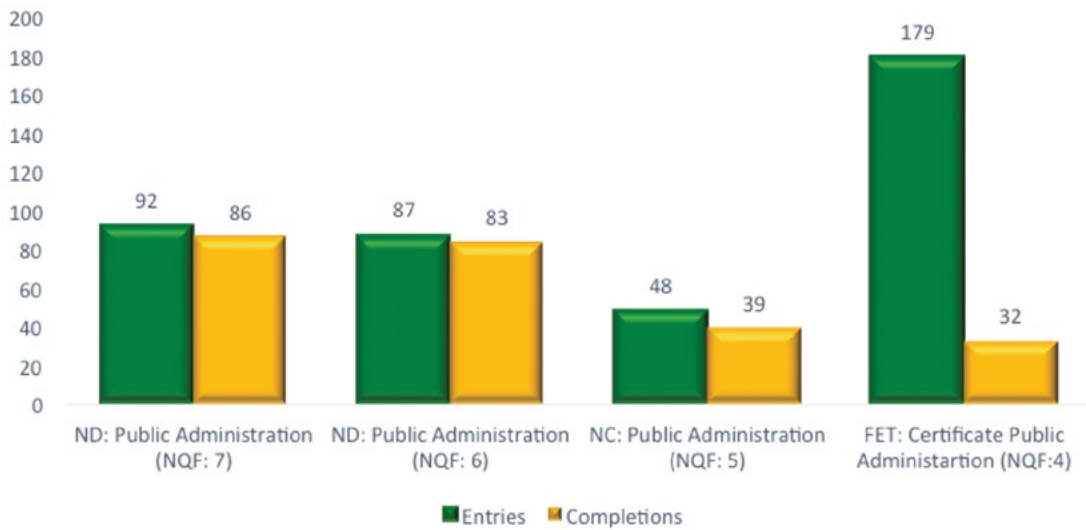
The DHA contains a Learning Academy currently accredited to provide the National Certificate: Home Affairs Services, which currently receives a high learner uptake. PSETA ETQA, together with the DHA Learning Academy, is in the process of realigning the National Certificate: Home Affairs Services qualification. A request has been made for the DHA Learning Academy to confirm and verify the OFO codes for specific occupations within the Home Affairs sector.

The GCIS is responsible for overarching communications policy and strategy, information dissemination and publicity, as well as branding the country abroad. The GCIS has two qualifications in Public Service Communication. Both qualifications have not had any learner uptake since registration. During recent consultations with PSETA, the GCIS expressed interest in the utilisation of these qualifications and developing occupational qualifications in the future. The GCIS also expressed interest in establishing a Learning Academy in order to capacitate provincial and local government in public service communication.

The supply of skills in the Legislative Sector is predominantly produced by HEIs. In an attempt to improve the flow of skills into the Legislative Sector, the PSETA has appointed a Qualifications Development Facilitator (QDF) and Learner Qualifications Development Facilitator (LQDF) for the development of an occupational qualification for the Legislative Sector at NQF Level 6, comprising 137 credits. The entry requirements for the qualification will be determined by the Sector.

The PSETAETQA is currently reviewing and assessing the curriculum content of all the Public Administration qualifications from NQF Level 3 to NQF Level 7 offered by PSETA. The qualification review will provide recommendations for further development of occupational qualifications for the sector. The ultimate goal is to develop occupational qualifications that are responsive to the labour market needs.

Number of learner entries and completions of PSETA qualifications

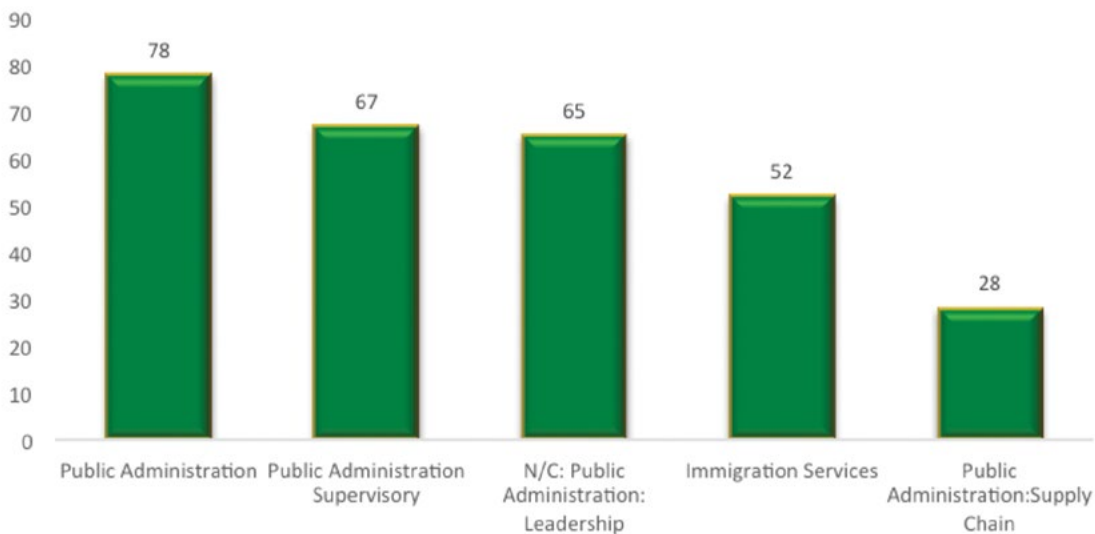


Source: PSETA MIS, 2018

Figure 11: Number of learner entries and completions of PSETA qualifications, 2018

Figure 11 above shows the number of learner entries and completions of PSETA qualifications in the 2017-18 period. The highest uptake has been within the Public Administration qualifications (at various NQF levels), which provide individuals with the broad requisite skills for employment in the Public Service sector. Important to note is that a correlation between the number of learner entries and completions cannot be drawn based on these figures as learners entering learning programmes do not necessarily complete these programmes in the same financial year. Some programmes span over a year, while some programmes do not commence at the beginning of the financial year.

Learnership Completions



Source: PSETA MIS, 2018

Figure 12: Learnership completions reported




Figure 12 displays the number of learnerships completed in 2017/2018. Learnerships in Public Administration include 78 completions, followed by those in Public Administration Supervisory with 67 completions, National Certificate: Administration Leadership with 65, Immigration Services with 52, and lastly Public Administration: Supply Chain with 28 completions. A total of 290 learnership completions were reported for both employed and unemployed learners.

3.3.3. Supply Problems Experienced by Employers

Entry requirements into the Public Service have been rigid over the last 10 years. In an attempt to promote the Public Service as an employer of choice and to provide a training space for all new entrants coming into the sector, the DPSA introduced and published a number of Directives. A summary of these Directives, as well as their impact on skills supply within the Public Service Sector, are discussed in this section. The recently introduced Directives include:

- The Public Service Graduate Recruitment Scheme Framework/Graduate Recruitment Programme launched in July 2018 by the Minister of Public Service and Administration aimed at streamlining the supply of the graduates coming into the sector;
- Directive on the Application of the Minimum Requirement for Work Experience for Appointment into Entry Level Posts in the Public Service;
- Directive on Additional Compulsory Training Programmes; and
- Ministerial Directive on Mandatory Training Programmes Launched by NSG.

The minimum entry requirements for the Public Service remain a challenge for TVET graduates. PSETA understands that there have been problems with the slow rollout of Compulsory Induction Programme (CIP) training which affects the national and provincial departments' ability to confirm the permanent appointment of new staff at the end of their probationary period. The initial plan was for employees on probation who have not undergone CIP training not to be confirmed for permanent employment. This has, however, since been revised by the DPSA. Furthermore, the Minister for Public Service and Administration recently issued the NSG's Ministerial Directive on Mandatory Training Programmes, which compels public officials to attend identified mandatory training programmes utilising their organisational training budgets.

As part of the policy focus on “opening up the Public Service as a training space”, departments have been encouraged to take on an increased number of interns, in line with the Directive on Developmental Programmes in the Public Service issued by the DPSA in 2018. This revised Directive allows for government departments to provide interns with internships for a period of 24 months. Just over 12 323 sector-funded graduate interns were recorded from the DPSA's verified HR reports in 2019. The management and administration of interns has its share of challenges for both employers and learners. Tracing and tracking of interns and graduates after completion of internship programmes in the Public Service Sector has become critical to establishing the destination of the learners for impact measurement purposes. A cost-benefit analysis study conducted by PSETA in 2017 on a PSETA-funded artisan development programme confirmed that the destination of the learners who participated in this programme was ultimately the private sector and not the Public Service Sector. PSETA is in the process of tracing and tracking all learners in the Public Service Sector who completed internship, learnership and apprenticeship programmes during the 2017 period to establish their destinations and, ultimately, to establish absorption into employment in the Public Service Sector. PSETA (2019a, 2019b, 2019c) recently conducted three tracer studies of PSETA-funded interventions, namely, the DIRCO and DHA Cadet Programmes, and the Apprenticeship Programme. The findings of the study confirmed that most cadets were absorbed by the respective departments in occupations related to what they studied in the Cadet Programme. This is a positive outcome in that departments are able to build a skills pipeline for specific skills.


According to the DPSA Directive of 2013 on the Utilisation of Training Budgets in the Public Service, 20% of the 1% departmental training budget should be set aside for training and development of the unemployed. These funds should be utilised for implementing learnerships, internships, artisan and technician development (DPSA, 2013). In the 2018/19 financial year, PSETA funded 451 unemployed learners who entered various learnership programmes within the Public Service. Furthermore, 337 learners were placed in WIL opportunities, and 151 learners were funded with bursaries.

Workplace-based programmes are potentially the most important bridge between the skills pipeline and Public Service employment. In order to ensure continuous availability of talent, developmental programmes (such as internships, learnerships, apprenticeships, graduate recruitment schemes, and cadet and structured youth programmes) need to be undertaken. The Public Service Sector also needs to respond to the broader economic growth and developmental agenda of government. In 2018, the DPSA introduced a Determination on Internship Programmes in the Public Service, which has since been replaced in 2019 by the Directive on the Employment of Persons to Developmental Programmes in the Public Service. These developmental programmes are funded by departments from their baseline budget of voted funds and, where applicable, funded with grants from the SETA(s). Each national and provincial department is required to implement developmental programmes, the annual targets of which will be informed by the MTSF of Cabinet at national level. In 2019, the DPSA introduced a Directive on the Application of the Minimum Requirement for Work Experience for appointment into Entry Level Posts in the Public Service in order to curb and alleviate the high levels of unemployment, especially among the youth, as part of removing unjustifiable barriers to entry into the Public Service, while promoting skills development and empowering new entrants into the Public Service.

The success of developmental programmes rests on the ability of departments and public entities to effectively provide workplace training. Government's commitment to opening up the Public Service to act as a training space is welcome. However, not all departments and public entities currently have the capacity to train those learners and interns placed in their organisations effectively. In some departments, interns have not been appropriately placed in units/functions that build on their formal skills training or they have not been effectively supported to improve their skills. A few departments have developed more effective internship programmes.

It is of course not only new entrants into the Public Service who require training. We have outlined some of the areas in which public servants require capacity building earlier. Reviews of skills development initiatives undertaken by the Public Service show that over the last two decades a substantial proportion of public servants have received training and that substantial funding has been spent on this training. These studies also show, however, that the return on investment has generally been low in terms of the impact on public sector performance. Much of the training has been in the form of short courses by private providers which appears not to have substantially altered the skills profile of officials, even where the stated outcome of the training is in line with the skills requirements of the officials' job. The NPC has noted that the "management" or "leadership" training undertaken by public servants has not had the intended impact on improving performance (NPC, 2012). Individual training needs to be linked to organisational contexts, goals and capacity needs. Yet PSETA's research on this and previous SSPs have shown that most departments are not shaping their training needs and that training needs are often identified by simply aggregating individual Personal Development Plans.

The focus on developing the Public Service as a training space requires developing the competency of public servants already in the system – especially those of managers. As explored in preceding chapters, the following skills are in demand and/or in need of further development across the Public Service. Technical and professional occupations, including artisan's posts and especially technical skills, are needed to support infrastructure development and maintenance.



There is also a need to improve the skills of artisans in trades in the Public Service Sector through Recognition of Prior Learning (RPL). In the case of many of these occupations, the responsibility of supporting an increased supply of personnel lies primarily with other SETAs. However, PSETA is partnering with appropriate organisations to help address these shortages.

3.4. Sectoral Priority Occupations and Interventions

PSETA has adopted both a qualitative and quantitative approach in determining Sectoral Priority Occupations. The Sectoral Priority Occupations (also referred to as the PIVOTAL list) in Table 14 was identified through the same methodology that was employed in identifying the HTFVs; however, three additional criteria were applied in order for an occupation to be included in the list. These criteria include an analysis of HTFVs listed by employers in the WSPs submitted to PSETA in 2019; an analysis of the HTFV transversal occupations list against occupations identified in preceding years; and finally by cross-referencing the identified HTFV transversal occupations list against the Top 100 List of Occupations in High Demand by the DHET. Furthermore, cognisance was taken of the reasons for occupations arising as HTFVs and the required intervention. A summary of the methodology followed includes:

- An analysis of HTFVs listed by employers in the WSPs submitted to PSETA in 2019.
- An analysis of the HTFV transversal occupations list against the previously identified sectoral priority occupations.
- Cross-referencing the HTFV transversal occupations list against the Top 100 List of Occupations in High Demand by DHET (2018b).
- All occupations that met the above three criteria made the List of Sectoral Priority Occupations.
- PSETA undertook four research studies on HTFVs across all PSETA stakeholders. The studies took the length of time that it takes to fill the vacancies (12 months) as the main criterion. The findings from this study informed the list of HTFVs presented here. As part of the research study, key informant interviews were undertaken to hone in on and better understand the HTFVs within the sector.
- The top 10 list of occupations in high demand was produced through frequency analysis and triangulation with information and data from various sources.

It should be noted that employer interviews to ascertain further critical information on HTFVs are in progress, and the results will be incorporated in the final version of this SSP.

The PSETA interventions are informed by the policies developed for the Public Service by the DPSSA, relevant HR strategies, and legislation. Furthermore, the SSP findings have shaped the discretionary grant funding that will inform the interventions addressing the Sectoral Priority Occupations list agreed upon. The interventions were also derived and informed by the strategic objectives of both national and provincial departments. The Sectoral Priority Occupations (PIVOTAL) list was presented to PSETA's Executive Management Team (EMT) and Management Committee (MANCO) during the presentation of the SSP consultation processes, wherein inputs received were incorporated prior to submission to the PSETA Governance and Strategy Committee (GSC) of the Accounting Authority (AA). The GSC structure is made up of both employer and labour representatives. The final consultation on the Sectoral Priority Occupations (PIVOTAL) list was done with the AA of the PSETA before it was endorsed and approved.

The main findings informing the Sectoral Priority Occupations (PIVOTAL) list are in line with the DPSSA's directive that emphasised the need to train the MMS for transitioning into SMS in the Public Service Sector. In the table below, the quantity required is based on data collected from employers and is not ranked in any particular order.

Table 14: Top 10 Sectoral Priority Occupations List

OFO MAJOR GROUP	OFO CODE	OCCUPATION	SPECIALISATION/ ALTERNATIVE TITLE	INTERVENTION PLANNED BY THE SETA	NQF LEVEL	NQF ALIGNED	QUANTITY NEEDED	QUANTITY TO BE SUPPORTED BY SETA	COMMENTS
MANAGERS	2017-11202	General Manager Public Service ¹	Labour Inspectorate Manager/Diplomatic Mission Administrator	Public Administration and/or Management, Management Development, Public Development Management, M&E	7	Yes	57	57	
MANAGERS	2017-11204	Senior Government Official ²	Chief of Staff/Commissioner	Public Administration and/or Management (postgraduate); Management Development, Public Development Management, M&E (postgraduate); Governance and Public Leadership.	8	Yes	33	33	
MANAGERS	2017-11207	Senior Government Manager ³	Head of Department/ Superintendent-General	Public Administration and/or Management (postgraduate); Management Development, Public Development Management, M&E (postgraduate); Governance and Public Leadership	8	Yes	62	62	
MANAGERS	2017-121101	Finance Manager	Chief Financial Officer (CFO)/Chief Accountant/Financial Controller	Advanced Financial Management, Postgraduate Diploma in Management	7	Yes	25	25	
MANAGERS	2017-121301	Policy and Planning Manager	Strategic Planning Manager/Public Policy Manager/Planning and Development Manager/Corporate Planning Manager	Public Policy Development, M&E	8	Yes	15	15	
MANAGERS	2017-121905	Programme or Project Manager	Project Director	Public Management, Advanced Project Management	8	Yes	65	65	

OFO MAJOR GROUP	OFO CODE	OCCUPATION	SPECIALISATION/ ALTERNATIVE TITLE	INTERVENTION PLANNED BY THE SETA	NQF LEVEL	NQF ALIGNED	QUANTITY NEEDED	QUANTITY TO BE SUPPORTED BY SETA	COMMENTS
PROFESSIONALS	2017-241108	Forensic Accountant		Postgraduate Diploma in Investigative and Forensic Accounting	8	Yes	6	6	
PROFESSIONALS	2017-242211	Internal Auditor	Information Systems Auditor, ICT Internal Auditor	Internal Audit	7	Yes	16	16	
PROFESSIONALS	2017-252901	ICT Security Specialist	ICT Security Architect, Security Administrator, IT Security Manager	Degree in ICT	7	Yes	19	19	
PROFESSIONALS	2017-263101	Economist	Economic Advisor, Economic Analyst	Postgraduate studies in Economics	8	Yes	26	26	

(Footnotes)

1. The General Manager Public Service occupation refers to Directors and Deputy Directors in the Public Service Sector.
2. The Senior Government Official occupation refers to Chief Directors and Deputy Director Generals in the Public Service Sector.
3. The Senior Government Manager occupation refers to the Director General, Head of Department, and Secretary (Legislature.)

3.5. Conclusion

Given this analysis, the Sectoral Priority Occupations (PIVOTAL list) and skills gaps, with relevance for PSETA's scope of coverage, were agreed on by PSETA's stakeholders through consultation processes. The supply of skills to the sector appears to be impacted by the lack of sufficient experience and persistence of skills gaps at the SMS and MMS levels. The implications are that skills development interventions should be aimed at furthering workplace-based learning programmes and interventions aimed at developing more highly skilled individuals. Where skills gaps exist, short programmes in the form of skills programmes would suffice to address these immediate needs. The interventions identified to address the Priority Occupations would mainly take the form of programmes offered by HEIs.

Notwithstanding this, skills development initiatives for the sector have to focus on strengthening managerial skills, technological innovation, developing policy frameworks, fostering transformation, enhancing service culture, and supporting effective administrative practice within the Public Service. Effective work in the Public Service Sector further requires a set of core competencies, including critical thinking and problem-solving skills, which are particularly pertinent to the Public Service in contexts like South Africa, where the working environment undergoes rapid transformation. Other generic skills are also essential in the sector, such as those integral to everyday tasks and functioning, for example, management, administration and planning abilities. The need to develop and maintain a sufficient and relevant skills pipeline which addresses the demands of the employer continues to be a key requirement for the sector.



CHAPTER: 4
SETA PARTNERSHIPS

4. SETA Partnerships

4.1 Introduction

The purpose of this chapter is to assess the effectiveness of existing partnerships between the PSETA and its stakeholders by highlighting the value-add of such partnerships to the SETA and the sector at large. In this context, partnerships may be defined as “collaborative agreements between two or more parties intended to achieve specified outcomes directed towards addressing mutually inclusive skills priorities or objectives within a specified time frame” (DHET, 2019).

The DHET recognises that SETAs have a significant intermediary role to play within the post-school education and training (PSET) sector as they have the existing links required to address the skills demand and supply within the sectors they serve. The White Paper on Post-School Education and Training (WP-PSET) has augmented the role of SETAs as key intermediaries in supporting the collaborative approach to addressing skills gaps. In the South African context Kruss and Petersen (2016) note that SETAs play a crucial role as intermediaries in supporting alignment between employers’ skills needs and supply-side organisation in that they foster partnerships and networks and build organisational capabilities within their economic sectors.

The NSDP further highlights the role of SETAs as intermediaries and in linking the world of work and education. SETAs can thus be regarded as intermediaries established to emphasise an alternate model which implements simultaneous upskilling in the low, intermediate and high skills sectors of the South African economy, in line with the mandate derived from the Skills Development Act of 1997 and directed by the NSDS as a strategic framework.

To this end, the PSETA has developed a Partnership Framework to guide the formal establishment of partnerships within the SETA. The overall objective of PSETA partnerships is underpinned by forging networks with significant key stakeholders in the Public Service Sector. PSETA networks are defined in terms of their scale, structure and contribution to delivering the strategic objectives and services most crucial to the PSETA functions. The overarching Partnership Framework details the mechanisms within which the PSETA intends to deliver on its mandate and Service Level Agreement obligations through innovative partnerships.

Noteworthy is that the PSETA partnership approach involves collaboration between the SETA and external parties in coordinated action towards a common cause wherein all parties make a contribution to the attainment of objectives and are not limited solely to partnerships of a financial nature. Below is a reflection on the PSETA multi-dimensional approach to SETA partnerships, as categorised in the sub-sections that follow.

4.2 Existing Partnerships

The PSETA endeavours to foster partnerships with HEIs and TVET colleges that support training and skills development for the world of work within the Public Service space. Partnerships with PSET institutions are defined in Memoranda of Understanding (MoUs) and operationalised through Memoranda of Agreement (MoAs) that are entered into between the PSETA and the public institution. The table below lists the existing partners and categories of partnerships that the PSETA has entered into.

Table 15: PSETA existing partnerships with TVET colleges

Partnerships with TVET colleges		
<p>The objective of this type of partnership is to collaborate and partner in building state capabilities for both employed and unemployed persons geared towards assisting the PSETA to meet its Service Level Agreement obligations. The partnership with TVET colleges model is two-pronged, focusing on the following:</p> <ul style="list-style-type: none"> To encourage WIL for TVET college learners, and To facilitate and support the development of the capacity and capabilities of TVET lecturers in alignment with the PSETA list of priority skills, with particular emphasis on the accreditation of TVET colleges in PSETA qualifications. <p>The value-add of such partnerships is skills development interventions that reach those already in employment and provides for opportunities for new entrants to the labour market to gain workplace experience.</p>		
<p>The duration of partnerships with TVET colleges in respect of learners in WIL programmes within the sector is 18 months. The implementation of the capacity-building programme for TVET lecturers shall be determined in line with the PSETA Annual Performance Plan set targets.</p>		
Name of TVET College	Duration of Partnership	Nature of Partnership
Ehlanzeni TVET College	Ongoing until March 2020	The PSETA plays its intermediary role of linking the world of work and education by assisting TVET colleges in making links with Public Service employers through the implementation of WIL programmes in order for learners to obtain the requisite workplace experience, thereby equipping them for absorption into the labour market.
Flavius Mareka TVET College	Ongoing until March 2020	
Gauteng South West TVET College	Ongoing until March 2020	
Gert Sibande TVET College	Ongoing until March 2020	
Majuba TVET College	Ongoing until March 2020	
Motheo TVET College	Ongoing until March 2020	
Tshwane North TVET College	Ongoing until March 2020	
Tshwane South TVET College	Ongoing until March 2020	
Western TVET College	Ongoing until March 2020	

Table 16: PSETA existing partnerships with HEIs

Partnerships with HEIs		
<p>The PSETA continues to sustain a healthy partnership with the Public Affairs Research Institute (PARI) that has recently conducted a review of the Public Service Human Resource Development Strategic Framework (PS-HRDSF) to be tabled before Cabinet for adoption and implementation across the Public Service Sector. The objective of this nature of partnership is to enhance support, coordination and facilitation of capacity building in the Public Service Sector. Other partnerships with HEIs include Sol Plaatjie University and the Cape Peninsula University of Technology.</p>		
<p>The duration of these partnerships is in line with the PSETA lifespan and remains effective until 31 March 2020.</p>		
Name of HEI	Duration of Partnership	Nature of Partnership
Sol Plaatjie University	Ongoing until March 2020	Identification of priority research areas, including research to support the Public Service Sector in line with the PSETA SSP priorities. To implement a Postgraduate Diploma in Public and Development Management for serving officials through the Northern Cape Office of the Premier.
Cape Peninsula University of Technology	Ongoing until March 2020	Bursaries for the unemployed in transversal qualifications. The value of this partnership is in increasing the pool of Public Service Sector related qualifications.

Table 17: PSETA existing partnerships with Government Departments and Legislatures

Strategic Partnerships with Government Departments and Legislatures		
Strategic partnerships with key departments are entered into in an attempt to identify and agree on priority skills development interventions for the sector. The design, development and delivery of agreed-upon priority learning programmes for building specific state capabilities are at the forefront of such partnerships. In certain cases, partnerships have been forged to build cooperation between the NSG, the Strategic Departments and the PSETA on agreed-upon projects that will focus on building the capacity of government officials over the short, medium and long term.		
Name of Departments	Duration of Partnership	Nature of Partnership
NSG, PSETA and DPME	Ongoing until March 2020	This partnership takes the form of an MoU to support building the capacity of the Public Service Sector in planning, monitoring and evaluation techniques through developing a business case that will make provision for designing qualifications, accreditation of service providers, and registration of assessors and moderators for the monitoring and evaluation programmes.
NSG, PSETA and National Treasury	Ongoing until March 2020	The parties agree to cooperate in building financial capabilities of the Public Service Sector through developing a business case that will make provision for designing qualifications, accreditation of service providers, and registration of assessors and moderators for financial occupations in the Public Service Sector. The output of the partnership is also to develop a theory of change and logical framework for identified capacity development interventions and to map out existing competency frameworks for financial management and SCM for the sector.
DHET	Ongoing	This partnership is in place through an MoU to support collaboration on the sharing of data relevant to skills planning and HRD in the Public Service, and to support better integration of data reporting templates. A business case for improving management and operational efficiency in the Public Service, including HRM and HRD, also forms part of this partnership.
DPSA	Ongoing	This partnership is forged through an MoU to support collaboration in research and on the sharing of PERSAL data relevant to skills planning and HRD in the Public Service, and to support better integration of data reporting templates. The PSETA is in a joint partnership with the DPSA for the implementation of three critical projects for the Public Services Sector, namely: <ul style="list-style-type: none"> • The review of the PS-HRDSF (2018) to ensure its meaningful response to the goals and visions as set out in key government legislation, strategies and policies, with particular focus on the MTSF and the NDP. • The development of a Monitoring and Evaluation Framework together with its implementation planning instruments to support the implementation of the PS-HRDSF • The development of a Skills Audit Methodology Framework for the Public Service which will ensure a uniform approach, standard and quality in determining the nature of skills demand and assessment of priority skills needs in the Public Service departments.
Offices of the Premier in various provinces	Ongoing	MoUs have been entered into with Offices of the Premier which remain effective until 31 March 2020. The MoUs cover cooperation in areas of information sharing, capacity-building, and learning programme implementation.
North West Legislature	Ongoing until March 2020	The PSETA has entered into a strategic partnership with the North West Legislature to facilitate, cooperate on, and support the development of capacity and capabilities of support officials, and to open up workplace-based learning opportunities for unemployed youths in the rural province, in accord with the PSETA list of priority skills. Specific collaborative efforts have been made towards the implementation of learnerships for rural unemployed youths in the province.

The PSETA partnerships with provincial and national departments are focused on strategy drivers of particular state capabilities and Offices of the Premier. These partnerships enable coordinated capacity-building with a focus on individual provincial needs. Specific interventions include technology-enhanced learning programmes through the NSG and state academies, bursary programmes, training managers as mentors to support WIL, as well as artisan development and learnerships. The partnerships ensure that relevant competency frameworks are in place, and are translated into job profiles and performance agreements so that the skills acquired can be applied in the workplace. This approach is fully supported by the DPSA as a strategic partner of the PSETA.

Table 18: PSETA existing partnerships with SETAs

Partnerships with SETAs		
Inter-SETA partnerships aim to coordinate SETA expenditure and efforts, and to improve economy, efficiency and effectiveness of skills development efforts. The 16 Government SETAs (G-SETA cluster) include five SETAs with organs of state as their core constituents, and another 11 that have at least some organs of state reporting to them. All organs of state have transversal functions which fall under PSETA, and most have some functions that fall under other SETAs. A few current or emerging partnerships are described below to illustrate this principle of collaboration.		
Name of SETA	Duration of Partnership	Nature of Partnership
Local Government SETA (LGSETA)	Ongoing	Collaboration and sharing of data for skills planning purposes.
Education, Training and Development Practices SETA (ETDP SETA)	Ongoing	Fully funded internship programmes for unemployed youths and learners giving exposure to Public Service careers. Awarding bursaries to PSETA staff for full and part qualifications.
Health and Welfare SETA (HWSETA)	Ongoing	Collaboration and sharing of data for skills planning purposes.
Financial, Accounting, Management, Consulting and Other Financial Services SETA (FASSET)	Ongoing	National Treasury developing the state's financial management capabilities.

4.2.1. Successful and Innovative Partnerships

The PSETA continuously evaluates its existing partnerships to identify best practices and strengthen any areas that have proven challenging. A partnership worth highlighting is one with the National Treasury for the implementation of the Accounting Technician Learnership at NQF Level 3, which benefited 200 unemployed learners in the Eastern Cape, Gauteng, Limpopo and the Western Cape.

The PSETA has looked to form partnerships with not only organisations that support its skills development mandate, but also to reduce costs for implementing certain projects. The 2016 PSETA innovative EU Dialogue Partnership resulted in a tripartite MoU between the French Embassy, PSETA and the Special Investigations Unit (SIU). The MoU sought to regulate the relationship, roles and responsibilities of the three parties, jointly and severally. To date, the SIU is a beneficiary of a French Embassy's fully funded "First Responders' to Cyber Crime" programme, with material developed by the Embassy in the South African context. The parties have further agreed to extend the initial MoU and the terms of reference to include e-learning for the Cyber First Responder programme.

4.2.2. Problems Experienced with Partnerships

The PSETA partnerships that have proven challenging are those with some TVET colleges, although these are within acceptable bounds. These challenges are due to the many constraints on TVET colleges' capacity (administrative and management capacity). A weakness worth mentioning is the award of multiple bursary funding opportunities to the same learner. It is observed that TVETs seem to lack the appropriate and specialised administrative capabilities to track learner bursary funding from different funding sources. In this regard, the PSETA notes that developing effective partnerships with a TVET college requires long-range planning and continuous support.

Another area that has proven challenging is the awarding of discretionary grants directly to departments, including public entities. The challenges arise when stakeholders are compelled to follow their organisational SCM process to procure training providers. Often this exercise constrains the implementation timelines and, in other instances, the training providers procured do not meet the PSETA prerequisites. In an attempt to mitigate these challenges, the PSETA has undertaken to evaluate and appoint training providers that fully meet its requirements.

4.3 Planned Partnerships

The PSETA has deemed it a strategic priority to strengthen and formalise partnerships with National Parliament in order to adequately address the Legislative Sector priority skills needs, and with PSET institutions in order to improve skill levels in the sector. The objective is to contribute to building partnerships with stakeholders effectively towards the realisation of the outcomes as laid out in the NSDP.

Table 19: Planned partnerships

Planned Partnerships		
These emerging partnerships are as a result of ongoing engagements between the PSETA and stakeholders with whom it has mutual interests. Concerted efforts to forge more partnerships remain a standing item on PSETA's partnerships agenda.		
Name of Potential Partner	Duration of Partnership	Nature of Partnership
National Parliament	Until March 2020	The PSETA noted the need to forge more partnerships in the sector, particularly to address the skills development of Provincial Legislatures as a priority. This priority will be signified by the signing and implementation of the MoU focus areas as identified by the Legislative Sector Support (LSS) Unit. The PSETA has developed a Legislative Sector Skills Plan (LSSP) that has identified key priority skills for the sector.
NSG	Until March 2020	To capacitate the NSG in order to offer PSETA accredited learning programmes and to implement the Public Service Compulsory and Mandatory programmes as per DPSA Ministerial Directive. This partnership directly contributes to the NSDP outcome of growing the public college institutional type as a key provider of skills.

Name of Potential Partner	Duration of Partnership	Nature of Partnership
TVET colleges	Ongoing	The PSETA aims to support TVETs in evaluating their curriculum content for qualifications aimed at careers in the Public Service. The aim is to develop curriculum content more relevant to the demands of public administration in South Africa. In pursuing such partnerships, the PSETA responds to the WP-PSET and the NDSP, which call for improving and building the capacity of the TVET system.
University of Johannesburg	Until March 2021	This partnership will be central to establishing an evidence-based understanding of skills demand and supply in the sector. As such, a research partnership is being considered to broaden research capabilities for the Public Service Sector, with specific focus on the 4IR in the sector.

Successful skills development is reliant on numerous factors; however, experience has revealed that partnerships between two or more stakeholders serve as a cornerstone to success. To this end, the PSETA has adopted a “Strategic Partnerships” model with the aim of increasing the support to PSETA “Strategic Partners” that help drive its mandate to create a skills base essential for better service delivery. The PSETA views these strategic partnerships as relationships, collaborations and cooperations with key role players within the Public Service Sector. These partnerships involve a relationship where all parties make a contribution to the output and the achievement of common objectives. The SETA’s most successful partnership approach or model may be seen in partnerships with such national departments that are focused on serving as “champions” of particular state capabilities. An example is the National Treasury as the “champion” department for Public Sector procurement policies and practices. The strategic partnerships ensure that relevant competency frameworks are in place, and that these are translated into job profiles and performance agreements so the skills acquired can be applied in the workplace.

4.4 Conclusion

This chapter reflected on the PSETA Partnerships Framework in line with its approach to establishing new partnerships, reviewing existing partnerships, and critically evaluating elements that prove challenging in some partnerships. The partnerships described here are a response to the strategic imperatives identified in chapter one to three, to ensure that identified sector skills priorities are adequately addressed.

Where challenges have been flagged, the PSETA has mitigating strategies in place to ensure seamless implementation of projects. The PSETA notes that there is room for strengthening its M&E capabilities and providing implementation guidance to its stakeholders. Prior to the implementation of projects, the PSETA will conduct due diligence as a matter of priority going forward.



CHAPTER: 5

SETA MONITORING AND EVALUATION

5. SETA Monitoring and Evaluation

5.1 Introduction

This chapter is introduced for the first time as part of a SETA's SSP with the express intention of reflecting on the SETA's achievement of the strategic priorities outlined in the previous SSP. It is imperative for the PSETA to assess the achievement of the aims and objectives of its strategic priorities which have been informed by previous SSPs. Monitoring and evaluation (M&E) systems facilitate accountability and provide guidance towards the attainment of the stated objectives.

Monitoring involves collecting, analysing, and reporting data on inputs, activities, outputs, outcomes and impacts, as well as external factors, in a way that supports effective management. Monitoring aims to provide managers, decision-makers and other stakeholders with regular feedback on progress in implementation and results and early indicators of problems that need to be corrected. It usually reports on actual performance against what was planned or expected (DPME, 2007).

Evaluation is a time-bound and periodic exercise that seeks to provide credible and useful information to answer specific questions to guide decision making by staff, managers and policymakers. Evaluations may assess relevance, efficiency, effectiveness, impact and sustainability. Impact evaluations examine whether underlying theories and assumptions were valid, what worked, what did not, and why. Evaluation can also be used to extract crosscutting lessons from operating unit experiences and determining the need for modifications to strategic results frameworks (DPME, 2007).

The information that is contained in this chapter was sourced through the review of the PSETA's draft framework on M&E and through interviews with units within the business that conduct M&E as part of their functional areas of responsibility.

5.2 Sector Skills Planning Reflections

Currently, M&E within the PSETA takes place independently within individual core business units that implement various programmes. The current structure of the organisation does not make provision for a standalone M&E unit; however, it is planned that a unit of this form will be established within the office of the CEO imminently. A brief summary of the current status quo is described to lay the foundation of the PSETA's M&E activities.

At the head of the PSETA core business value chain is Skills Planning and Research, a functional area established to address Goal 1 of the NSDS III and to set up a credible institutional mechanism for skills planning. Tracer and evaluation studies are conducted by this unit for the purpose of evaluating SETA interventions. Evaluability of qualifications; impact assessment of PSETA programmes; tracking and tracer studies; studies on the effectiveness of learnerships, internships and apprenticeships; evaluations of the use of training budgets; and assessing the effectiveness of workplace-based programmes are some of the M&E areas in which research is conducted. The outcome of this type of research provides evaluation of interventions at a project and programme level.

Monitoring of projects, specifically in interventions such as learnerships, internships, WIL and apprenticeships, is conducted by the implementing unit within PSETA. In such cases, monitoring is linked to assessing learner well-being, project progress, programme implementation, compliance with sectoral determination, mentor structures, etc. This type of monitoring assists with identifying challenges at a project implementation level.

In order to support research and planning, data from the SETA Quarterly Monitoring Reports and Annual Reports are collated and analysed specifically to assess:

- Achievement against set performance indicators and targets;
- Alignment between interventions implemented by the SETA and identified Sectoral Priority Occupations (i.e. PIVOTAL list of occupations) from the previous SSP;
- The extent to which SETA learning programmes have addressed the identified skills development priorities;
- The progress in addressing transformational imperatives in the sector; and
- Realisation of strategic goals and objectives.


In addition, findings from impact assessment and tracer study reports are used to support research and planning. Results from the assessment of the above areas and findings from research reports are considered during the strategic planning processes of the SETA. This information is further utilised at a unit level in the development of operational plans. Furthermore, analysis of the above areas provides valuable information in informing future research projects of the SETA. Project and learning programmes related results inform how projects are planned and implemented in the SETA. It also provides insight into how learning interventions are performing in addressing the skills needs of the sector and it provides the PSETA with an opportunity to reflect and enhance its approach to skills development where necessary.

In the previous SSP, four strategic focus priorities were identified. These include: (1) establishing strategic partnerships with key departments; (2) improving research output and impact assessment of programmes; (3) reviewing and realigning occupational qualifications; and (4) implementing workplace-based learning programmes in building the workplace into a training space. All of these strategic priorities were translated into the PSETA's Strategic and Annual Performance Plans and have guided the operations of the PSETA's core business division.

Achievement of these strategic priorities is an ongoing exercise. Chapter four of this SSP outlined the PSETA's progress in pursuing and establishing partnerships that are strategic in nature, and that will ultimately lead to the PSETA playing the role of intermediary body in linking the world of work and education. While significant strides have been made in forging partnerships, the PSETA will continue to focus on identifying new partnerships where required and ensuring that existing partnerships are yielding the expected outcomes. Research with specific focus on impact studies and tracking and tracer studies is ongoing. The SETA continues to prioritise investment in research to inform policy and decision making. The ETQA unit within the PSETA has, since the 2018/19 financial year, undertaken an extensive review of its qualifications. Currently, there are seven qualifications that are in the process of being realigned to occupational qualifications. In addition, research into the curriculum of select PSETA qualifications has been undertaken, the results of which will ultimately ensure that the qualifications offered by the SETA are relevant and address the needs of the sector. In addressing the last strategic priority, the PSETA continues to implement workplace-based learning programmes such as learnerships, internships, WIL, artisan development and skills programmes. These programmes are directly linked to the SETA's Service Level Agreement with the DHET. In the 2018/19 financial year, the PSETA achieved 86% of its Service Level Agreement targets.

5.3 Plan of Action

The achievement of strategic skills priorities is an ongoing process within the SETA. As described in section 5.2, the PSETA has ensured that the strategic priorities identified in the previous SSP are translated into the organisation's Strategic and Annual Performance Plan. However, the achievement of these priorities takes place at varying degrees.



As certain functions within the PSETA mature, the scope of targets associated with each strategic priority may increase in both number and complexity. This, however, will be considerate of viability and effectiveness.

Further M&E mechanisms are currently being considered within the PSETA in order to ensure the continuing achievement of these priorities. It is expected that such mechanisms, in addition to existing mechanisms, will provide the PSETA with vital information required to establish the effectiveness of its interventions and, ultimately, the impact of the PSETA strategy.

5.4 Conclusion

It is important that M&E form part of an information loop into the PSETA SSP. The M&E process provides information for the SETA to reflect upon its accomplishments and identify areas of non-achievement, and it essentially allows for continuous improvement. Identifying and addressing problems and blockages, as well as ensuring that skills development stakeholders have a well-informed understanding of the impact of skills development structures and resources, are critical outcomes of the M&E process.

This chapter has provided an overview of the PSETA's approach to M&E and how the M&E function is incorporated into the research and planning processes of the SETA. The PSETA takes the view that the outputs of M&E must be used to inform organisational learning and to improve performance.



CHAPTER: 6

STRATEGIC SKILLS PRIORITY ACTIONS

6. Strategic Skills Priority Actions

6.1 Introduction

This final chapter of the SSP presents the key findings from previous chapters. These key findings then inform the skills priority actions that PSETA will focus on to address these findings. Consideration of national strategies and plans has also been taken into account to ensure alignment with government's priorities. An analytical approach to determining skills priorities has been retained from the previous SSP which highlights that skills development priorities cannot be identified simply from an analysis of the scarce skills and competency gaps of individual employees if we are to develop the state capabilities called for in the NDP. Rather, the use of organisational performance as the lens to thematise skills needs is required where a priority skill is one that will make the biggest difference to the performance of the Public Service. Responding to skills needs requires building the demand- and supply-side and bridging into work capabilities within the sector. This approach is represented in the form of a conceptual framework. The priority actions detailed in this chapter have been identified using this approach to analyse the information presented in the previous chapters. This chapter provides an illustrative set of priority actions and is not a detailed strategic or operational plan.

6.2 Key Skills Findings from Previous Chapters

The key findings from previous chapters have been summarised in the table below.

Table 20: Key findings

Chapter	Key Findings
Chapter 1	<ul style="list-style-type: none"> PSETA is primarily responsible for the provision of transversal skills (i.e. the business of government) which include administration, management, planning, legislation and policy development, which are the focus in driving the development of skills and competencies in areas that will make the delivery of the business of government more effective and efficient. The General Government Services Sector, which includes all employees employed within the Public Service, is the largest employer in the country. The second-largest contributor to positive growth is the government, which expanded by 1.3%. The Public Service wage bill has been a major driver of the fiscal deficit, making up more than 35% of consolidated public spending. Government has undertaken to manage the growth in Public Service compensation over the medium term. The PSETA sector specifically continues to add value to the GDP of the country and offers employment to over 821 000 people. Provincial departments make up the largest proportion of the sector (65%), making it the biggest sub-sector in terms of registered employers. Legislatures and Parliament of course make up the smallest proportion of the sector (4%). Across the sub-sectors, the race demographics of employees in the sector are in line with the race distribution of the population. Africans remain the majority across the sub-sectors, comprising 82.39% of employees in national and provincial departments, 75.33% in the Legislatures and Parliament, and 63.71% in the public entities. The majority of employees in the sector are employed by national departments, followed by the KwaZulu-Natal and Gauteng provincial administrations. The highest number of employees is employed in the Administrative Office Workers category at 47.00%, followed by Elementary Occupations at 31.63%, and then Professionals and Managers at 21.36%.

Chapter	Key Findings
Chapter 2	<p>The major change drivers impacting on skills demand in the Public Service Sector are:</p> <p>The 4IR and technology: The 4IR has enhanced digitalisation, big data, artificial intelligence, online platforms, and the Internet of Things, which are some of the major drivers of skills change in the Public Service. The 4IR provides an opportunity for greater government efficiency and effectiveness in providing services to its citizens.</p> <p>Geographical positioning: The availability of skills in rural areas continues to be a challenge and innovative recruitment and retention strategies are required to staff departments with offices in rural areas.</p> <p>HR dynamics within the sector: Recruitment challenges and competition for skills, high turnover and a thin supply pipeline, lack of autonomy, and the HR function viewed as transactional and operational are four sub-change drivers which fall within the wider ambit of HR.</p> <p>New policy directions, directives and priorities initiated by government have an impact on the number of people employed and the skills demanded in the Public Service.</p> <p>The organisation of the government and the service delivery models through which the government chooses to deliver services and structure its operations will have implications for which kinds of capacities the state needs to develop.</p>
Chapter 3	<p>Most of the HTFVs are at the SMS level, primarily senior government officials, Finance Managers, Project Managers, and Policy and Planning Managers in the Public Service Sector.</p> <p>There are skills gaps identified, particularly in MMS and SMS in the Public Service and specifically in managers' ability to develop operational plans, systems and monitoring tools to give effect to strategic priorities set at the senior administrative and executive level.</p> <p>The PSETA ETQA is currently reviewing and assessing the curriculum content of all the Public Administration qualifications from NQF Level 3 to Level 7 offered by PSETA. The qualification review will provide recommendations for further development of occupational qualifications for the sector.</p> <p>TVET college graduates remain largely unemployable in the Public Service Sector due to minimum entry requirements and not meeting the employers' expectations in terms of skill requirements.</p> <p>Developmental programmes in the sector are potentially the most important bridge between the skills pipeline and Public Service employment.</p>
Chapter 4	<p>PSETA has adopted a partnerships model with the aim of increasing the support to its partners that help drive its mandate to create a skills base essential for better service delivery.</p> <p>The PSETA partnerships with provincial and national departments are focused on strategy drivers of particular state capabilities and Offices of the Premier.</p> <p>The PSETA partnerships that have proven challenging are those with some TVET colleges which are constrained by capacity (administrative and management capacity).</p> <p>PSETA has deemed it a strategic priority to strengthen and formalise partnerships with National Parliament and PSET institutions in order to improve skill levels in the sector.</p> <p>The SETA's most successful partnership approach or model may be seen in partnerships with national departments that are focused on being "champions" of particular state capabilities.</p>
Chapter 5	<p>Currently, M&E in the PSETA takes place independently within individual core business units that implement various programmes.</p> <p>Evaluability of qualifications; impact assessment of PSETA programmes; tracking and tracer studies; studies on the effectiveness of learnerships, internships and apprenticeships; evaluations of the use of training budgets; and assessing the effectiveness of workplace-based programmes are some of the M&E areas in which research is conducted.</p> <p>Monitoring of projects, specifically in interventions such as learnerships, internships, WIL and apprenticeships, is conducted by the implementing unit within PSETA.</p> <p>All of the SSP strategic priorities were translated into the PSETA's Strategic and Annual Performance Plans and have guided the operations of the PSETA's core business division.</p>

6.3 Recommended Priority Actions

PSETA regards sector skills planning as an evidence-based, stakeholder-led and strategy-making process. This process entails stakeholder leadership of the process, provision of baseline research to inform strategy-making, and formalisation of some partnerships through which the sector will continuously identify and respond to partners' needs. A continued focus is on identifying and addressing the skills needed to improve the state capabilities listed as priorities in Chapter 13 of the NDP. The conceptual framework which has been adapted in the Public Service, shown here in Figure 13, aims to significantly improve the economy and efficiency of skills development efforts, and will be utilised in directing skills efforts towards building state capabilities to deliver the NDP.

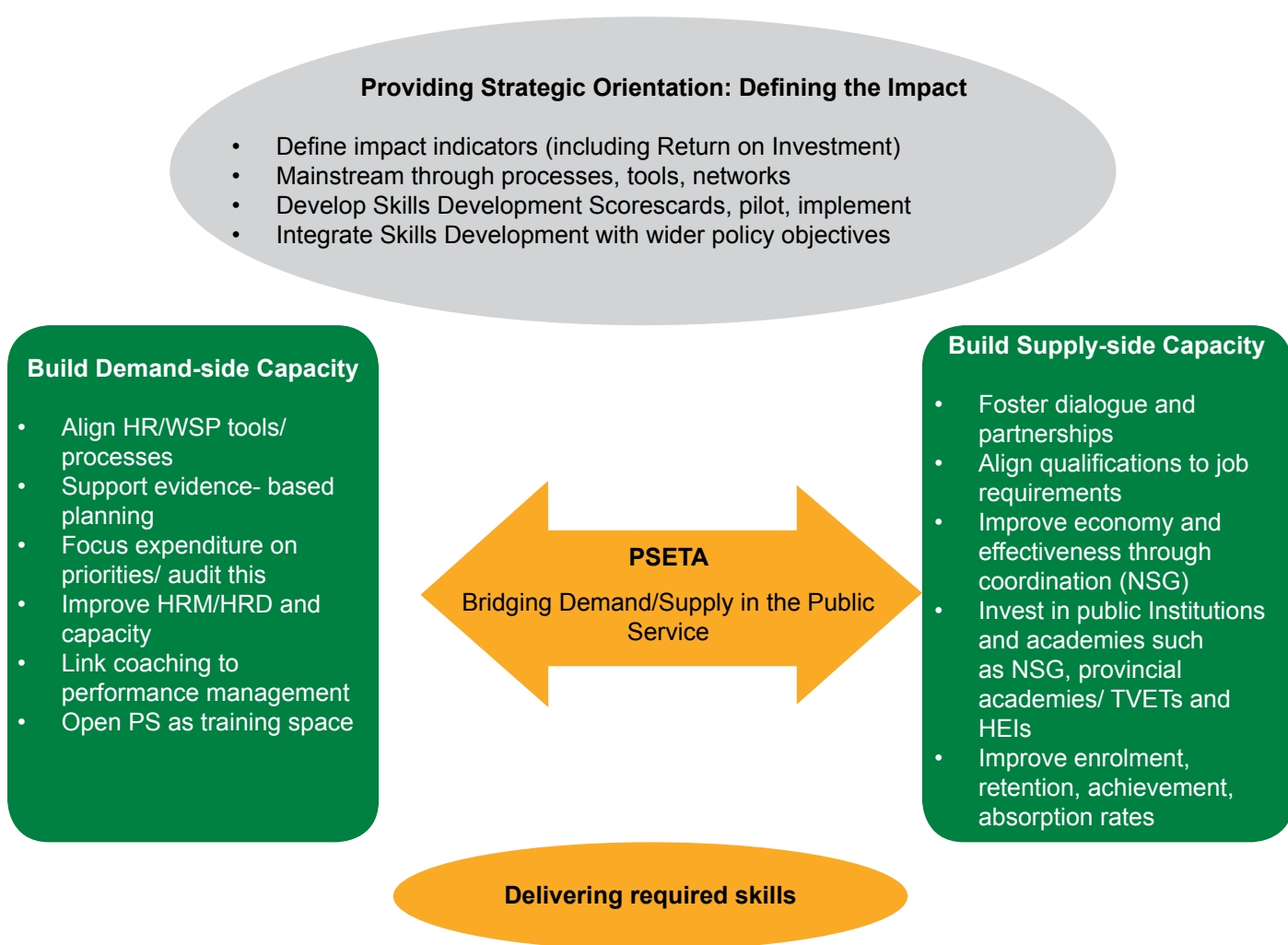


Figure 13: Conceptual framework

This framework forms the basis of the four identified strategic focus priorities of the PSETA which will be delivered through relevant projects. These priorities are:

- Priority 1: Establish strategic partnerships with key departments
- Priority 2: Increased research and impact assessment of programmes
- Priority 3: Review and realign occupational qualifications
- Priority 4: Implement workplace-based learning programmes in building the workplace into a training space

Skills Priority 1: Establish strategic partnerships with key departments

The establishment of partnerships with key departments will enable the PSETA to achieve its mission of leading the development of skilled and competent human capital effectively and efficiently in the Public Service Sector. Partnerships is one of the core approaches of the SETA aimed at providing a means for strengthening and enhancing the effectiveness of PSETA's work, and enabling collaboration in strategic and operational matters affecting the sector, advocacy and engagement with the sector.

Skills Priority 2: Increased research and impact assessment of programmes

Research is a key component in providing evidence to inform decision making, policy review and strategy formulation, and to improve upon systems and services within the SETA. Insight into critical labour market information, measuring the success of learning interventions of the SETA and the sector, as well as enabling the SETA to test and compare diverse theories and approaches in the provision of skills development are further important functions of research.

Skills Priority 3: Strengthen capacity of public institutions and provision of occupational qualifications

The aim is to align supply-side provision with demand-side needs, and to bridge current supply-demand "mismatches". This includes work to review legacy qualifications, align qualifications with OFO codes, build HEI and TVET college capacity to deliver the qualifications, and improve economy and efficiency on the supply side. It includes promoting the growth of the public provider system that is responsive to sector, local, regional and national skills needs and priorities.


Skills Priority 4: Implement workplace-based learning programmes in building the workplace into a training space

This priority is to focus training interventions for existing and future employees on priority skills required to deliver the NDP, and to bridge unemployed graduates and learners into internship and placement opportunities in the Public Service. The goal aims to open up the Public Service as a training space and to encourage workplace learning and WIL. It will increase access to occupationally directed programmes, encourage better use of workplace-based skills development, and build career and vocational guidance.

6.4 Measures Planned to Support National Strategies and Plans

Government strategies and policies that derive from or are inter-related with the NDP (such as the NGP and associated Strategic Infrastructure Projects) also provide key reference points for the strategic direction of the SETA. The impetus to support national strategies and plans is embedded in the PSETA strategy and these are implemented in the following manner:

- In support of the Strategic Integrated Projects (SIPs), PSETA's role has been defined as identifying and building the state capabilities required to deliver on steps 17-20 of the DHET 21-Step SIPs skills development strategy. Specific programmes (such as research into the greening of state procurement, or skills programmes around the new Treasury Infrastructure Procurement Standard and the Infrastructure Delivery Management System) are the implementation strategies arising from how PSETA interprets the policy mandates.
- The key focus areas of the WP-PSET are adequate research capacity; economics, labour market and industry expertise; data management; and planning expertise. PSETA has, over the past few years, strengthened its SSP, which has gained credibility with its employer stakeholders, particularly the DPSA.
- The White Paper also directs SETAs to have a strong WIL programme to enable learners to acquire the relevant work experience as a prerequisite to acquiring their qualifications, particularly for TVET learners. The PSETA has established a strategy to "open up the Public Service as a Training Space" and will continue with more efforts to



bridge education and work through identifying workplaces for practical work experience. Workplace learning will be an integral part of qualification and programmes. Sharing best practices and resources across the sector is key to achieving this goal.


- PSETA has funded and supported the review of the PS-HRDSF and has further funded the development of an M&E Framework and tools to support the Strategy. PSETA is jointly collaborating with the DPSA to ensure strategic interventions such as these are in line with the vision of the NDP for a Professional and Capable Public Service and, secondly, to turn the Public Sector into a training space.

6.5 Conclusion

The Public Service Sector, with its wide-ranging functions, is an essential contributor to the South African economy. As such, embedding skills development within wider efforts to build organisational capabilities in the sector is important. The skills priorities identified in this chapter are aimed at building the supply- and demand-side; improving the bridging into work; and improving the economy, efficiency, effectiveness and equity of training and skills development in the sector.

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