



The PSETA
Sector Skills Plan Update for
2021-2022

Public Service Sector Education and Training Authority (PSETA)



higher education
& training

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA





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 and updated with specific consideration of the outcomes of the NSDP and government's Medium Term Strategic Framework (MTSF) and provides the evidence base that the PSETA Accounting Authority will use to guide strategic priorities for the organisation. Priority one of the MTSF is a Capable, Ethical and Developmental State which is at the core of the PSETA's mandate. 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 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 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 Accounting Authority 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.

Mr Thulani Tshefuta
Accounting Authority Chairperson

AUTHORISATION OF THE PSETA SECTOR SKILLS PLAN UPDATE 2021-2022

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 update for the year 2021 – 2022.



Ms Bontle Lerumo
PSETA Chief Executive Officer
Date:



Thulani Tshefuta
PSETA Accounting Authority Chairperson
Date:

EXECUTIVE SUMMARY

The PSETA's approach to sector skills planning builds on the foundations established in previous Sector Skills Plans (SSP). 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 biggest difference to the performance of the Public Service sector. Importantly, the current Covid-19 pandemic has brought disruption both to the global and South African environment, also impacting the labour market and the skills required for the evolving world of work. As such, consideration of this disruption to the traditional way of work has been included in this SSP update.

Skills development for the Public Service continues and remains 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/HRDC 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 interventions (SPOI) list. Current labour market shortages and skills gaps across organisations in the Public Service sector provide a secondary base to identifying priority skills, including those that are required to address the challenges and impact of the Covid-19 pandemic.

This SSP update draws on primary research relating to sector specific skills issues, analysis of major government policies and their implications for skills planning, relevant databases (including Personnel and Salary Information System of Government (PERSAL), Workplace Skills Plans (WSP)/Annexure2 data and Human Resource Plans) and secondary literature. PSETA has also conducted a number of research studies to inform skills needs and human resource development 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 a global pandemic has impacted the supply-side of the PSETA and skills development providers (SDPs) are forced to enable online and e-learning platforms. In order to remain relevant and respond appropriately to the sector skills challenges, SDPs will need to embrace technology and blended learning approaches. Emerging technologies including 4IR has been identified in this SSP as a key change driver which is impacting skills demand and supply in the sector. Information and Communications Technology (ICT) advances impact the nature of work profoundly by shaping the types of skills required, and the modes of service delivery in the Public Service. 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. 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 narrow 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.

The SPOI 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 SPOI list 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 does 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, are imperative to the successful implementation of PSETA projects. Detailed information on the PSETA's partnerships have been outlined in chapter four of this SSP.

Chapter five of this SSP 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 is translated into the organisation's Strategic and Annual Performance Plan. Achievement however 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.

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

significantly improve economy 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 stakeholders
- 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, 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 maximize 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.

ABBREVIATIONS AND ACRONYMS

4IR	Fourth Industrial Revolution	NC (V)	National Certificate (Vocational)
AA	Accounting Authority	NDP	National Development Plan
ATR	Annual Training Report	NGP	New Growth Path
CET	Community Education and Training	NQF	National Qualifications Framework
CIP	Compulsory Induction Programme	NSC	National Senior Certificate
DHA	Department of Home Affairs	NSDS	National Skills Development Strategy
DHET	Department of Higher Education and Training	NSDP	National Skills Development Plan
DIRCO	Department of International Relations and Cooperation	NSG	National School of Government
DPME	Department of Planning, Monitoring and Evaluation	OFO	Organising Framework for Occupations
DPSA	Department of Public Service and Administration	PERSAL	Personnel and Salary Information System of Government
DTI	Department of Trade and Industry	PIVOTAL	Professional, Vocational, Technical and Academic Learning
QA	Quality Assurance	PSETA	Public Service Sector Education and Training Authority
GDP	Gross Domestic Product	PS-HRDSF	Public Service Human Resource Development Strategic Framework
HEI	Higher Education Institution	QCTO	Quality Council on Trades and Occupations
HRD	Human Resource Development	RPL	Recognition of Prior Learning
HRDCSA	Human Resource Development Council of South Africa	SARB	South African Reserve Bank
HRM	Human Resource Management	SCM	Supply Chain Management
HTFV	Hard To Fill Vacancy	SETA	Sector Education and Training Authority
ICT	Information and Communications Technology	SIC	Standard Industrial Classification
LGSETA	Local Government Sector Education and Training Authority	SIPs	Strategic Integrated Projects
LSS	Legislative Support Sector	SMS	Senior Management Service
M&E	Monitoring and Evaluation	SSP	Sector Skills Plan
MoA	Memorandum of Agreement	StatsSA	Statistics South Africa
MoU	Memorandum of Understanding	TVET	Technical and Vocational Education and Training
MIS	Management Information System	WIL	Work-Integrated Learning
MMS	Middle Management Services	WHO	World Health Organisation
MTSF	Medium Term Strategic Framework	WSP	Workplace Skills Plan

Contents

FOREWORD	1
AUTHORISATION OF THE PSETA SECTOR SKILLS PLAN UPDATE 2021-2022	2
EXECUTIVE SUMMARY	3
ACRONYMS & ABBREVIATIONS	5
Chapter 1: Sector Profile	12
1.1. Introduction	13
1.2. Scope of Coverage	13
1.3. Key Role Players	15
1.4. Economic Performance	17
1.5. Employer Profile	20
1.6. Labour Market Profile	21
1.7. Conclusion	27
Chapter 2: Key Skills Change Drivers	28
2.1. Introduction	29
2.2. Factors Affecting Skills Demand and Supply	29
2.3. Policy Frameworks Affecting Skills Demand and Supply	32
2.4. Conclusion	35
Chapter 3: Occupational Shortages and Skills Gaps	36
3.1. Introduction	37
3.2. Sectoral Occupational Demand	37
3.3. Extent and Nature of Supply	40
3.4. Sectoral Priority Occupations and Interventions (SPOI)	48
3.5. Conclusion	51



Chapter 4: SETA Partnerships

4.1. Introduction	52
4.2. Existing Partnerships	53
4.3. Planned Partnerships	56
4.4. Conclusion	57

Chapter 5: SETA Monitoring and Evaluation

5.1. Introduction	58
5.2. Sector Skills Planning Reflections	59
5.3. Plan of Action	60
5.4. Conclusion	61

Chapter 6: Strategic Skills Priority Actions

6.1. Introduction	62
6.2. Key Skills Findings from Previous Chapters	63
6.3. Recommended Priority Actions	66
6.4. Conclusion	67

7. References

68

LIST OF FIGURES

Figure 1: PSETA sub-sectors	13
Figure 2: Sector Growth Rate Trends, 2018	18
Figure 3: Per Capita Remuneration Percentage Increase in the Public Service	18
Figure 4: Gross value add of the sector Q1: 2014 to Q1: 2020	19
Figure 5: Geographical spread of employers	21
Figure 6: Gender Demographics of employees per sub-sector	23
Figure 7: Race demographics of employees	23
Figure 8: Geographical spread of employees	24
Figure 9: Employment Trends in Provinces	25
Figure 10: Employees per OFO major group	26
Figure 11: Number of learner entries of PSETA Qualifications, 2020	45
Figure 12: Learnership completions reported	45
Figure 13: Conceptual Framework	66

LIST OF TABLES

Table 1: Research process and methods	10
Table 2: Key role players in the sector	15
Table 3: Employers registered with PSETA	20
Table 4: Employees in the sector	22
Table 5: Employment per major occupational category	25
Table 6: Key skills implications	31
Table 7: Skills Planning Implications of National Strategies and Plans	33
Table 8: Transversal Occupations with Hard-to-fill Vacancies	38
Table 9: Skills Gaps at Major Occupation levels	39
Table 10: National Pass rates of matric 2013-2019	41
Table 11: Students enrolled in Higher Education Institutions 2011-2017	41
Table 12: Number of students in TVET Colleges who registered, wrote and completed repor	42
Table 13: List of PSETA Qualifications	43
Table 14: Top 10 Sectoral Priority Occupations and Interventions (SPOI) List	49
Table 15: PSETA existing partnerships with TVET colleges	53
Table 16: PSETA existing partnerships with HEIs	54
Table 17: PSETA existing partnerships with Government Departments and Legislatures	54
Table 18: PSETA existing partnerships with SETAs	55
Table 19: Planned Partnerships	56
Table 20: Key Findings	63

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 updating this five-year SSP. The process entailed conducting primary research and consulting secondary sources for relevant data. The PSETA commissioned a study to develop a Skills Audit Methodology Framework for the Public Service, including a toolkit and templates that guide Government departments on the step by step process of conducting a skills audit. Another PSETA commissioned study was a Tracking and Tracer study of learners who participated in the Public Service interventions namely

learnerships, apprenticeship and internships as part of the 2017 cohort. Internally, two research studies were conducted, these included the PSETA Recognition of Prior Learning (RPL) Implementation in the Public Service sector and a study on Provincial Training Academies focusing on understanding the strengthening of the skills supply side and skills pipeline provisioning through these Academies. Another commissioned research study currently on going is the Emerging technologies in the Public Service sector and implications of Covid-19 in the sector as well as a mapping of OCS Transversal occupations in the Public Service to OFO Occupations and the development of an OFO Handbook for the sector. The details of each study are provided in Table 1 below. The findings from the completed 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	Mapping OFO Codes for the Public Service Sector and Developing an OFO toolkit	Qualitative	To develop a Skills Audit Methodology Framework for the Public Service and tools which will provide guidance to departments when conducting skills audits within their organisations. To standardise skills audits process in the Public Service sector.	Focus groups Face to face interviews. Desktop analysis	Key Players in the development of the Skills Audit tools Public Service including the DPSA and NSG	Document analysis, Provincial HRD plans, Skills Audits tools used by departments.	April 2019 March 2020
HRD imperatives and strategies in the Public service	Mapping OFO Codes for the Public Service Sector and Developing an OFO toolkit	Qualitative	To map OCS occupations to the OFO for Transversal occupations within the Public Service sector.	Desktop analysis	Key Players in the development of the OFO and OCS for Transversal occupations.	Document analysis, Provincial HRD plans, OCS reports. OFO versions.	March 2020 – August 2020
Education and the workplace	Tracking and Tracing Study of Learners in the Public Service	Qualitative and quantitative	Investigating the employment outcomes, occupational types and destination of unemployed graduates who participated on various Public Service sector supported learning programmes for 2017 cohort, namely apprenticeships, learnerships and internships.	Questionnaires and desktop analysis	A sample comprised of unemployed learners who participated in Public Service learnerships, apprenticeship and internships in the Public Service sector programme, Sample sizes: learnerships, Apprenticeships and 907 Internships Total interviewed Learnerships = 98 Internship s= 329 Apprenticeships = 18	Telephonically collected data from a sample of unemployed beneficiaries who participated on the three learning programmes. QMR database.	October 2019 to March 2020

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	Emerging Technologies and its Implications for the Public Service Sector	Qualitative	To investigate the key emerging technological factors as well as the Covid-19 pandemic impacting on skills demand and supply in the Public Service Sector and implications thereof for skills development in the Public Service sector.	Questionnaire, Desktop Review	Online survey to all national and Provincial departments. Face to face interviews to be conducted with National departments and three provincial departments. 16 government departments and legislatures.	Primary data to be collected through online surveys, face-to-face and telephonic interviews with key informants from sampled departments.	March 2020 – August 2020
Analysis of skills demand and supply	PSETA Recognition of Prior Learning (RPL) Implementation in the Public Service sector	Qualitative	To investigate the RPL in the public service sectors as part of a larger debate as a mechanism for up-skilling and multi-skilling a workforce and is linked to improved access to further education and training and the overall socio economic development agenda.	Questionnaire, Desktop Review	The study was a desktop review and face to face interviews with stakeholders that have implemented RPL namely Limpopo, Department of Cooperative Governance and Traditional Affairs	The analysis was based on the review of key RPL legislation, policies in the Public Service.	October 2019 – March 2020
Analysis of skills demand and supply	Understanding the strengthening of the skills supply side and skills pipeline provisioning through Provincial Academies: Case study of KZN and FSTDI	Qualitative	To investigate the Transversal Programmes offered (both accredited and non-accredited) by the two respective provincial academies. To investigate challenges and experiences experienced by the Provincial Academies in offering the transversal programmes	Face to face interviews with key informants. Desktop Review	Face to face interviews with provincial training academies	Document analysis, Provincial Office of the Premiers with Academies. Key informants sampled from Provincial Academies.	October 2019 – March 2020
				Desktop Review	Face to face interviews with provincial training academies		



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 including new emerging key role players due to the outbreak of the Corona virus pandemic, 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 (Stats SA), National Treasury, the South African Reserve Bank

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 (Stats SA, 2020a). The sector has seen an increase in employment of about 3000 employees in the Public service sector. More specifically, approximately 831 538 employees within national and provincial government departments are employed under the Public Service Act (PSETA MIS, 2020) and thus fall directly within the purview of the Public Service Sector Education and Training Authority (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 indicates the sector or industry group and the first two digits indicates 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 (Stats SA, 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 comprise administration, management, planning, 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.

National departments

Provincial departments

Legislatures and National Legislature (Parliament)

PSETA registered Public Entities

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 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 Department of Public Service and Administration (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 have submitted their Annexure 2 (commonly referred to as the Workplace Skills Plan (WSP) and Annual Training Reports (ATR) to the PSETA in 2020. 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. This was also, in part, due to the extension period granted to employers by DHET to submit WSPs until 31 July 2020.

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 2020, the national parliament and eight provincial legislatures submitted their WSPs to PSETA translating into a 90% submission rate.

Public entities which entail 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 2020. 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 Human Resource Development Plans to the DPSA (in the case of departments only). Table 2 details the key role players and their influence on the sector, including the key role players in the Covid-19 pandemic outbreak.

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.
The Department of Public Service and Administration	DPSA plays a key role in the establishment of norms and standards across the 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; information and communication technology; integrity, ethics, code of conduct and anti-corruption; transformation, reform, innovation and any other matters to improve the effectiveness and efficiency of the Public Service and its ability to deliver services to the public. DPSA continues to collaborate with the Covid task council to provide leadership during the Covid-19 pandemic. This is key in ensuring that work conditions and environment are safe for employees in line with the Covid-19 Occupational Health and Safety measures as issued by the Department of Labour.
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 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 human resource development base and skills of the South African people.
Government SETA Forum	The Government SETA (G-SETA) forum comprises representatives from government SETAs of whom public sector bodies are members and coordinates skills development for government employees across sectors.

Institution/Statutory body	Role in the Public Service Sector
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, WSPs must be consulted with labour representatives 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	<p>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 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.</p> <p>Currently, the University and TVET systems produce a number of graduates with qualifications relevant to the Public Service sector and provide a key 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 to graduates. This relationship directly addresses the NSDP outcome of linking education and the workplace, with the SETA as an intermediary body.</p>

1.4. Economic Performance

Economic growth is one of the key indicators of a country's economic performance. 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 is intrinsically linked to the performance of the country's economy. Thus, in order to effectively assess the economic performance of the sector, a point of departure will be to briefly outline the existing economic conditions in the country.

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. The country's fiscal position remains weak, as outlined in the 2020 Budget Review. Gross government debt has continued to rise as a result of weak economic growth, high levels of expenditure and repeated funding support to state-owned entities. Rating downgrades and currency weakness prior to the Covid-19 pandemic began have further increased the cost of government borrowing. The economic outlook for the Public Service sector looks bleak with the further downgrading of the country to junk status in addition to worsened the unemployment and poverty levels as a result of the Covid-19 pandemic.

The country's GDP growth rate shrank by 1,4% in the fourth quarter of 2019 following a 0.8% contraction in the previous quarter and much worse than market expectations of a 0.1% decrease. This was mainly due to the worsening rolling blackouts in the country's history that affected the economy severely. The economy expanded 0.2% in 2019, the least since a 1.5% contraction in 2009 and compared to 0.8% in 2019 (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 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 Public Service employees between the ages of 55 and 59 years old amounted to 126 710 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 Public Service sector is facing possible budget cuts. The National Treasury and South African Revenue Service has put aside budget in line with the 2020 Draft Disaster Management Tax Relief Bill and the 2020 Draft Disaster Management Tax Relief Administration Bill. The Draft Disaster Management Tax Relief Bill contains the latest proposed amendments in regard to tax relief measures to soften the economic blow caused by the Covid-19 pandemic. The R500 billion fiscal support package combines revenue and spending measures, as well as loan guarantees, totalling about 10% of GDP. This is larger than equivalent support measures announced by other emerging markets in the G20. This amount is the result of a careful balancing act of fiscal sustainability and the need to ensure that productive economic capacity is not lost (National Treasury, 2020).

The likely impact of budget reductions at national and provincial government departments may be seen within recruitment; with a reduction or constancy in head counts 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 reflects the vulnerability of the Public Service sector to South Africa's economic performance and shocks. It is likely that a trickle-down effect will lead to the low absorption of new personnel to the Public Service sector and cuts in departmental budgets allocated for training of employees. However, with targeted measures such as early retirement, 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 effectively deliver public services.

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 remains with enabling skills development in the sector and improving the labour productivity factor in the midst of the current challenges in the sector and country.

2018 SECTOR GROWTH RATE TRENDS

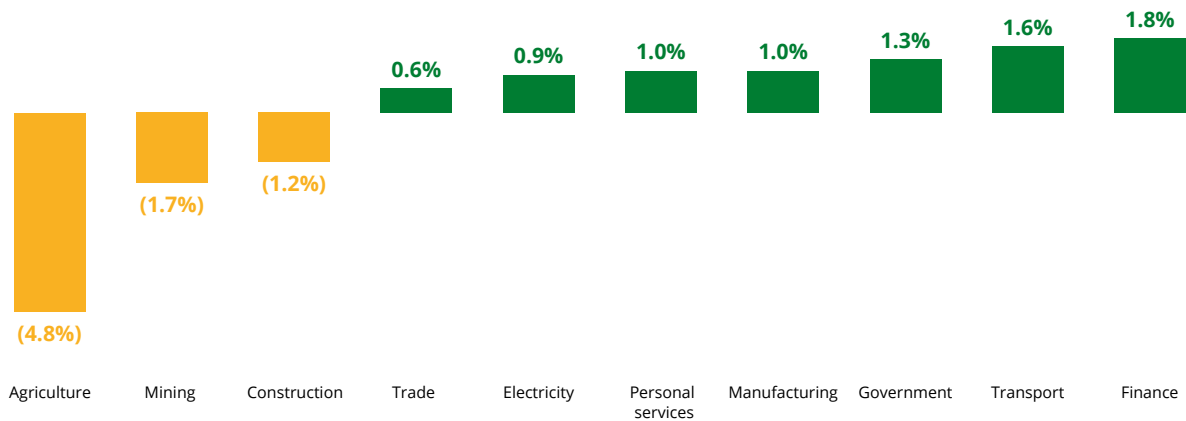


Figure 2: Sector Growth Rate Trends, 2018

Source: Statistics SA, 2019b

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 the 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 Stats SA (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.

PER CAPITA REMUNERATION PERCENTAGE INCREASE IN THE PUBLIC SERVICE

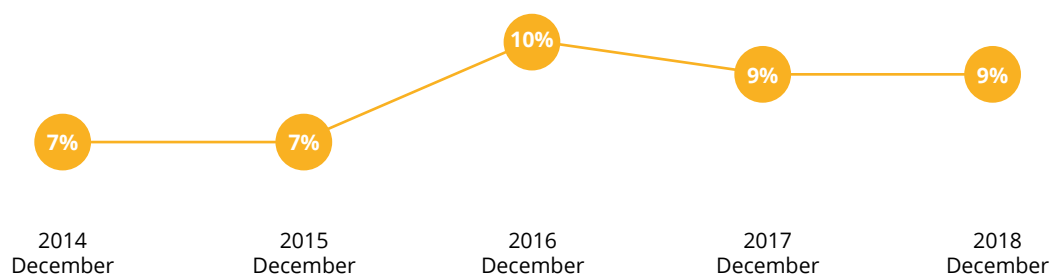


Figure 3: Per Capita Remuneration Percentage Increase in the Public Service

Source: Statistics South Africa 2018

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 3 to start with, remuneration rose steeply from December 2015 to December 2016, with remuneration of R 69 393.40 per capita in December 2015 to R 76 210.32 in December 2016. Furthermore, per capita increase at quarter three 2017 was 9% more compared to per capita remuneration in 2016 which shows a decrease of 1% compared to the increase of quarter three 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.

The sector's contribution to value added to the economy in South Africa in Rand millions is illustrated in Figure 4. Based on the South African Reserve Bank (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 2014 to quarter one of 2020 is approximately 48%.

GROSS VALUE ADD OF GENERAL GOVERNMENT SERVICES

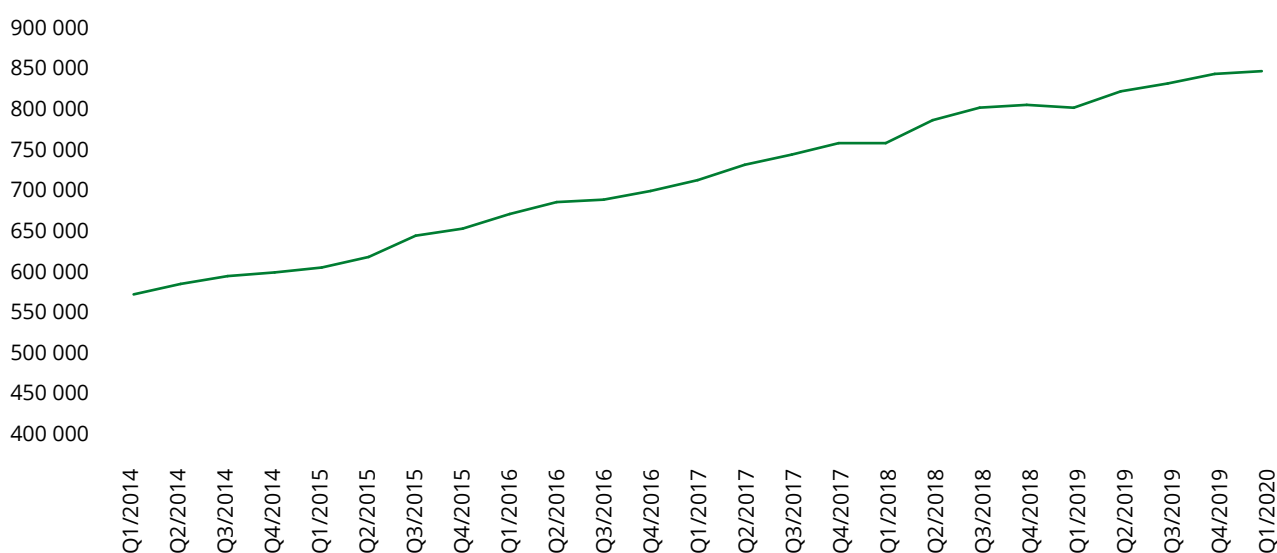


Figure 4: Gross value add of the sector Q1: 2014 to Q1: 2020

Source: SARB

Whilst the value added by the sector is significant, consideration must be taken of the existing constraints to 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 includes 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 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 are considered on the basis of distinct human resource plans aligned with

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

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 and further worsened by the corona virus pandemic outbreak. 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 2020. Table 3 further outlines the size and the proportion of which they make up the sector.

Table 3: Employers registered with PSETA

Sub-sector	Size of Employer			Number of employers submitted WSPs at PSETA	Percentage of employers in the sector
	0-49	50-149	150+		
National departments	0	3	32	35	21%
Provincial departments	2	2	103	107	64%
Provincial Legislatures and Parliament	0	1	7	8	5%
Public entities	6	5	6	17	10%
Total	8	11	148	167	100%

Source: PSETA MIS 2020

Provincial departments still make up the largest proportion of the sector (64%) even after the merging of departments in certain provinces. Legislatures and parliament, as expected, make up the smallest proportion of the sector (5%). The majority of the organisations reporting to PSETA are large employers, i.e. employers employing

over 150 employees. Despite the Covid-19 challenges the submission rate of the registered employers with PSETA remained above 90% for the 2020 period. PSETA has also seen an increase in new Public Entities joining PSETA in 2020 such as South Africa National Space Agency and others.

GEOGRAPHICAL SPREAD OF EMPLOYERS



Figure 5: Geographical spread of employers

Source: PSETA MIS 2020

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. The national departments are generally located in the Gauteng province. Other employers within the sector are almost evenly distributed across the country. The Gauteng province accounts

for the largest in terms of the geographic spread of employers, making up 37% 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 2020 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 2020 WSP data, whilst 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 the military personnel who falls under other Acts (such as 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	87 853	10.56%
Provincial departments	725 371	87.23%
Legislatures and parliament	2 869	0.35%
Public entities	15 445	1.86%
Total	831 538	100.00%

Source: PSETA MIS 2020 & PERSAL 2020

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. Quoted verbatim below from the DPSA (2018), 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). Whilst 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 head hunting.
- Creation of an enabling environment is still a challenge in the Public Service, 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 still not in the Office of the DG/HOD as provided for by the National Policy Framework on the Empowerment of Women and Gender Equality. Due to this, the GFPs do not have 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 processes have benefited both men and women.
- Most reports only reported on the budgets that were allocated to the gender unit, not what 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 at MMS, but this does not translate into filling the equity gaps at 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 process that had gender indicators.

GENDER DEMOGRAPHICS OF EMPLOYEES



Figure 6: Gender Demographics of employees per sub-sector

Source: PSETA MIS 2020 & PERSAL 2020

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 is 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



Figure 7: Race demographics of employees

Source: PSETA MIS 2020 & PERSAL 2020

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, thus more recent data in this regard has not been reported.

GEOGRAPHICAL SPREAD OF EMPLOYERS

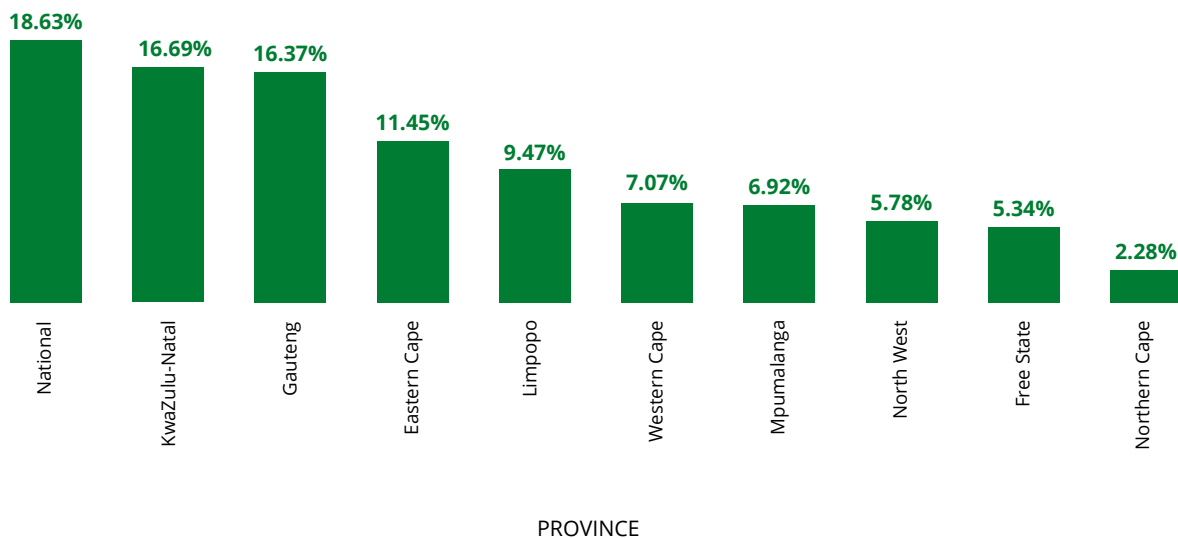


Figure 8: Geographical spread of employees

Source: PSETA MIS 2020 & PERSAL 2020

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 department and public entities being housed in the Gauteng Province.

Figure 9 displays how employment in the sector across all the provinces has evolved examining employment figures of 2016, 2017, 2018, and 2019. Across the provinces the number of employees have been fluctuating over the years. Great variabilities in numbers across the years are mainly taking place in the national departments, KwaZulu-Natal, and in the Gauteng province.

EMPLOYMENT TRENDS IN PROVINCES

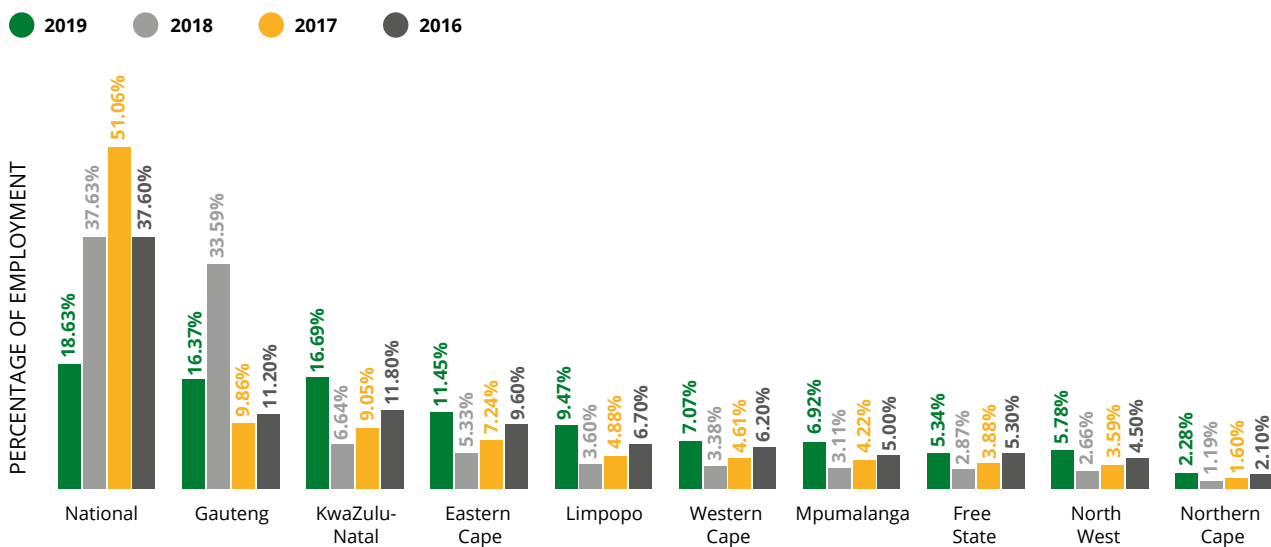


Figure 9: Employment Trends in Provinces

Source: PSETA MIS 2016-2019 & PERSAL 2016-2019

Table 5: Employment per major occupational category

Major occupational category	Number of employees	Percent
Administrative Office Workers	181 445	50.78%
Elementary occupations	114 229	32.02%
Professionals and Managers	61698	17.20%

Source: PSETA MIS 2020 & PERSAL 2020

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 per Organising Framework for Occupations (OFO) categories but uses the Occupational Classification System (OCS), 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 are employed in the Administrative Office

Workers category at 50.78% followed by Elementary Occupations at 32.02% and then Professionals and Managers at 17.20%. 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.

EMPLOYEES PER OFO MAJOR GROUP

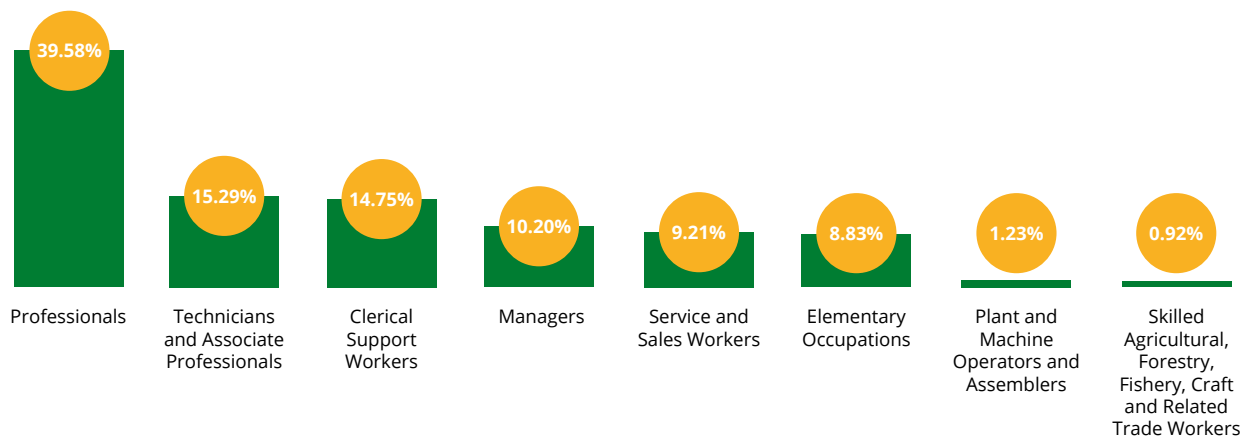


Figure 10: Employees per OFO major group

Source: PSETA MIS 2020

Figure 10 above is based on the 2020 WSP data analysis which reflects employment by OFO major group. The distribution indicates that the majority of employees (38.60%) are within the Professional workers major group followed by Technicians and Associate Professionals at 17.83% of employees and Clerical Support workers constituting 14.75% of the sector. Managers makes up 10.20% of the employees at Senior Management Service (SMS) level within the Public Service sector. The percentage of Managers major group has decreased when compared to 2019 whilst the percentage of Professionals major groups in the Public Service sector has also decreased when compared to 2019 figures. The picture shows similar trends with PERSAL data which currently does not yet capture occupational data per OFO categories.

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, 2020). A decrease in SMS is observed when compared to 9 780 SMS personnel reported in 2019 with the race demographics for SMS personnel at 7 304 Africans, 628 Indian/Asian, 779 Coloured and 1 145 White (PERSAL, 2020). The Middle Management Services (MMS) makes up a total of 17 783 employees in the Public Service, constituted of 13 513 Africans, 711 Indian/Asian, 1 376 Coloured, and 2 183 Whites (PERSAL, 2020). The age analysis on PERSAL in 2020 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 of 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 it 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: 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.



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. It has become clear that in light of the Corona virus pandemic the Public Service sector had to embrace technology and appreciate the role of technology both in finding

solutions and in reshaping the sector and its institutions. The implications these have for skills planning have been themed to show the overall interaction between mandates and the broader intended impact on the socio-economic development of the country.

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.

i. Covid-19 pandemic:

- a. The emergence of the Corona virus in South African is a key factor which continues to impact the work of the Public Service sector and in particular how departments will deliver services going forward into the future.
- b. This is a change driver which will require the world of work to move towards more technology based platforms. This brings about a requirement to ensure that employees are equipped with skills and knowledge on the use of such tools and platforms.
- c. Remote working and learning during a time of lockdown has shown that access to technology is more than a choice, it is a necessity. In order to reduce the digital divide, the Public Service sector needs to rethink the question of internet access and how it is managed.

ii. The Fourth Industrial Revolution and Technology:

- a. The fourth industrial revolution (4IR) and ICT 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.
- 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.

- c. Whilst the sector has progressively moved toward implementing ICT across its systems and processes, 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.

iii. Environmental Sustainability:

- a. Sustainability requires interdependence between economic growth, social protection and the natural ecosystem, with a shift towards cleaner industries and sectors. Increasingly departments are required to operate in an environmentally responsible and sustainable manner.

iv. Geographical Positioning:

- a. A key factor which continues to impact 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.

v. 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 on the NDP is critical. Four sub-change drivers which fall within the wider ambit of human resources 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/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. 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/turnover. This is more evident amongst youth and those in highly specialised occupations, such as those in ICT, finance and engineering. High turnover was attributed to various factors, including: lack of motivation amongst 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 included, poaching and inter-Departmental migration.
- c. **Lack of autonomy of Human Resources 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.
- d. **Human Resource 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 a core business. This tends to result in inadequate resources being discharged to these units within government departments which affects their operations.

2.2.1. Key Skills Implications

The implications of the identified change drivers are summarised in table 6 below.

Table 6: Key skills implications

Change Driver	Implications for skills planning
Covid-19 Pandemic	<ul style="list-style-type: none"> • There is a need for advocacy, awareness and related interventions for Public Service employees to effectively handle and contribute to the containment of the pandemic while effectively doing their work. • Training plans and priorities will need to be directed to addressing the impact of Covid-19 in the workplace for the immediate future. • Quality assurance systems for the delivery of education and learning through online platforms will require relevant infrastructure for accreditation and assessment.
The Fourth Industrial Revolution and Technology	<ul style="list-style-type: none"> • 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 reskilling 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 fourth industrial revolution. 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.
Environmental Sustainability	<ul style="list-style-type: none"> • The Green Economy and Green Jobs is expected to bring about long-term benefits in the form of reduced environmental damage. This requires identify and re-skilling the sector on green skills.
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 that live within these areas is required. By ensuring that skills development of local individuals in the area takes place, employers are able to firstly address the issue of a lack of skills and secondly, address regional unemployment issues.
Human Resource 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.

- **The National Development Plan**

- The NDP calls for the building of a “capable state”. According to the National Planning Commission (NPC) the state is capable to the extent “that it has the capacity to formulate and implement policies that serve the national interest” (NPC, 2012). A capable and developmental state is one that has the means to identify and deal with the causes of poverty and inequality in South Africa. 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. The PSETA’s SSP has considered the sub-outcomes outlined in the NDP, Chapter 13, to “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 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 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 National Skills Development Plan (NSDP)**

- The NSDP, which comes in effect from 01 April 2020, follows from the previous national strategy (NSDS III) and consists of eight outcomes to be achieved mainly by SETAs in collaboration with the DHET, TVET Colleges, CETs, Universities and the National Skills Fund (NSF). The NSDP is set within the broader policy framework of the NDP.
- 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 Public Service sector is not exempted from that.
- The HRD Strategy has identified five programmes aligned to the national imperatives.

- **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 human resource development framework which addresses the focused demand for human resource development 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 and Economic and Growth Development.

- **Medium Term Strategic Framework (MTSF)**
 - The MTSF for 2019 to 2024 emphasises the need for a paradigm shift towards a comprehensive framework inclusive of resourcing and integration of all Public Sector institutions. The MTSF Priorities are:
 - Priority 1: Capable, Ethical and Developmental State
 - Priority 2: Economic Transformation And Job Creation
 - Priority 3: Education, Skills And Health
 - Priority 4: Consolidating the Social Wage through Reliable and Quality Basic Services
 - Priority 5: Spatial Integration, Human Settlements and Local Government
 - Priority 6: Social Cohesion and Safer Communities
 - Priority 7: A better Africa and the World
 - Priority 1 of the MTSF: A Capable, Ethical and Developmental State is at the core of the PSETA's mandate and underpins the seven priorities of the MTSF.
- **Disaster Management Act: Amendment of Regulations (2020)**
 - The Disaster Management Act Amendment of Regulations provides direction on the management of the Covid-19 pandemic and this has a direct implication on the implementation of interventions and programmes offered by the PSET sector and the workplace.

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
National Development Plan	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: 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.
New Growth Path	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 interventions in this area for both employed and unemployed individuals.
White Paper on Post School Education and Training	In response to the sharpened focus of SETA's 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.
National Skills Development Plan	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.
Human Resources Development Strategy for South Africa	HRD issues cut across the implementation forum in which PSETA is part of and it requires collective engagement of all departments involved. PSETA together with DPSA can monitor the extent to which HRD targets are met by departments. PSETA is directly involved in Programme 2, 3, 4 and 5.

National plans or strategies	Implications for skills planning
Public Service Human Resource Development Strategic Framework 2015	The overall strategic approach and focus for HRD in the Public Service has been rearticulated to place a 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.
Medium Term Strategic Framework (MTSF)	The PSETA will focus specifically on Priorities 1 and 3 on 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.
Disaster Management Act Amendment of Regulations (2020)	The PSETA will partner with key departments in the fore front of containing Covid-19 and continue to support advocacy sessions and capacity building needs by departments.

The overarching implication of the analysis of the 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. In the Public Service there are a range of agencies who 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 incorporate the need to improve education and skills development, ultimately impacting the labour market. The emergence of Covid-19 has exposed the inequalities that exists in society. 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.

2.4. Conclusion

It is critical for PSETA to align the sectors' activities to the national priorities outlined. In particular, the NDP mandate in building of a "capable state" – 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.



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 exceed the supply of workers who are qualified, available and willing to work (DHET, 2019). Skills demand in the Public Service sector are relatively constant within the various occupational categories, but 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 relevant sections. The chapter has further included the skills gaps created by the Covid-19 pandemic.

3.2. Sectoral Occupational Demand

This section focuses on HTFVs in the Public Service sector, these are the vacancies that takes 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 through the 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 show 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 (Member of 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 both 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, or Supply Chain Management (SCM), 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

OFO Code	Occupation	Number of HTFVs	Reasons for HTFVs
2019-111204	Senior Government Official	98	Due to lack of sufficient and/or appropriate experience.
2019-121905	Programme or Project Manager	26	Lack of relevant public service experience, low wages offered.
2019-111202	General Manager Public Service	57	Lack of relevant experience.
2019-121301	Policy and Planning Manager	19	Lack of skills required and experience required.
2019-242211	Internal Auditor	8	Lack of skills and experience required.
2019-241108	Forensic Accountant/Investigative Accountant	6	Due to the unique nature of the occupation which requires extensive forensic experience with accountancy background.
2019-121201	Personnel/Human Resource Manager	23	Due to lack of sufficient and/or appropriate experience.
2019-111207	Senior Government Manager	49	Due to lack of sufficient and/or appropriate experience, political appointment.
2019-121101	Finance Manager	32	Due to lack of sufficient and/or appropriate experience.
2019-122301	Research and Development Manager	22	Due to lack of sufficient and/or appropriate experience.
2019-251101	ICT Systems Analyst	10	Salary competition with the private sector the private sector outcompetes the public sector.
2019-242211	Information Systems Auditor/IT Audit	8	Due to lack of sufficient and/or appropriate experience.
2019-241107	Financial Accountant	16	The position is hard to fill due to few applicants with the required skills.
2019-332302	Procurement Officer	39	Lack of knowledge of public service system/specific protocol/process.

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 effect 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, 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 supply chain management 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 that is being revised (PSETA, 2016).

The skills required in the sector includes 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	2019-111101	Local or Provincial Government Legislator	Policy development, OHS , Remote working and digital skills
Manager	2019-111202	General Manager Public Service	Advanced Leadership; Governance and Public Leadership; Mentoring; Strategic Management; Change Management; Monitoring and Evaluation; Digital skills.
	2019-111204	Senior Government Official Senior	
	2019-111207	Government Manager	
Manager	2019-121101	Finance Manager	Leadership, Ethical conduct, Operational Management; Data analytics, Digital Skills.
Manager	2019-121201	Personnel/Human Resource Manager	Management Development, Talent Management, Records Management, Ethical Conduct, Contract Management, Organisational Development (OD) skills; OHS, Remote working and digital skills.
Manager	2019-121301	Policy and Planning Manager	Financial Management; Monitoring and Evaluation, OHS, Remote working and digital skills.
Manager	2019-121905	Programme or Project Manager	Project Management in the Public Service OHS, Remote working and digital skills.
Manager	2019-134904	Office Manager	Leadership Management, Financial Management, OHS , Remote working and digital skills
Professionals	2019-241102	Management Accountant	Advanced Leadership, Digital Skills
Professionals	2019-241107	Financial Accountant	People and Performance Management; OHS, Remote working and digital skills.
Technicians And Associate Professionals	2019-333905	Supply Chain Practitioner	Supply Chain Management in the Public Service; Contracts Manager; PFMA, Digital Skills.
Technicians And Associate Professionals	2019-334102	Office Administrator	Business Writing, Records Management, Service Delivery/Customer Orientation OHS, Remote working and digital skills.
Clerical Support Workers	2019-411101	General Clerk	Business Writing, Digital skills, Data analytics, Records Management, Service Delivery/Customer Orientation; OHS, Remote working and digital skills

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

PSETA also commissioned 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 shows that management and leadership skills; IT; Financial Management and legal skills are equally important for the efficient operations in parliament and legislatures. Other skills deficits/gaps that were recognized included the following: project management; government communications; wellness; monitoring and evaluation; parliamentary proceedings; human resources management; corporate governance;

legislative. It was recommended that a proper job analysis and job descriptions is necessary, which should include a 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 (WSG, 2017).

The hard to fill vacancies identified in the Legislative Sector Skills Plan (LSSP 2019), reflects the occupations which may be considered as scarce skills in the sector that ranges across different major occupational groups. The majority of these occupations fall within the Professional major occupational, with the highest 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 effectively deliver on its support mandate.

3.3. Extent and Nature of 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 post-school education and training 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 National School of Government, 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. The advent of 4IR and more recently the impact of the COVID-19 pandemic, has necessitated the need to fast track the use of alternative methods of provision of learning. These include renewed focus on e-learning, distance learning and blended learning approaches.

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 (Stats SA, 2016).

The basic education stream is quite significant as it provides throughput for all post-school education and training streams. The Matric pass rate has improved over the past 25 years; from 53% in 1994 to 81.3% in 2019. The 2019 results shows a 3.1% improvement from the 78.2% achieved in 2018. This is the highest pass percentage recorded in the last 25 years. From Table 10 it is evident that the overall pass rate continues to follow an upward trajectory. Further notable achievements from the 2019 cohort include an improvement in the number of Grade 12 learners that are eligible for a bachelors programme at university. Although there is a drop in the number of candidates passing Mathematics in the November 2019 NSC examination compared to 2018, the trend with regard to learners attaining admission to Bachelor studies and passing Physical Sciences as per the indicators outlined in the National Development Plan is on an upward trajectory. 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 2019 a total of 787 717 candidates entered for the November 2019 NSC examination. This number was made up of 616 754 full time and 170 963 part time candidates. Of the 787 717, learners entered and registered for the NSC the final examination, the number of learners qualifying for admission to bachelor studies improved by 3.3% from 172 043 to 186 058 qualifying 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 2013-2019

Year	Pass rate Percentage
2013	78.2%
2014	75.8%
2015	70.7%
2016	72.5%
2017	75.1%
2018	78.2%
2019	81.3%

Source: Department of Basic Education (2020)

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. This has led to the introduction of implementation of a General Education Certificate at the end of Grade 9, this will come to effect in 2022 (DBE,2020).

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 White Paper for Post-School Education and Training and the NDP has 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 post-school education and training 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 Institutions (HEI) system consists of 26 public universities and 123 private universities. Table 11 illustrates the number of students enrolled in public and private institution 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 Higher Education Institutions 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, 2010 to 2015, the number of undergraduates that graduated at public HEI in 2015 was 191 524 which was a 3.3% increase from 185 375 students that graduated in 2014. While the postgraduate students was 12, 1 % respectively (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 White Paper for Post-Schooling Education

and Training. 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 have been initiated to improve learning outcomes in the case of the TVET college sector. The QCTO is tasked with improving the availability, relevance and quality of occupational qualifications to meet sectoral skills needs. To the extent that there is 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
Human Resources Management	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, 2018

Table 12 above shows TVET qualifications, specifically within the Report191 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, whilst 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 minimum of 24 months experience. This practice does not favour TVET graduates and this remains a challenge within the Public Service sector recruiting strategy.

Table 13: List of PSETA Qualifications

ID	Qualification Title/Learning Programme Title	(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
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: DHET, 2018

The PSETA Quality Assurance (QA) unit has 24 registered qualifications as shown in Table 13. The 24 qualifications include registered unit standards, qualifications and learning provision including learnerships. QA 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: Occupational Certificate: Diplomat and Occupational Certificate: 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 National Qualifications Framework (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 QA, in performing the Development Quality Partner (DQP) function for QCTO, has developed and reviewed two occupational qualifications in the 2019-20 financial year.

Whilst there remains a plethora of qualifications available for individuals, stakeholder specific qualifications plays 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 catered for by stakeholder specific qualifications. PSETA has five stakeholder specific qualifications aimed at addressing the needs of the Social Housing Regulatory Authority; Statistics South Africa; Department of International Relations and Cooperation (DIRCO); Department of Home Affairs (DHA) and Department of Communications (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 demand of social housing sector professionals and practitioners in a foreseeable future. Accordingly, the PSETA will be required to address the demands of the sector by ensuring sufficient provision of qualifications.

Statistics South Africa, 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 fall directly under the ambit of Statistics South Africa. 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 Statistics South Africa is ongoing in order to assess the relevance of the qualification and the viability of developing occupational qualifications to suit the specific needs of Statistics South Africa.

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 a 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 took place in the 2019-20 financial year with the development of the Mission Administrator occupational qualification which has been submitted to the QCTO.

The DHA contains a Learning Academy which is currently accredited for the National Certificate: Home Affairs Service which currently receives a high learner uptake. PSETA QA together with the DHA Learning Academy are in the process of realigning the National Certificate: Home Affairs Services qualification. The Home Affairs Services qualification currently is registered as a single qualification however it has three learnerships. These are (1) Immigration Services; (2) Civic Services and (3) Refugee Services. The QCTO model does not allow for a qualification to be registered in this manner hence the PSETA QA will be engaging with Home affairs to separate the qualifications.

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. GCIS also expressed interest in establishing a Learning Academy in order to capacitate provincial government and local government on public service communication.

The supply of skills in the Legislative Sector is predominantly produced by the Higher Education Institutions Sector. 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 PSETA QA is currently reviewing and assessing the curriculum content of the 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.

LEARNER ENTERIES OF PSETA QUALIFICATIONS

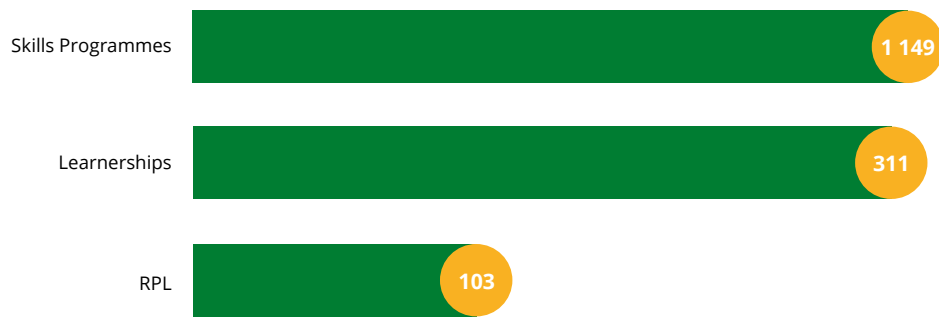


Figure 11: Number of learner entries of PSETA Qualifications, 2020

Source: PSETA MIS 2020

Figure 11 above shows the number of learner entries of PSETA qualifications in the 2019-20 period that were funded by the PSETA. 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 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 whilst some programmes do not commence at the beginning of the financial year.

LEARNERSHIP COMPLETIONS 2019/20

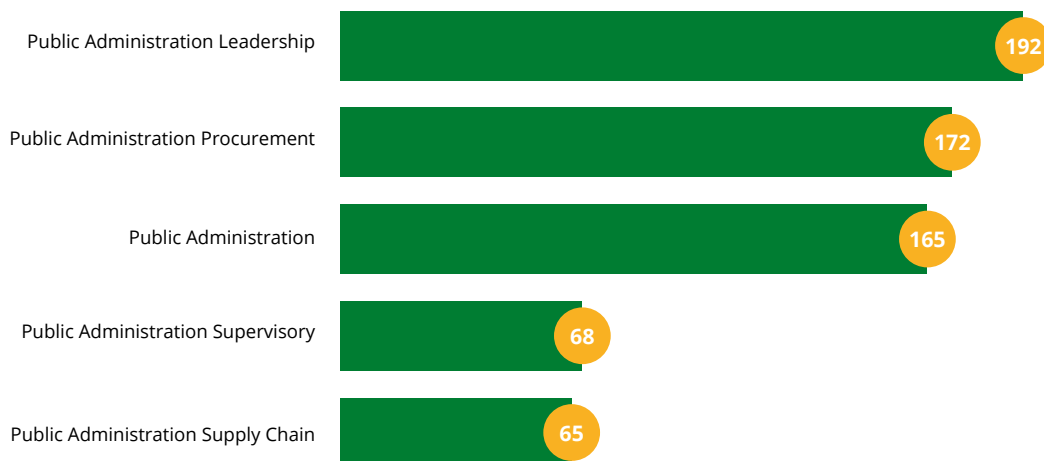


Figure 12: Learnership completions reported

Source: PSETA MIS, 2020

Figure 12 displays the number of Learnerships completed in the 2019/2020 financial year. Learnerships in Public Administration: Leadership and Procurement had the highest completion figures with 192 and 172 completions respectively. A total of 662 Learnership completions were reported for both employed and unemployed.

Education and training in the broader PSET system has been impacted by the Covid-19 pandemic. HEIs and TVET Colleges have been required to explore alternative methods of teaching and learning and academic calendars have had to be revised to accommodate teaching and learning which could not take place. In many instances workplace-based learning programmes have been negatively affected as learners have not been able to attend the workplace. In the case of internships, Learnerships and work integrated learning programmes, this impacts the notional hours required by these learners in order for them to complete their qualifications within the designated timeframe. Classroom based learning requires that skills development providers ensure that learning takes place in compliance with applicable specific Directives or Guidelines and in full compliance with the Disaster Management Act and relevant Regulations. This requires skills development providers to invest in e-learning platforms, and to ensure preparedness of infrastructure and teaching and learning spaces, including workplace based training sites; screening of staff, learners and the general public entering institutions; physical distancing; and the implementation of hygiene protocols as per government regulations and applicable alert levels.

3.3.3. Supply Problems Experienced by Employers

Entry requirements into 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 entry requirement into the Public Service remains a challenge for TVETs graduates due to minimum requirements criteria set for entry into the Public Service sector. PSETA understands that there have been problems with the slow roll out of Compulsory Induction Training (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 that employees on probation who have not undergone CIP training shall not be confirmed for permanent employment. This has however since been revised by the DPSA. Furthermore, the Minister for Public Service and Administration recently launched 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 numbers of interns in line with a 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 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 establish 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 that participated in this programme was ultimately the private sector and not the Public Service sector.

PSETA has concluded a tracing and tracking of learners in the Public Service sector that completed internship, learnership and apprenticeship programmes during the 2017 period to establish their destinations and ultimately establish absorption into employment in the Public Service sector. The findings shows that Workplace Based Learning (WBL) provides increased chances of accessing employment & career advancement while it provide limited to no real facilitation into self-employment. WBL further showed a positive impact on skills development with Learnership gaining most post-employed immediately, followed by Internships with most post-employed within 6 months and lastly the apprenticeship with also the most post-employed within 6 months. The employed post-WBL in Public Service Sector was learnership at 75%, internships: 63% and apprenticeships: 50%. These findings concur with the results of three tracer studies of PSETA funded interventions namely the DIRCO and DHA

Cadet Programme, the findings of the study confirmed that most CADETs were absorbed by the respective departments in occupations related to what they have 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. Further, 337 learners were placed in work integrated learning 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 a continuous availability of talent, developmental programmes (such as internships, Learnerships, apprenticeships, graduate recruitment schemes, cadets and structured youth programmes) needs to be undertaken. Further, the Public Service sector needs to respond to the broader economic growth and developmental agenda of government. The DPSA, in 2009, introduced a Determination on Internship Programmes in the Public Service, this has since been replaced in 2018 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 SETA(s). Each national and provincial department is required to implement developmental programmes, the annual targets of which will be informed by the Medium Term Strategic Framework (MTSF) of cabinet at national level. The DPSA, in 2019, 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. Yet not all departments and public entities currently have the capacity to effectively train those learners and interns placed in their organisations. In some departments, interns have not been appropriately

placed in units/functions that build on their formal skills training and that 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 that 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 for this and previous SSPs has shown that most departments are not shaping their training needs and that training needs are often identified by simply aggregating individual Personal Development Plans.

PSETA in partnership with the DPSA identified a need to develop a common framework and guidelines for conducting skills audits, needs assessment and the evaluation of the impact of training on workplace performance within the Public Service. A Skills Audit Methodology Framework for the Public Service has been developed and will provide guidelines and principles for the sector when conducting skills audits, identify suitable methodologies that departments can adopt for skills audit.

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 are in need of further development across the Public Service. Technical and professional occupations, including artisan's posts – especially technical skills are needed to support infrastructure development and maintenance. There is also a need to improve the skills of Artisans and Trade Aids in the Public Service sector through Recognition of Prior Learning (RPL). PSETA has supported and funded various artisan development programmes in the sector. In the case of many of these occupations, the responsibility of supporting increased supply of personnel lies primarily with other SETAs. However, the placement of artisan

learners in the sector poses a challenges as few sector employers are able to accommodate the learners with the required workplace training and mentors. However, PSETA is partnering with appropriate organisations to help address these shortages.

An RPL study was conducted in the sector to understand ways in which RPL is implemented in the Public Service focusing on whether there is existing policy frameworks

for implementing RPL are effective and implementable in the Public Service drawing lessons from stakeholders who have successfully implemented the National Certificate: Public Administration NQF level 5 and 7 through the RPL route. RPL remains and is considered to be an important vehicle for facilitating the access of adult learners to further and higher education in the Public Service sector.

3.4. Sectoral Priority Occupations and Interventions (SPOI)

PSETA has adapted both a qualitative and quantitative approach in determining Sectoral Priority Occupations. The Sectoral Priority Occupations and Interventions (also referred to as the PIVOTAL list) listed 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 2020; 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 DHET. Further, 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 2020.
- 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 (2018).
- All occupations that met the above three criteria mentioned above made the List of Sectoral Priority Occupations.
- PSETA undertook four research studies on HTFVs across all PSETA stakeholders using the 12 months length of time that it takes to fill the vacancies as the main criterion. The findings from this study has informed the list of HTFVs presented here. As part of the research study, key informant interviews were undertaken to hone in and better understand the HTFVs within the sector.

- The top 10 list was produced through frequency analysis and triangulation with information and data from various sources.

Employer interviews and stakeholder engagements to ascertain further critical information on hard to fill vacancies have been concluded and the results are incorporated in this SSP.

The PSETA interventions are informed by the policies developed for the Public Service by the DPSA, relevant HR strategies and legislation. Furthermore, the SSP findings has shaped the discretionary grant funding that will inform the interventions addressing the Sectoral Priority Occupations list agreed on. The interventions were also derived and informed by the strategic objectives of both national and provincial departments. In order to address and contribute to the containment of Covid-19, the PSETA proposed additional interventions to address the new ways of working in the Public Service sector.

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

PSETA Sectoral Priority Occupations and Interventions (SPOI) List 2021-2022

Table 14: Top 10 Sectoral Priority Occupations and Interventions (SPOI)

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	2019-111202	General Manager Public Service ²	Labour Inspectorate Manager/Diplomatic Mission Administrator	Public Administration and/or Management, Management Development, Public Development Management, Monitoring and Evaluation Change Management, Remote working (WFH), digital skills, Leadership Management and Occupational Health and Safety, Risk Assessment and Risk Management, Project Management	7	Yes	57	57	Covid- 19 related interventions have been included and prioritised.
MANAGERS	2019-111204	Senior Government Official ³	Chief of Staff/ Commissioner	Public Administration and/or Management (postgraduate); Management Development, Public Development Management, Monitoring and Evaluation (postgraduate); Governance and Public Leadership. Change Management, Leadership Management and OHS Risk Assessment and Risk Management.	8	Yes	33	33	
MANAGERS	2019-111207	Senior Government Manager ⁴	Head of Department/ Superintendent- general	Public Administration and/or Management (postgraduate); Management Development, Public Development Management, Monitoring and Evaluation (postgraduate); Governance and Public Leadership, Change Management, Leadership Management and OHS.	8	Yes	62	62	

² The General Manager Public Service occupation refers to Directors and Deputy Directors in the Public Service sector

³ The Senior Government Official occupation refers to Chief Directors and Deputy Director Generals in the Public Service sector

⁴ The Senior Government Manager occupation refers to the Director General, Head of Department and Secretary (Legislature)

OFO MAJOR GROUP	OFO CODE	OCCUPATION	SPECIALISATION/ ALTERNATIVE TITLE	INTERVENTION PLANNED BY THE SETA	NOF LEVEL	NQF ALIGNED	QUANTITY NEEDED	QUANTITY TO BE SUPPORTED BY SETA	COMMENTS
MANAGERS	2019-121101	Finance Manager	Chief Financial Officer (CFO)/ Chief Accountant/ Financial Controller	Advanced Financial Management, Postgraduate Diploma in Management; OHS and Leadership skills; Risk Assessment and Risk Management.	7	Yes	25	25	
MANAGERS	2019-121301	Policy and Planning Manager	Strategic Planning Manager/ Public Policy Manager/ Planning & Development Manager/ Corporate Planning Manager	Public Policy Development; Monitoring & Evaluation; Change Management; Leadership; Management and OHS Risk Assessment and Risk Management.	8	Yes	15	15	
MANAGERS	2019-121905	Programme or Project Manager	Project Director	Public Management, Advanced Project Management; Change Management, Leadership Management and OHS Risk Assessment and Risk Management.	8	Yes	65	65	
PROFESSIONALS	2019-241108	Forensic Accountant		Postgraduate Diploma in Investigative and Forensic Accounting; OHS, Remote working and digital skills; Risk Assessment and Risk Management.	8	Yes	6	6	
PROFESSIONALS	2019-242211	Internal Auditor	Information Systems Auditor, ICT Internal Auditor	Internal Audit OHS; Remote working and digital skills; Risk Assessment and Risk Management.	7	Yes	16	16	
PROFESSIONALS	2019-252901	ICT Security Specialist	ICT Security Architect; Security Administrator; Information Technology Security Manager;	Degree in ICT; OHS, Remote working and digital skills; Risk Assessment and Risk Management.	7	Yes	19	19	
PROFESSIONALS	2019-263101	Economist	Economic Advisor, Economic Analyst,	Postgraduate studies in Economics; OHS, Remote working and digital skills; Risk Assessment and Risk Management.	8	Yes	26	26	

3.5. Conclusion

Given this analysis, the Sectoral Priority Occupations and Interventions (SPOI) list and Skills Gaps, with relevance for PSETA's scope of coverage, were agreed 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 with 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 high 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, like 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.



4 SETA PARTNERSHIPS

4.1. Introduction

This chapter presents and analyses partnerships that the PSETA has entered into with an objective to advance its mandate. This chapter assesses the effectiveness of these partnerships, identifies problems and suggests measures to strengthen these partnerships between the PSETA and its stakeholders by highlighting the value-add of such partnerships to the SETA and the Public Service sector at large. In the identified future partnerships, the PSETA seeks to respond to skills development implications brought about by the Covid-19 pandemic. In the context of this chapter, 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.”

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 underpinned by forging networks with significant key stakeholders in the Public Service 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 overarching partnership framework details the mechanisms within which the PSETA intends to deliver on its mandate and Service Level Agreement obligations through innovative partnerships.

4.2. Existing Partnerships

Most of the PSETA projects that are implemented in the sector are implemented through partnerships between the SETA, national/provincial departments and PSET institutions. In our endeavour to fostering partnerships with PSET institutions that support training and skills development for the world of work within the public service space, the PSETA enters into Memoranda of

Understanding (MoUs) and operationalised through Memoranda of Agreement (MoAs) that are entered into between the PSETA and the public institution.

The categories of partnerships that exist are as follows:

Table 15: PSETA existing partnerships with TVET colleges

Partnerships with TVET Colleges		
The PSETA plays its intermediary role of linking the world of work and education by assisting TVET colleges to make links with Public Service employers through the implementation of Work Integrated Learning programmes in order for learners to obtain the requisite workplace experience thereby equipping them for absorption into the labour market. The duration of MoUs are for the period up to 31 March 2025.		
The duration of Partnerships with TVET Colleges in respect of learners in Work Integrated Learning Programmes within the sector is for a period of 18 months.		
Name of TVET College	Gap that the partnership will be addressing	Objective of Partnership
<ul style="list-style-type: none"> • Lovedale TVET College • Northlink TVET College • Boland TVET College • Esayidi TVET College • Western TVET College • Gauteng South West TVET College • Tshwane South TVET College • Gert Sibande TVET College • Majuba TVET College • Umgungundlovu TVET College 	To close the gap of TVET learners completing N6 certificate programmes and lack the 18 months' work experience needed to attain the qualification. 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.	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: To encourage work integrated learning for TVET College learners. To improve employability of TVET graduates through work experience and ensure they get qualifications that articulate with higher education institutions.

Table 16: PSETA existing partnerships with HEIs

Partnerships with HEIs		
Name of HEI	Duration of Partnership	Nature of Partnership
Sol Plaatjie University	Ongoing until March 2022	Identification of priority research areas, including research to support the Public Service Sector in line with the PSETA SSP priorities.
Durban University of Technology	Ongoing until March 2021	Work integrated learning for UOT students
University of Witwatersrand (WITS REAL)	Ongoing until March 2023	Research partner for the PSETA

Table 17: PSETA existing partnerships with Government Departments and Legislatures

Strategic Partnerships with Government Departments and Legislatures		
Name of Department	Duration of Partnership	Nature of Partnership
Department of Higher Education and Training	Ongoing	This partnership, through a MoU is in place 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.
Department of Public Service and Administration	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 Public Service Human Resource Development Strategic Framework (2018) • The development of a Monitoring and Evaluation Framework together with its implementation planning instruments to support the implementation of the Public Service Human Resource Development Strategic Framework. • The development of a Skills Audit Methodology Framework for the Public Service
Offices of the Premier in various provinces	Ongoing	MoUs have been entered into with Offices of the Premier which remain effective until 31 March 2025. The nature of the MoUs include cooperation in areas of information sharing, capacity building and learning programme implementation.
North West Legislature	Ongoing until March 2022	Specific collaborative efforts have been made towards the implementation of learnerships for rural unemployed youth in the province.

Strategic Partnerships with Government Departments and Legislatures		
Name of Department	Duration of Partnership	Nature of Partnership
<ul style="list-style-type: none"> Eastern Cape Department of Sports, Recreation, Arts and Culture Eastern Cape Department of Human Settlements Gauteng Department of Infrastructure Development Gauteng Department of Health Gauteng Provincial Treasury Limpopo Department of Co-Operative Governance and Traditional Affairs 	Ongoing until March 2022	To collaborate and partner in building state capacity for the implementation of RPL as a critical vehicle for crediting public service employees for their accrued knowledge and expertise. To promote RPL as a mechanism for up-skilling and multi-skilling as deliberated in the White Paper for Post-School Education and Training.
Limpopo Office of the Premier	Until March 2022	To increase the throughput rate at TVET Colleges for specific qualifications associated with transversal occupations in the public service sector.
National Parliament	Until March 2022	The PSETA noted the need to forge more partnerships in the sector, in particular to address the skills development of Provincial Legislatures as a priority.

Noteworthy to highlight are the skills shortages experienced in the sector by a significant number of employed public service officials that do not possess the required NQF Level 6 for career progression. To this

end the PSETA seeks to bridge this gap by focusing on the implementation of the Recognition of Prior Learning (RPL) interventions against the PSETA accredited Public Administration qualifications on NQF levels 5 and above.

Table 18: PSETA existing partnerships with SETAs

Partnerships with SETAs		
Inter-SETA partnerships aim to coordinate SETA expenditure and efforts, to improve economy, efficiency and effectiveness of skills development efforts.. A few current or emerging partnerships are described below to illustrate this principle of collaboration.		
Name of SETA	Duration of Partnership	Nature of Partnership
LGSETA	Ongoing	Collaboration and sharing of data for skills planning purposes.
ETDP SETA	Ongoing	Fully funded internship programmes to unemployed youth and learners for exposure to Public Service careers. Awarding of bursaries to PSETA staff for full and part-qualifications.
HWSETA	Ongoing	Collaboration and sharing of data for skills planning purposes.
FASSET	Ongoing	To collaborate in developing the state's financial management capabilities

The existing partnerships appear to be working well for the SETA, however strengthened monitoring and evaluation of projects continue to be the SETA's priority.

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. Partnerships worth highlighting are those departments with whom the PSETA is implementing RPL interventions as highlighted above. The success of this partnership may be attributed to the active role that the Offices of the Premier in those provinces play in supporting the implementation of the intervention and their ongoing monitoring of the project.

4.2.2 Problems Experienced with Partnerships

The PSETA partnerships are not without challenges, although within acceptable bounds. The persistent challenges due to many TVET colleges constrained by capacity (administrative and management capacity) remain an area of concern. A recurring weakness worth mentioning is the award of multiple bursary funding opportunities to the same learner. TVETs continue to display a lack of the appropriate and specialised administrative capabilities to track learner bursary funding from different funding sources. In this regard, the PSETA endeavours developing effective partnerships with a TVET colleges requires long-range planning and continuous support. The SETA has addressed, and is continuing to address, these challenges in discussions the TVETs.

4.3. Planned Partnerships

Based on the SETA's strategic direction new partnerships with various stakeholders in the sector will be established and existing partnerships strengthened to ensure effective delivery of these programmes. The PSETA has deemed it a strategic priority to initiate partnerships that

will assist in curbing the effects of Covid-19 in the sector. In order to address and contribute to the containment of Covid-19, the PSETA envisages additional interventions that seek to address the new ways of working as a consequence of Covid-19 in the Public Service sector.

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 Youth Development Agency	Until March 2025	To partner in delivering special projects targeted at youth, people with disabilities and rural development
Small Enterprise Development Agency	Until March 2022	To assist the SMME sector with Covid-19 related priority skills
TVET Colleges	Ongoing	The PSETA aims to support TVET's in evaluating their curriculum content for qualifications aimed at careers in the Public Service.
Bargaining Councils within the Public service sector	Until March 2025	To deliver training for employees in Occupational Health and Safety in a Covid-19 environment
MICT SETA	Until March 2025	To identify and address current and emerging skills needs within the ICT AND 4IR areas.
Department of Communications	Until March 2025	

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 reflected have been as a response to the strategic imperatives identified in Chapters 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. Notably, as the partnerships become well established, the partners find ways of reducing challenges in an effort of improving the experience of all parties for the benefit of the sector.



SETA MONITORING AND EVALUATION

5.1. Introduction

This chapter has been 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 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 policy makers. 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 set up a credible institutional mechanism for skills planning. Tracer and evaluation studies are conducted by this unit with 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, work integrated learning 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 to 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. Further, 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 intervention are performing in addressing the skills needs of the sector and 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. Whilst 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 QA 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 addresses the needs of the sector. In addressing the last strategic priority, the PSETA continues to implement workplace based learning programmes such as learnerships, internships, work integrated learning, 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 is translated into the organisation's Strategic and Annual Performance Plan. Achievement however 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 impact of the PSETA strategy.

5.4. Conclusion

It is important that M&E form part of an information loop into the PSETA SSP. Information collected through the M&E process provides for the SETA to reflect upon its accomplishments and identify areas of non-achievement and 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.



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 demand-side, 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 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. • 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 was 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 employment to over 831 000 people. • The economic outlook for the Public Service sector looks bleak with the further downgrading of the country to junk status in addition to worsened the unemployment and poverty levels as a result of the Covid-19 pandemic. • Provincial departments make up the largest proportion of the sector (64%), making it the biggest sub-sector in terms of registered employers. Legislatures and parliament of course make up the smallest proportion of the sector (5%). • Across the sub-sectors, the race demographics of employees in the sector is in line with the race distribution of the population. Africans remain the majority across the sub-sectors comprising 82.29% at National Departments, 82,41% within Provincial Departments, 75.33% in the Legislatures and Parliament, and 63.71% in the Public Entities • The majority of the employees in the sector are employed by national departments, followed by the KwaZulu-Natal and Gauteng provincial administrations. • The highest number of employees are employed in the Administrative Office Workers category at 50.78% followed by Elementary Occupations at 32.02% and then Professionals and Managers at 17.20%.

Chapter	Key Findings
Chapter 2	<p>The major change drivers impacting on skills demand in the Public Service sector are:</p> <ul style="list-style-type: none"> • The Fourth Industrial Revolution and Technology: 4IR has enhanced digitalisation, big data, artificial intelligence, online platforms and the internet of things which some of the major drivers of skills change in the Public Service. 4IR provides the opportunity for greater government efficiency and effectiveness in providing services to its citizens. 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. • Human Resource 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. • 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. • The Covid-19 pandemic requires the Public Service sector had to embrace technology and appreciate the role of technology both in finding solutions and in reshaping the sector and its institutions. • There is a need for advocacy, awareness and related interventions for Public Service employees to effectively handle and contribute to the containment of the pandemic while effectively doing their work. • Training plans and priorities will need to be directed to addressing the impact of Covid-19 in the workplace for the immediate future. • Quality assurance systems for the delivery of education and learning through online platforms will require relevant infrastructure for accreditation and assessment. • In order to support the remote working there is a need to provide remote employees with the tools and resources they need to effectively work remotely
Chapter 3	<ul style="list-style-type: none"> • Most of the hard to fill vacancies are mainly within the SMS level, primarily senior government officials, Finance Managers, Project Managers and Policy and Planning Managers in the Public Service sector. • There are skills gaps identified particularly in middle and senior management in the Public Service (MMS and SMS) specifically in managers' ability to develop operational plans, systems and monitoring tools to effect strategic priorities set at the senior administrative and executive level. • The PSETA QA unit is currently reviewing and assessing the curriculum content of the 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. • 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. • Developmental programmes in the sector are potentially the most important bridge between the skills pipeline and Public Service employment. • The advent of 4IR and more recently the impact of the COVID-19 pandemic, has necessitated the need to fast track the use of alternative methods of provision of learning. These include renewed focus on e-learning, distance learning and blended learning approaches. • HEIs and TVET Colleges have been required to explore alternative methods of teaching and learning and academic calendars have had to be revised to accommodate teaching and learning which could not take place as a result of the Covid-19 pandemic. In many instances workplace-based learning programmes have been negatively affected as learners have not been able to attend the workplace.

Chapter	Key Findings
Chapter 4	<ul style="list-style-type: none"> • PSETA has adopted a partnerships model with the aim to increase the support to its partners that help drive its mandate to create a skills base essential for better service delivery. • The PSETA Partnerships with provincial and national departments are focused on strategy drivers of particular state capabilities and Offices of the Premier. • The PSETA partnerships that have proven challenging are those with some TVET due to many TVET colleges constrained by capacity (administrative and management capacity). • The PSETA has deemed it a strategic priority to strengthen and formalise partnerships with National Parliament and with PSET institutions in order to improve skill levels in the Sector. • The SETA's most successful partnership approach or model may be seen in Partnerships with such national departments that are focused on "champions" of particular state capabilities. • The PSETA has deemed it a strategic priority to initiate partnerships that will assist in curbing the effects of Covid-19 in the sector
Chapter 5	<ul style="list-style-type: none"> • Currently M&E within the PSETA takes place independently within individual core business units that implement various programmes. • 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. • Monitoring of projects, specifically in interventions such as learnerships, internships, work integrated learning and apprenticeships is conducted by the implementing unit within PSETA. • 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. • PSETA is in the process of establishing and strengthening its M&E function as indicated in your.

6.3. Recommended Priority Actions

PSETA regards sector skills planning as an evidence-based, stakeholder-led 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 their 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, shown here in Figure 13, which has been adapted in the Public Service, aims to significantly improve economy and efficiency in skills efforts and will be utilised in the directing of skills efforts towards building state capabilities to deliver the NDP.

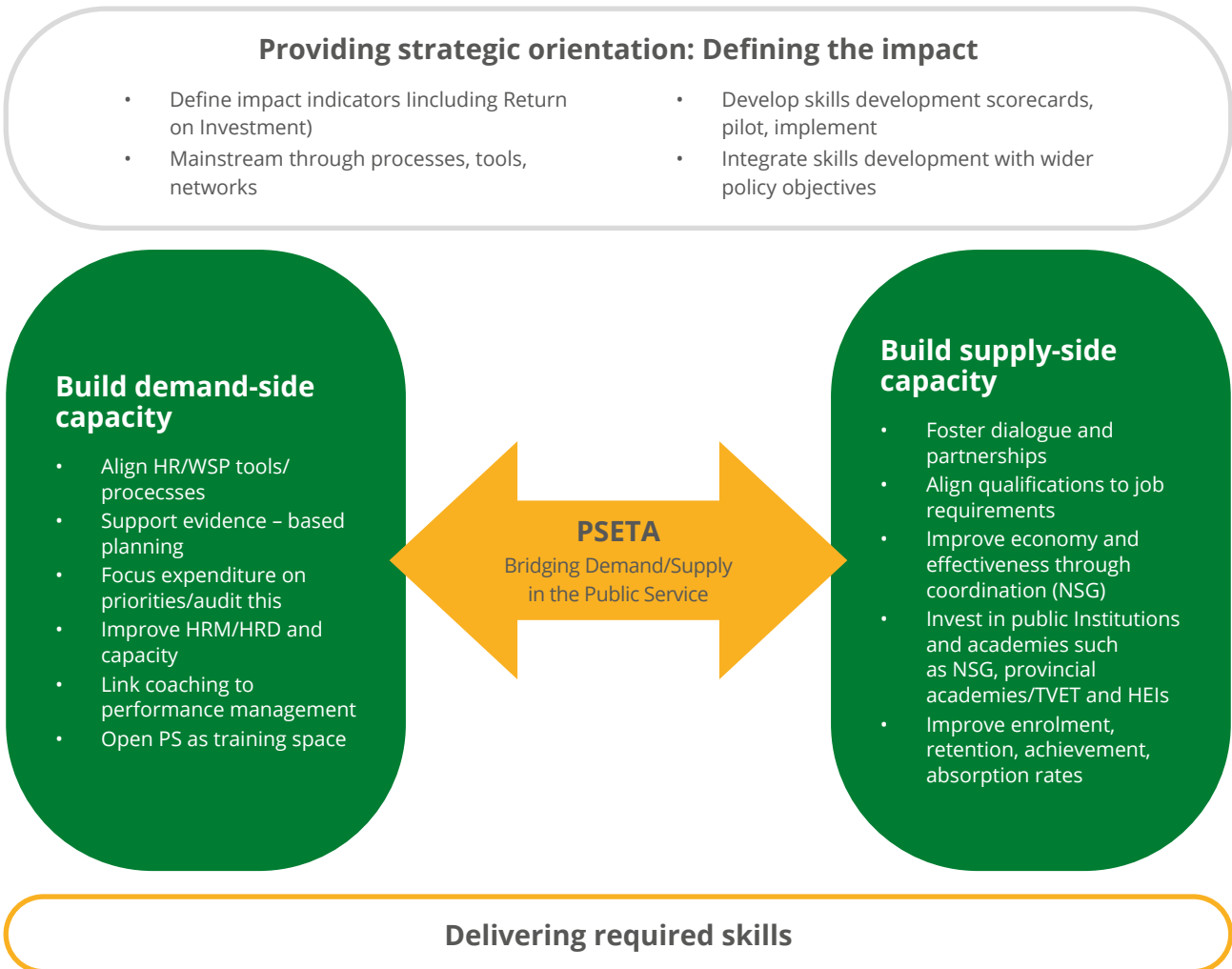


Figure 13: Conceptual Framework

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

- Priority 1: Establish strategic partnerships with key stakeholders
- 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

Skills Priority 1: Establish strategic partnerships with key stakeholders

The establishment of partnerships with key stakeholders will enable the PSETA to effectively and efficiently achieve its mission of leading in the development of skilled and competent human capital 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, enabling collaboration in strategic and operational matters affecting the sector, advocacy and engagement with the sector. Further, the Covid-19 pandemic requires partnering with key stakeholders to address immediate skills requirements for 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 in to 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 to demand-side needs; and to bridge current supply-demand "mismatches". It includes work to review legacy qualifications, align qualifications to 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. As part of this priority and in response to the effect of the Covid-19 pandemic on the PSET sector, the focus will be on ensuring sufficient provisioning to allow for teaching and learning to take place using technology based solutions.

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 National Development Plan; 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 work integrated learning. It will increase access to occupationally directed programmes; encourage better use of workplace based skills development and build career and vocational guidance.

6.4. 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-side; building the 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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