

Final Sector Skills Plan

Update for 2023-2024

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 must encompass skilled public servants. The Economic Reconstruction and Recovery Plan (ERRP) seeks to actively change the economy towards growth. This requires an active and immediate adaptation by parts of the post school education and training (PSET) system. PSETA has responded to the ERRP through the Skills Strategy's ten interventions. PSETA's ERRP implementation in the sector includes the funding of training interventions and providing work-based experience for the youth which play an important role in providing opportunities to enter the labour market. The PSETA is at the frontier of capacity development efforts for the Public Service sector in making contribution into the ERRP. 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.

This Sector Skills Plan (SSP) update has been developed and updated with specific consideration of the outcomes of the NSDP, the ERRP 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, development-oriented Public Service" and stimulate the economic recovery through key sector interventions.

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 2023-2024

We, the undersigned, hereby endorse and approve, on behalf of the Public Service Sector Education and Training Authority and Management, the contents of the Final Sector Skills Plan update for the year 2023 – 2024.



Ms Bontle Lerumo

PSETA CHIEF EXECUTIVE OFFICER

Date: 29 July 2022



Mr Thulani Tshefuta

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Date: 29 July 2022

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 Covid-19 pandemic that is continuing under the "new normal" has brought disruption but also poses new and innovative ways of working both globally and in South Africa. This has impacted the labour market and the skills required for the evolving world of work. South Africa continues to face persistent challenges of inequality, unemployment and poverty. These challenges have overtime been worsened by sustained low levels of investment and growth. The South African economy experienced two consecutive quarters of negative growth prior to the intensification of the impact of the Covid-19 crisis on the economy. The unemployment rate has remained stubbornly high and has been increasing prior to the impact of the crisis permeating through the South African economy. The economy has also been experiencing a series of downgrades, thereby making the cost of accessing funds for funding critical programmes of government expensive. As such, consideration of the ERRP interventions towards reviving the economic growth 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 several 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 revert to 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 impacts 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.

The ERRP Skills Strategy places emphasis on accessing targeted skills programmes linked to specific sectors of the economy to allow for immediate and short interventions. These include digital skills, access to workplace-based experience and retraining/up-skilling to preserve jobs. The National Digital and Future Skills Strategy calls for the entire education sector to build a strong focus and invest in digital skills as well as invest in the development of digital innovation skills.

Realising the digital skills vision of the National Digital and Future Skills Strategy will require a range of stakeholders, including government, private sector, and educational institutions, who should engage in continuous, structured consultation, collaboration and co-ordination involving all stakeholders.

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, 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 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, Community Education and Training (CET) 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 and respond to the ERRP through the Skills

Strategy interventions. 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 the 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 maximise impact and efficiencies. Departments will also be encouraged to co-fund these programmes to improve the chances of senior level departmental support for the programmes. Through the strategic allocation of its discretionary grants and working with departments to build these proposals, PSETA thus aims to support a “change management” process in the skills development sector – moving departments toward a more strategic approach to training.

The people, the skills and talent they possess, constitute the most critical ingredient and cornerstone for development towards realising the envisaged capable developmental state outlined in the NDP. Human Resource Development is one component of human development and must therefore be integral to initiatives related to health promotion, poverty reduction, population dynamics and issues of social welfare in communities towards transformational imperatives.

ACRONYMS & ABBREVIATIONS

4IR	Fourth Industrial Revolution	MTSF	Medium Term Strategic Framework
AA	Accounting Authority	NC (V)	National Certificate (Vocational)
ATR	Annual Training Report	NDP	National Development Plan
AQP	Assessment Quality Partner	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
EISA	External Integrated Summative Assessment	PSETA	Public Service Sector Education and Training Authority
ERRP	Economic Reconstruction and Recovery plan	PS-HRDSF	Public Service Human Resource Development Strategic Framework
QA	Quality Assurance	QCTO	Quality Council on Trades and Occupations
GDP	Gross Domestic Product	RPL	Recognition of Prior Learning
HEI	Higher Education Institution	SARB	South African Reserve Bank
HRD	Human Resource Development	SCM	Supply Chain Management
HRDCSA	Human Resource Development Council of South Africa	SETA	Sector Education and Training Authority
HRM	Human Resource Management	SIC	Standard Industrial Classification
HTFV	Hard To Fill Vacancy	SIPs	Strategic Integrated Projects
ICT	Information and Communications Technology	SMS	Senior Management Service
LGSETA	Local Government Sector Education and Training Authority	SSP	Sector Skills Plan
LSS	Legislative Support Sector	SPOI	Sectoral Priority Occupations and Interventions
M&E	Monitoring and Evaluation	StatsSA	Statistics South Africa
MoA	Memorandum of Agreement	TVET	Technical and Vocational Education and Training
MoU	Memorandum of Understanding	WIL	Work-Integrated Learning
MIS	Management Information System	WHO	World Health Organisation
MMS	Middle Management Services	WSP	Workplace Skills Plan

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RESEARCH PROCESS AND METHODS

Research forms a critical component of the development and update of a Sector Skills Plan (SSP). Furthermore, the research conducted is key in providing evidence to inform decision making, policy review, and strategy formulation and to improve on skills planning and delivery systems and services within the sector. This section details the research process and methods that have been utilised in updating this SSP. The SSP development process entails analysis of both primary and secondary data and information. Primary research relating to sector specific skills issues, analysis of major government policies and their implications for skills planning, relevant databases namely the WSP/Annexure2 data, PERSAL, Human Resource Plans and secondary literature are employed in the SSP update process. 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 in table 1 below. The PSETA in partnership with the DPSA undertook a project to develop a Skills Audit Methodology Framework for the Public Service, linked to the review of the Public Service Human Resource Development Strategic Framework. In addition to this the PSETA in partnership with DPSA is currently developing guidelines for the development and compilation of Organisational Competency Framework for government tools to accompany the two critical documents. Other critical research studies recently concluded include studies on E-learning assessment Framework and reporting on achieving Sustainable Development Goals in particular SDG 4, SDG 17 and 18 in relation to their impact on employment and skills demand as the reporting sits with DHET and the Presidency. Further research studies included impact assessment study of the PSETA funded intervention with focus on the WIL programme and study on understanding jobs, occupations and qualifications. 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	Achieving the Sustainable Development Goals and impact on employment and skills demand in the Public Service sector (Partnership with DHET and DPSA)	Qualitative	To develop an Organising Framework for Occupations (OFO) handbook for transversal skills in the Public Service Sector which will provide guidance to SDFs in departments when populating the WSP/ATR for their organisations.	Focus groups. Face to face interviews. Desktop analysis	Key Players in the sector including the DPSA, Presidency, DPME and DHET. The sample size includes five (5) key departments responsible for reporting the SDGs within the sector led by the Presidency.	Document analysis, SDG's reporting to the UN used by DPSA Presidency and DHET.	April 2021 December 2021

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
Education and the workplace	E-learning Assessment Framework for the Public Service Sector	Qualitative	To develop a framework, review tool and processes to key emergent themes that will inform the e-learning needs of the public service sector.	Key informant interviews, Case study and desktop analysis	A sample comprised of NSG: E-learning Chief Directorate.100% sampling of the whole E-learning Chief Directorate within the NSG.	Collected data through Microsoft Teams virtual face to face interviews.	April 2020 to October 2021.
Analysis of skills demand and supply	Developing guidelines for Organisational Competency Framework for departments in the Public Service sector Partnership with DPSA	Qualitative	To develop the guidelines guiding departments when developing and compiling Organisational Competency Framework.	Focus groups, Desktop Review	Focus groups to be conducted with 43 National departments and 40 provincial departments.	Primary data to be collected through online surveys, face-to-face and telephonic interviews with key informants from sampled departments.	March 2022 to October 2022
	Impact assessment of workplace-based learning programmes in the Public Service sector	Quantitative	To assess impact of PSETA funded learning interventions.	Online Survey	72 WIL learners of the 2019-2020 Cohort that completed the PSETA	Primary data collected through online surveys and follow up done through telephonic and whatsapp link.	July 2021 to December 2021
	Framework development to classify jobs, occupations and qualifications for the Public Service sector	Qualitative	To develop a framework that will assist in mapping jobs, occupations and qualifications in the Public Service sector and assist the PSETA in its	Focus groups, Desktop Review	7 Focus groups to be conducted with 7 Clusters of National departments and provincial departments.	Primary data to be collected through online surveys, face-to-face and telephonic	June 2021 to December 2022

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
			efforts to navigate these complexities.			interviews with key informants from sampled departments.	
Analysis of skills demand and supply	Conducting the Training Needs Analysis (TNA) on Transversal skills in the Public Service Sector with selected departments	Qualitative	To investigate the Training needs and skills audits of the selected government departments in order to determine the training needs focusing on Transversal Skills.	Questionnaires, Theory of Change Workshops, Desktop Review	The study was a desktop review and 9 virtual interviews with stakeholders that are in the HRD units and responsible for Training in the departments.	The analysis was based on the review of key legislation, policies in the Public Service. Training Plans, WSP/ATR and NSG data.	April 2020 to March 2021.

1. Chapter 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 contributing to reviving the economy through the Economic Reconstruction and Recovery Plan (ERRP) interventions, the introduction of the Professionalisation of the Public Service Framework which will shape the sector going forward with focus on the PSETA sub-sectors at national and provincial government departments, legislatures and parliament, and public entities. The corona virus is still very prevalent with new variants emerging, and the sector has adapted into the new normal brought about by the pandemic. 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 new PSETA D365 ERP System utilised for WSP data and reporting. According to the latest quarterly employment statistics, the Government sector employs a total of over 1, 2 million individuals, which excludes employment within the local government sector (Stats SA, 2022a). The sector has seen an increase in employment of about 3 551 employees in the public service sector in quarter four. The Quarterly Labour Force Survey data shows that employment in the public sector declined by 7% in quarter two, but more people participated in the labour market in quarter four of 2021. More specifically, approximately 831 538 employees within national and provincial government departments are employed under the Public Service Act (PSETA MIS, 2022) and thus fall directly within the purview of the PSETA.

1.2. Scope of Coverage

PSETA is mandated to examine and forecast the nature of skills demand and supply in the Public Service sector which comprises all national departments, provincial departments, national and provincial public entities, national parliament and provincial legislatures as outlined in Figure 1. The scope of a Sector Education and Training Authority (SETA) is based on the Standard Industrial Classification (SIC) codes of all economic activities. The first three digits of the SIC code 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.

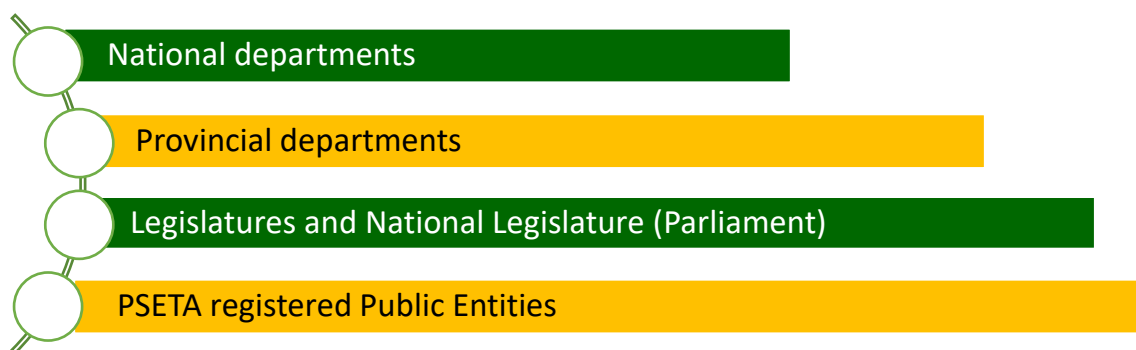


Figure 1: PSETA sub-sectors

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. Recent government policy statements realise this. The National Development Plan has recognised the problem of inappropriate political interference in the Public Administration and therefore it suggests direct role of PSC in the appointment processes with the sector. In December 2020 the Draft National Implementation Framework towards the Professionalisation of the Public Service was gazetted. In April 2021, a draft Public Service Amendment Bill was released for public comment, which points in the same direction by devolving personnel powers to administrative heads. These policy statements represent an important acknowledgement, at the highest levels of government, of the key problems with the current system of appointment and removal and the traditional methods for resolving these. The present chapter works to push this acknowledgement to its logical conclusion. First, after offering a brief background on the public personnel system, the legal framework governing appointment to and removal from the public service is summarised and analysed. The framework gives considerable, effectively unchecked power to political office-bearers, with predictable results in terms of corruption (PARI, 2022).

The number of national departments has reduced to 39 due to merging of some of national departments in the 6th Administration. Currently there are 38 national departments and 109 provincial departments registered with PSETA; of these departments a total of 33 national and 103 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 2022. The WSP submission rate of these organisations has slightly decreased as compared to 2021 with an 87% and 94% submission rate for national and provincial government departments respectively.

PSETA’s scope of coverage within the Legislative sub-sector is limited to the administrative component, with the members of parliament function falling within the scope of the Education, Training and Development Practices (ETDP) SETA. All nine Legislatures and

national parliament are registered with PSETA for the purposes of submission of the WSP. In 2021, national parliament and seven provincial legislatures submitted their WSPs to PSETA translating into an 80% 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. There has been an increase in the number of public entities registering with PSETA in 2021. A total of 18 public entities are registered with PSETA, but only 16 submitted with an 89% WSP submission rate for 2021. 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 and contribution towards Economic Reconstruction and Recovery Plan (ERRP) towards improving the overall economic growth in the sector. The integration of the District Development Model (DDM) into the broader plan of aligning with the National Development Plan's infrastructure goals has been elevated as part of DDM's all-of-government approach to improve integrated planning and delivery across the three spheres of government with district and metropolitan spaces as focal points of government and private sector investment. Table 2 details the key role players and their influence on the sector, including the key role players in championing and implementation of the ERRP, DDM and management of Covid 19 in the sector.

Table 2: Key role players in the sector

Institution/ body	Statutory	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 need of the country. DHET has a mandate to respond and report on all NSDP Outcomes as the custodian and the Executive Authority for all SETAs including PSETA. Furthermore, as an Executive Authority for SETAs the reporting of the skills interventions that are implemented within the Public Service sector lies within DHET in addition to reporting by DPSA.
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

Institution/ Statutory body	Role in the Public Service Sector
	public. DPSA responds to NSDP Outcome 3 through the HRD coordination function in improving the level of skills in the Public Service workforce.
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 and also facilitates the provision of training. The NSG responds to all NSDP outcomes since its linked to training and skills development in the sector.
Provincial and State Academies	Some Provincial administrations and several national departments have their own training academies which mainly respond to NSDP outcomes 2 and 4. 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. The HRDCSA oversees all the activities of the NSDP outcomes to ensure that they are implemented and reported to the HRDCSA
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. PSETA works with Unions in the Public Service sector space in responding to Outcome 7.
Legislative Sector Support South Africa	The Legislative Sector Support (LSS) is a structure that supports and acts as a communication link across and within the Legislative sector on sectoral issues. The structure ensures effective coordination of the Speakers' Forum and other sector structures.
Universities, TVETs and CETs	The Technical and Vocational Education and Training (TVET) and Community Education and Training (CET) systems play vital roles in catering to the differentiated skills needs of the sector. The NDP requires an expansion of the college system within the 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 responding to NSDP outcomes 2,3, 4 and 5. 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

Institution/ body	Statutory	Role in the Public Service Sector
		relationship directly addresses the NSDP outcome of linking education and the workplace, with the SETA as an intermediary body.

1.4. Economic Performance

Economic growth is one of the key indicators of a country's economic performance. Most 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, 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.

The global recovery remains unstable, and inflation is a growing concern. New variants of the coronavirus could lead to new waves of infection. South Africa as a country is also faced with large spending pressures, international trade tensions with the Russian and Ukraine war continuing, the ongoing challenges facing state owned entities are some of the factors contributing to a challenging economic environment for South Africa. The country's fiscal position remains weak with significant risks to the economic outlook include new COVID-19 variants leading to new waves of infection, continued interruptions in power supply, rising inflation and fiscal risks., as outlined in the 2022 Budget Review. Gross government debt has stabilised with revenue improvement, government has proposed R5.2 billion in tax relief to help support the economic recovery, provide some respite from fuel tax increases, boost incentives for youth employment and continuation of the special COVID-19 social relief of distress grant is extended for 12 months, with additional funding for health, education and the presidential employment initiative. (National Treasury 2022). The economic outlook for the Public Service sector looks bleak with the risk of higher-than-budgeted public-service wages, demands for additional funding from financially distressed state-owned companies, and calls for permanent increases in spending that exceed available resources. Further downgrading of the country to junk status in addition worsened the unemployment and poverty levels as a result of the Covid-19 pandemic. The unemployment rate in the country has worsened with the highest unemployment rate ever seen in South Africa since 2013 at 32,6% in the fourth quarter of 2021 (StatsSA, 2022).

The country's Gross domestic product (GDP) for the first quarter of 2022 shows that the economy grew by 1,1%, showing an annualised growth rate of 4,6%. Despite this being the third consecutive quarter of positive growth, the South African economy is 2,7% smaller than it was in the first quarter of 2020. The majority of industries recorded positive gains in the first quarter of 2021, with finance, mining and trade making the most significant contributions. Notwithstanding this growth, issues of lead shedding and supply of water contributed to contraction in certain industries (StatsSA, 2022).

In efforts to address low confidence and constrained investment in the country, government has introduced the Economic Reconstruction and Recovery Plan (ERRP) which includes 10 interventions to restore the economy while controlling the Covid 19 related health risks; with the main goal of building a sustainable, resilient and inclusive economy. The mass public employment intervention directly talks to the PSETA space with creation of public

employment programmes having a potential of not only creating jobs for people where they live, but also to help in meeting community needs in areas such as infrastructure maintenance and the care economy. As part of the support package announced in response to Covid-19, R 100 billion was earmarked for job creation and retention. This forms part of an employment stimulus, based primarily on direct public investment in employment to counteract anticipated job losses. The stimulus would enable the creation of a cumulative 2.5 million direct jobs by the end of the 2021/22 and 5 million jobs by 2023/2024 financial year (National Treasury, 2021).

Strengthening the capacity of the State to ensure successful implementation of the ERRP and DDM requires a capable, ethical, professional and developmental state with the capacity to plan and to implement in a coherent and integrated manner across the three spheres of government. Accordingly, strengthening the capacity of the state will be among the priority areas of focus across PSETA programmes. As part of strengthening the capacity of the state, government will, overtime, expand dedicated capacity in project preparation, project implementation and execution of infrastructure and high impact capital projects. This will include strengthening partnerships with the private sector.

The Public Service wage bill has been a major driver of the fiscal deficit, even prior to the Covid-19 pandemic. Government has undertaken to manage the growth in Public Service compensation over the medium term. The share of public-service wages is currently sitting at about 47% of government revenue for the 2020/21 financial year that just ended. Government has warned that a departure from this in the forthcoming wage agreement would not be affordable and would compromise debt stabilisation. Government's attempt to fix compensation spending has resulted in a sharp reduction in the year-on-year increase in budgeted compensation spending from an average of over 7% a year before 2020/21 to 1.5% in 2020/21, and then 4.5% and 4.4% in 2021/22 and 2022/23. The primary strategy for achieving this outcome was a decision not to implement the third annual increase agreed to in the three-year wage agreement signed in 2018 between government and public sector unions. The decision to freeze wages is being litigated by a number of unions, and government – represented by DPSA and National Treasury (National Treasury, 2021).

The Public Service sector has experienced budget cuts in the form of the National Treasury and South African Revenue Service putting 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 regarding 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 reflect the vulnerability of the Public Service sector to South Africa's economic performance and shocks. It is likely that a trickledown effect will lead to the low absorption of new personnel 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 amid the current challenges in the sector and country.

A comparison of sector growth rate trends in terms of industry value add is depicted in Figure 2 below. A comparison of the performance of the General Government Services sector against other sectors of the economy shows that the General Government Services sector performed poorly due to governments attempts in containing the pandemic and measures to curb the spread of the virus that damaged the economy during the full lockdown. The contraction in construction and communication, manufacturing, and mining is evident. The significant positive growth was seen in the agriculture sector followed by the transport sector which continued to function during the Covid-19 pandemic period.



Figure 2: Sector Growth Rate Trends, 2020
Source: Statistics SA, 2021

Analysis of remuneration spending per capita per quarter between the third quarter of 2014 (December 2014) and the third quarter of 2019 (December 2019) 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 of 2017 was 9% more compared to per capita remuneration in 2016 which shows a decrease of 1% compared to the increase of quarter three 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.

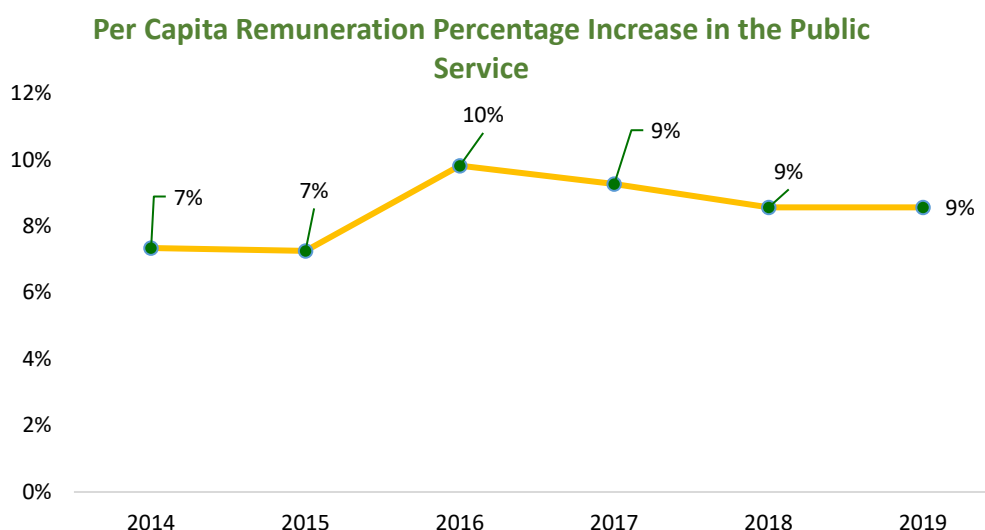


Figure 3: Per Capita Remuneration Percentage Increase in the Public Service
Source: Statistics South Africa 2019

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 49%.

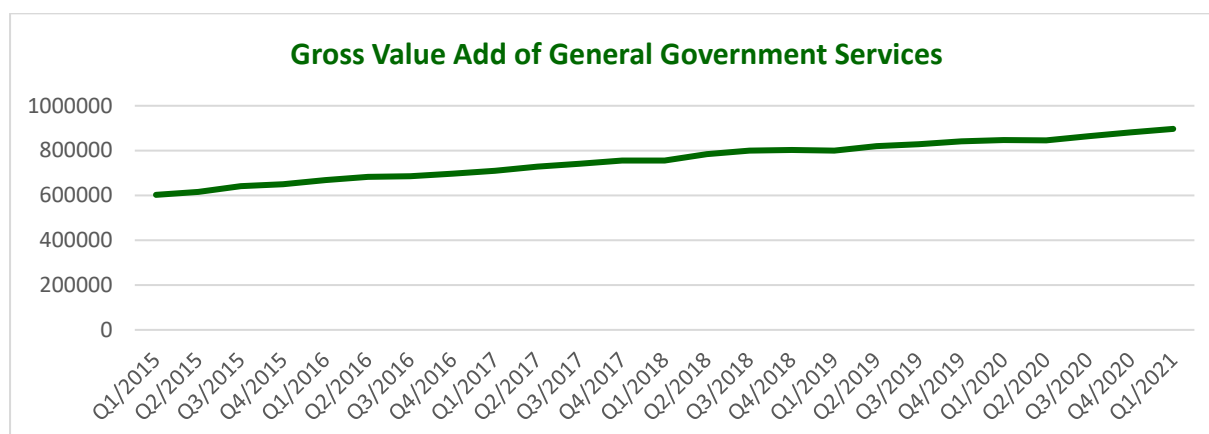


Figure 4: Gross value add of the sector Q1: 2015 to Q1: 2021
Source: SARB

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

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)

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 based on distinct human resource plans aligned with reduced compensation budgets and greater efficiency. In many cases, these plans will need to trim employment of non-critical personnel, eliminate supernumerary positions and establish a sustainable level of authorised, funded posts that will be closely monitored in the years ahead.

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 2022. 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	30	33	21%
Provincial departments	2	3	99	104	64%
Provincial Legislatures and Parliament	2	1	6	9	5%
Public entities	6	5	5	16	10%
Total	10	15	137	162	100%

Source: PSETA MIS 2022

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 and the migration to the new PSETA Dynamic 365 ERP System the submission rate of the registered employers with PSETA remained above 95% for the 2022 period. PSETA has also seen an increase in a new Public Entity joining PSETA in 2022 such as The National Consumer Tribunal (The NCT) and merging of departments in the Northern Cape that have been reconfigured into the Department of Agriculture, Environmental Affairs, Rural Development and Land Affairs.



Figure 5: Geographical spread of employers
Source: PSETA MIS 2022

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 second 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 2021 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 2021 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 2022 & PERSAL 2022

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 are required to submit plans and reports on the Gender Equality Strategic Framework (GESF) and implementation thereof. PSETA's interventions targets the majority of beneficiaries to be women that participate in learning programmes.

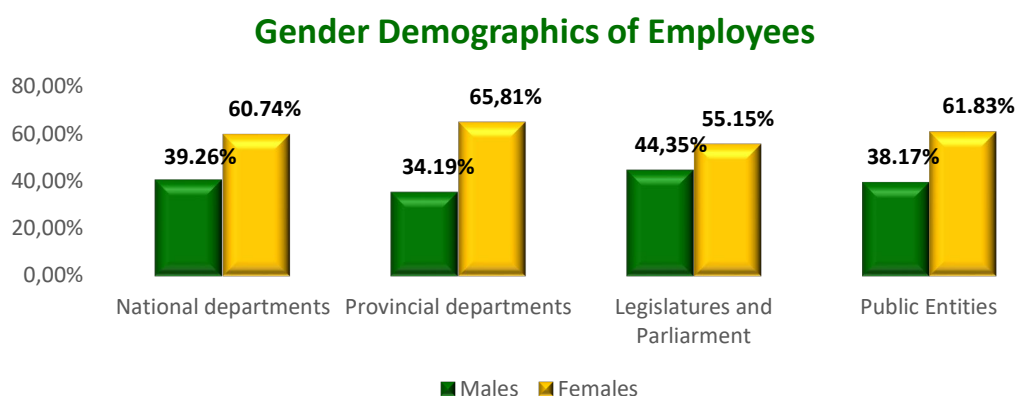


Figure 6: Gender Demographics of employees per sub-sector

Source: PSETA MIS 2022 & PERSAL 2022

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. Table 5 below shows the gender demographics per OFO major group. A large majority of female employees are found within the Professional major group. At the Management level however, there are proportionally fewer female employees compared to male counterparts.

Table 5: Gender Demographics by OFO Major Group

OFO Major Group	% Female	% Male
PROFESSIONALS	43,96%	31,83%
TECHNICIANS AND ASSOCIATE PROFESSIONALS	15,61%	14,71%
CLERICAL SUPPORT WORKERS	15,27%	13,81%
SERVICE AND SALES WORKERS	9,08%	9,43%
MANAGERS	8,33%	13,50%
ELEMENTARY OCCUPATIONS	7,04%	11,99%
PLANT AND MACHINE OPERATORS AND ASSEMBLERS	0,43%	2,65%

SKILLED AGRICULTURAL, FORESTRY, FISHERY, CRAFT AND RELATED TRADES WORKERS	0,27%	2,07%
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Source: PSETA MIS 2022& PERSAL 2022

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. The total number of SMS is 9 339 with 43.77% being females and 56.3 males. The males continue to dominate with less numbers of females holding the SMS positions within the Public Service sector. SMS race demographics are as follows: 7 304 Africans, 628 Indian/Asian, 779 Coloured and 1 145 White (PERSAL, 2022). The Middle Management Services (MMS) makes up a total of 17 063 which shows slight decrease when compared to 17 783 MMS employees in the Public Service in 2021, constituted of 13 513 Africans, 711 Indian/Asian, 1 376 Coloured, and 2 183 Whites (PERSAL, 2022).

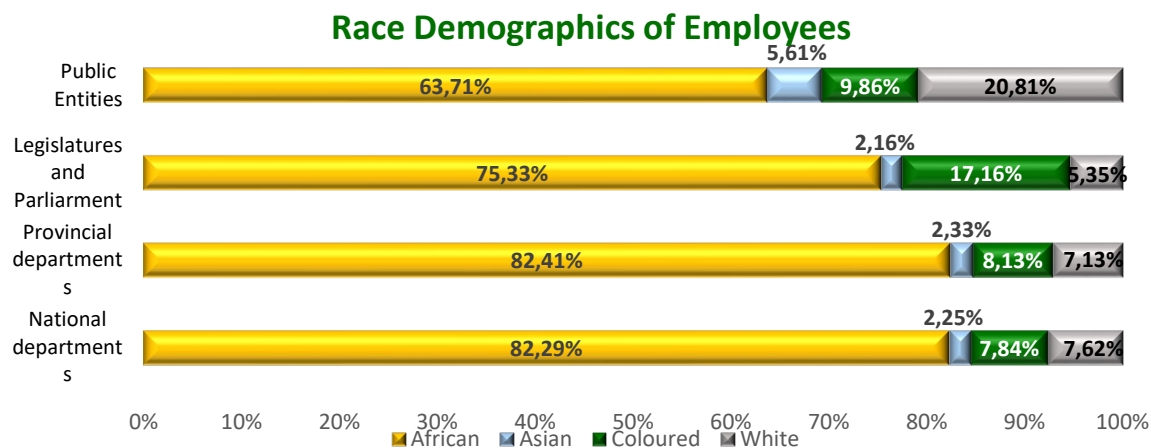


Figure 7: Race demographics of employees

Source: PSETA MIS 2022 & PERSAL 2022

The representation of people with disabilities employed in the Public Service remains low at approximately 1.04 % in 2021. 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.

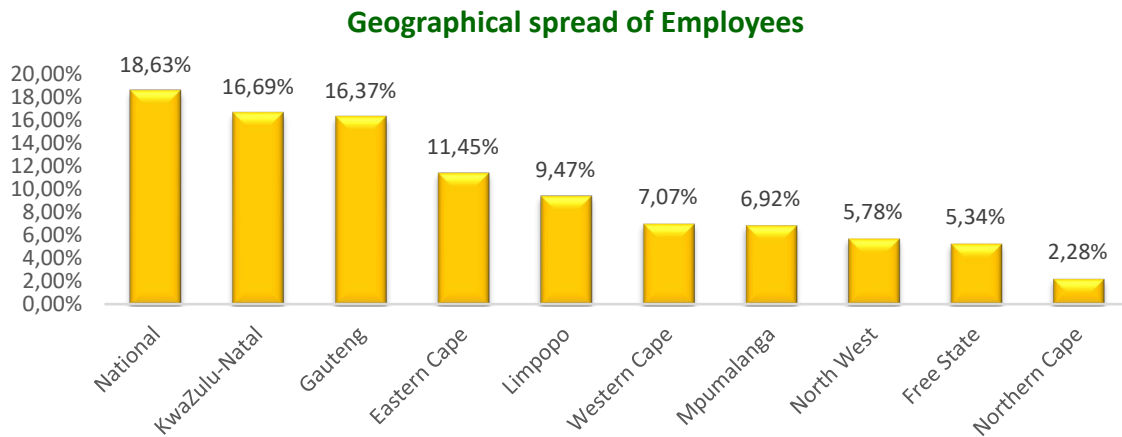


Figure 8: Geographical spread of employees
Source: PSETA MIS 2022 & PERSAL 2022

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

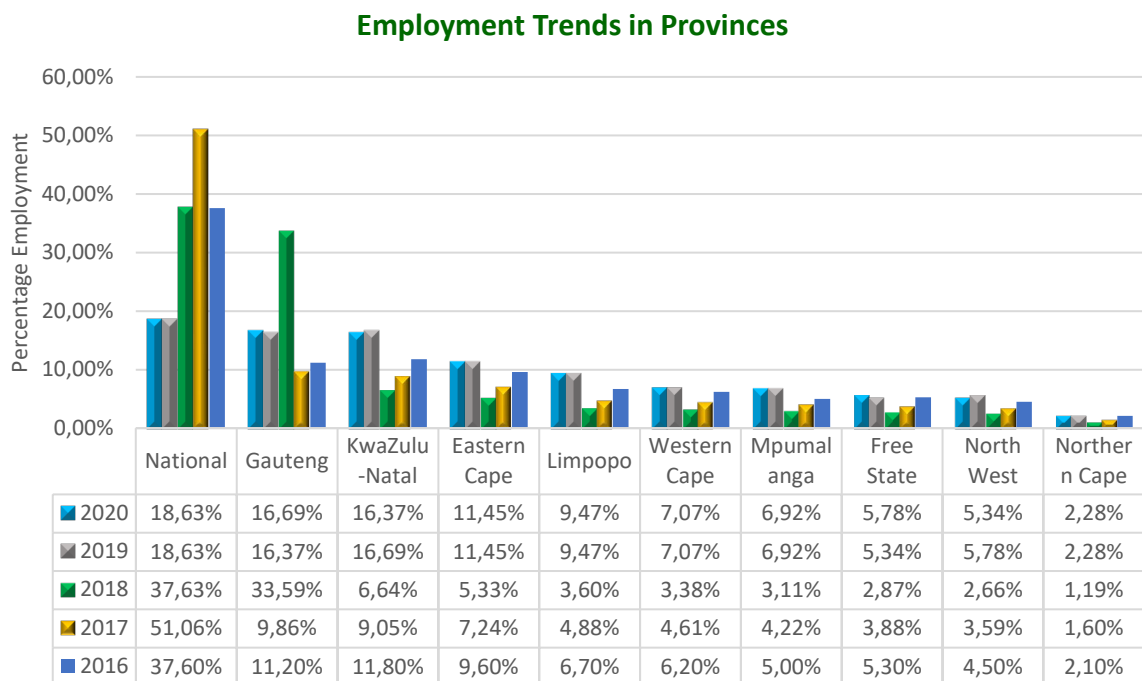


Figure 9: Employment Trends in Provinces
Source: PSETA MIS 2016-2020 & PERSAL 2016-2020

Figure 9 displays how employment in the sector across all the provinces has evolved examining employment figures of 2016 to 2020. Across the provinces the number of employees has 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.

Table 6: Employment per major occupational category

Major occupational category	Number of employees	Percent
Administrative Office Workers	191 445	5.78%
Elementary occupations	115 229	31.02%
Professionals and Managers	62698	17.20%

Source: PERSAL 2022

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 6 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. PSETA has conducted an OFO study mapping the OCS occupations into OFO for skills planning purposes. A handbook was developed to assist the SDF's in developing and reporting on WSPs/ATR. The handbook has been shared with SDFs and workshops took place in the 2021/22 financial year.

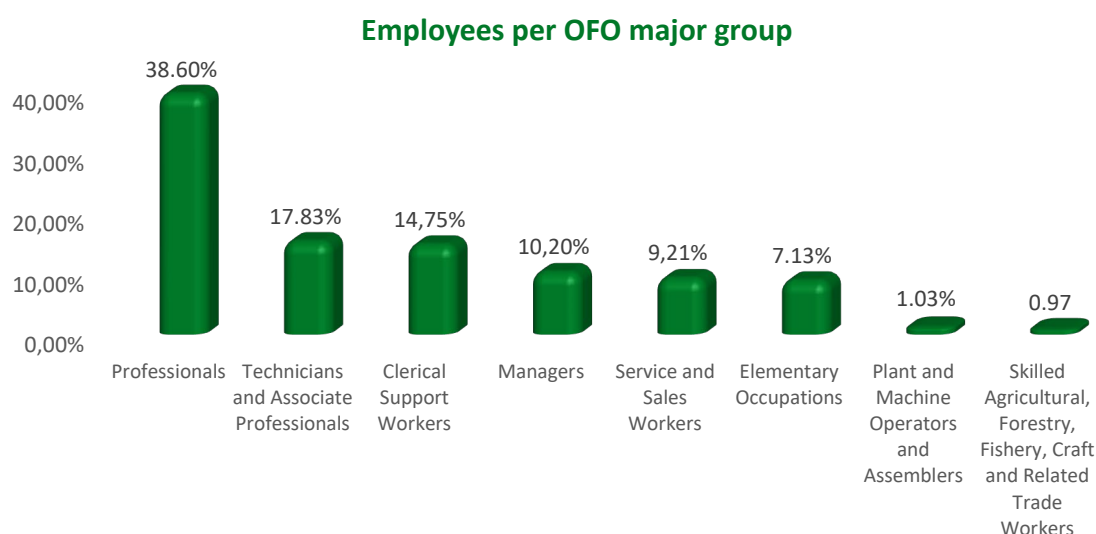


Figure 10: Employees per OFO major group

Source: PSETA MIS 2022

Figure 10 above is based on the 2022 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 remained the same when compared to 2021 whilst the percentage of Professionals major groups in the Public Service sector has also decreased when compared to 2021 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 8606 employees in the Public Service sector (PERSAL, 2021). A decrease in SMS is observed with 8606 total SMS in 2021 Q1 when compared to 9 780 SMS personnel reported in 2020 with the race demographics for SMS personnel at 7 304 Africans, 628 Indian/Asian, 779 Coloured and 1 145 White (PERSAL, 2022). 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, 2022).

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.

2. Chapter 2: Key Skills Change Drivers

2.1. Introduction

This chapter focuses on the key factors that have been identified as driving change and influencing skills demand and skills supply in the Public Service sector. The top five (5) change drivers are informed by studies undertaken and supported by number of reports including the Auditor General report and PwC report on future of work and skills. 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 the new change drivers emerged from the findings from the Emerging technologies and COVID 19 skills implications studies that was conducted by PSETA.

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. Business of government: (Business Continuity models)

The key findings from the study PSETA conducted on Emerging Technologies in the Public service showed that the Covid-19 pandemic exposed weaknesses within business continuity models with wide-ranging disparities across provinces, especially for those that had previous socio-economic issues (rural provinces). Within South Africa, few Public Service departments understand the concepts of business continuity management (BCM) and what it takes to implement a well-constructed business continuity plan. Few of these entities understand the purpose of designing and maintaining resilient systems that are immune to incidents. Integration of the South African Disaster Management Act 2002, the Disaster Management Framework, and Disaster Management Act: Amendment of Regulations (2020) and the National Development Plan, linking these to BCM, through a resilience period model, as a means for the implementation of resilience strategies. The goals of the NDP are outlined with a view to how resilience can be achieved in each. A resilience period model has been advocated for the implementation of projects within the public service sector in order to provide continuity and sustainability.

ii. IT Governance in the Public Service sector

According to Auditor General's report (2020/2021) it stated that there is lack of integrated IT systems and databases in the Public Service sector as a whole. Most departments were found to have procured individual IT solution which are not integrated to larger system within the sector. This becomes critical for automation and digitisation of the sector.

ii. Corona Virus new variants emergence.

- 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.
- d. Covid-19 has pushed the agenda towards e-Learning, access to digital tools of the trade and Public Services Sector acceptance of remote ways of working

iii. 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 (PSETA,2021).
- 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. The emerging technologies study in the Public service key findings show that the skills shortage issue has now been magnified with the advent of Covid-19 drawing attention to much needed skills demand, while resources are constrained, and budget cuts hinder the developing of digital solutions. Furthermore, this has also led to new insights in dealing with disaster situations and towards an institutional acceptance towards remote working.
- d. 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.

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.
- b. The limited number of work placement opportunities for learners in rural provinces continues to be a challenge which result in a limited number of learners that can be accommodated by the few employers. Furthermore, limited and lack of resources at the workplace and appropriate infrastructure such as laptops and internet connectivity require learners placed at workplaces to share scarce resources, slowing down the learning process.

- 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. **Positioning Public Service HR as a strategic rather than compliance function: 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 7 below.

Table 7: Key skills implications

Change Driver	Implications for skills planning
Business of government: Business Continuity models (BCM)	<ul style="list-style-type: none"> There is a need to support the sector to apply and implement BCM such as a resilience recovery model that will enhance department's capacity to adapt to threats created by the pandemic and other challenges. The evolving nature of resilience will allow them to survive, cope and thrive in the future of skills.
IT Governance in the Public Service sector	Lack of integrated IT systems and databases in the Public Service poses a risk on digital skills development going

Change Driver	Implications for skills planning
	forward. There is a need for standardised approach to automation and digitisation of the sector.
The Fourth Industrial Revolution and Technology ICT/ Digital Skills	<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.
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. • There is a need to address issue of limited resources at the workplace i.e., infrastructure to ensure that learning takes place as requires learners taking turns to share the laptop/desktop slows down the learning process. Furthermore, the limited scope and exposure for the learners within the available workplaces causing learners not to be fully utilised has an impact on the quality of the learner with inadequate skills required for the labour market.
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 came 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 NDSP 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.
- **Economic Reconstruction and Recovery Plan (ERRP)**
 - ERRP seeks to actively change the economy towards positive growth, and this requires an active and immediate adaptation by parts of the post school education and training (PSET) system – the Skills Strategy.
 - The Skills Strategy lays out 10 interventions to introduce specific changes or enabling mechanisms to ensure that skills required are produced. Six (6) interventions focused on delivery (specific skills to be produced immediately linked to sectoral strategies) whilst four (4) interventions are systemic, including mechanisms for refining and adding to skills and qualifications needed for fast responsiveness as the economy changes with the ERRP interventions.
- **Professionalisation of the Public Service Framework**
 - The Professionalisation of the Public Service Framework seeks to align to the National Development Plan they envision that the head of the public service, among other matters, will see to the career progression of senior public managers, by convening appointment processes, conducting performance assessments and running discipline.
- **District Development Model Strategic Implementation Framework**

Within the District Development Model all three spheres of government coordinate and integrate development plans and budgets and mobilise the capacity and resources of government and civil society, including business, labour and community, in pursuit of inclusive growth and job creation.

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 8: 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

National plans or strategies	Implications for skills planning
	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.
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.
Economic Reconstruction and Recovery Plan (ERRP)	The PSETA has put measures in place to support the Economic Reconstruction and Recovery Plan and its Skills Strategy as outlined by DHET through the following 10 interventions.
Public Service Regulation (PSR) 2016 Review	PSR 2016 currently under review, and its policy directives. The review will impact on recruitment and skills needs in the Public Service sector.
Professionalisation of the Public Service Framework.	The Professionalisation of the Public Service Framework seeks to align to the National Development Plan vision that the head of the public service, among other matters, will see to the career progression of senior public managers, by convening appointment processes, conducting performance assessments and running discipline.

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 incorporates 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.
- PSETA has put measures in place to support the ERRP and its Skills Strategy as outlined by DHET through the following interventions:
- **Intervention 1: Access to targeted skills programmes:** PSETA is implementing and funding skills programmes through partnerships in place. Microsoft partnered with PSETA and Afrika Tikkun to extend the Global Skilling Initiative that was launched in 2020 to provide at least 20 000 young people with critical digital skills. The focus is on building digital skills capabilities in the Public Service sector and country at large, and to improve the employability of the country's youth.
- **Intervention 2: Technical and Vocational Education Programmes to be updated or amended to meet demand in key sectors within the ERRP:** The Intervention aims to ensure that existing programmes in TVET Colleges and the UoTs/Comprehensive universities are assisted to make required adaptations and ensure work readiness. PSETA is supporting and working with most TVET colleges through Learnership and WIL programmes.
- **Intervention three: Access to workplace experience:** PSETA has always supported and advocating for "Opening up Public Service as Training Space through continuous support for WIL, to assist learners who require to complete their qualifications and workplace experience that new entrants require after completing their qualifications for successful transition into the labour market (internships).
- **Intervention four: Retraining/up-skilling to preserve jobs:** PSETA has funded skills programmes on digital skills for the up skilling of employees in the Public Service sector to cope with remote working demands. Furthermore, PSETA in partnership with DPSA has trained disciplinary officers in labour relations place to deal disciplinary issues that are pending in the sector.
- **Intervention five: Increased access to programmes resulting in qualifications in priority sectors:** PSETA will Increase the number of people enrolled in existing qualifications that are identified as priorities in the ERRP by increasing the capacity of institutions through partnering with TVET Colleges.
- **Intervention six: Meeting demand in List of Critical Occupations:** ERRP interventions requiring individuals with specific skills not available in SA which cannot be developed in time able to access these skills internationally. PSETA developing a MoU to partner with Department of Home Affairs for occupational qualifications development and sharing.

- **Intervention seven: Supporting entrepreneurship and innovation:** Supporting skills required for entrepreneurship to enable entry level entrepreneurial activities (private and social) through to higher end enterprises that rely on innovative research and development. PSETA has partnered with NYDA.
- **Intervention eight: Embedding skills planning into sectoral processes:** PSETA provide inputs into Provincial Master Skills Plans through engagement in PHRDF and HRD Forum in the provinces. On-going focused engagement to determine, on a regular basis, skills required for growth and/or recovery.
- **Intervention nine: National Pathway Management Network:** PSETA continues to support Work Integrated Learning intervention as a transition into labour markets and opening up Public Service as a Training space.
- **Intervention ten: Strengthening the PSET system:** PSETA will incorporate the ERRP interventions required in the SETA's priority actions. Immediate interventions outlined above, as well as to ensure the system is strengthened institutional capacity to meet medium and long-term demand.

2.4. Conclusion

It is critical for PSETA to align the sectors' activities to the national priorities outlined. In particular, the ERRP to stimulate the economic growth through the skills strategy interventions outlined and 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.

3. Chapter 3: Occupational Shortages and Skills Gaps

3.1. Introduction

In this chapter, the focus is on understanding occupational shortages and skills gaps in the sector. The occupational shortages and skills gaps are informed by interviews conducted through the Employer Skills Surrey (ESS) with critical role players in the sector, workplace skills plans and the other key reports in the Public Service sector. While the previous chapters profiled the sector, the people employed within it, and the key skills change drivers, this chapter focuses primarily on understanding occupation shortages, skills gaps and occupational supply 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, however, on the contrary within the Public Entities and Legislatures sub-sectors there are vast differences brought about by the complexity of the tasks carried out within specialised occupations in these sub-sectors. 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 highlighted the skills gaps created by the Covid-19 pandemic.

3.2. Sectoral Occupational Demand

3.2.1. Occupations with hard-to-fill vacancies

This sub-section focuses on the HTFVs in the Public Service sector, these are vacancies that take longer than 12 months to fill. The recruitment processes in the Public Service sector impacts on the period or duration it takes to fill the posts. The HTFVs information presented in Table 8 was gathered 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 shows that the HTFVs and their determinants vary greatly in the Public Service as per the priorities and strategic objectives of the individual departments.

As can be noted in table 9 below, 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-hunting in order to recruit 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 the long internal approval processes for such 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 9 which follows provides some of the vacancies that were deemed hard to fill by various employers in the Public Service sector.

Table 9: Transversal Occupations with Hard-to-fill Vacancies

OFO Code	Occupation	Number of HTFVs	Reasons for HTFVs
2021-111204	Senior Government Official	98	Due to lack of sufficient and/or appropriate experience.
2021-121905	Programme or Project Manager	26	Lack of relevant public service experience, low wages offered.
2021-111202	General Manager Public Service	57	Lack of relevant experience.
2021-121301	Policy and Planning Manager	19	Lack of skills and experience required.
2021-242102	Organisation and Methods Analyst	3	Lack of relevant qualifications
2021-242208	Organisational Risk Manager	2	Lack of relevant qualifications
2021-242211	Internal Auditor	8	Lack of skills and experience required.
2021-121104	Internal Auditor Manager	2	Lack of skills and experience required
2021-241108	Forensic Accountant/Investigative Accountant	6	Due to the unique nature of the occupation which requires extensive forensic experience with accountancy background.
2021-121201	Personnel / Human Resource Manager	23	Due to lack of sufficient and/or appropriate experience.
2021-111207	Senior Government Manager	49	Due to lack of sufficient and/or appropriate experience, political appointment.
2021-121101	Finance Manager	32	Due to lack of sufficient and/or appropriate experience.
2021-122301	Research and Development Manager	22	Due to lack of sufficient and/or appropriate experience.
2021-251101	ICT Systems Analyst	10	Salaries usually paid outside the public sector for similar positions. Lack of talent retention in Government.

OFO Code	Occupation	Number of HTFVs	Reasons for HTFVs
			There is a high turnover rate in IT related positions. Difficult for the Public Service to attract and retain the best talent due to the sector's outdated systems and technology.
2021-242211	Information Systems Auditor/ IT Audit	8	Salary competition with the private sector the private sector outcompetes the public sector. Due to lack of sufficient and/or appropriate experience.
2021-241107	Financial Accountant	16	The position is hard to fill due to few applicants with the required skills.
2021-332302	Procurement Officer	39	Lack of knowledge of public service system/specific protocol/process.

Source: PSETA, 2022

3.2.2. Major Skills Gaps

According to the DHET SSP framework, skills gaps refer to “skills deficiencies in employees or lack of specific competencies by employees to undertake job tasks successfully to required industry standards. Skills gaps may arise due to lack of training, new job tasks, technological changes, or new production processes, to list a few. The term ‘top up skills’ also refers to skills gaps and usually requires a short training intervention of equal critical importance is also the level of productivity is the skills of employees. The identification of skills gaps therefore provides an opportunity to improve the productive effectiveness of employees across the varying occupational levels within the organisations and departments. Throughout this document the notion of future skills has been noted in light of globalisation and competitiveness, re-industrialisation and skills for 4IR.

The skills gaps in the Public Service sector are presented in table 10 below. To gather the information on skills gaps in the sector, face-to-face interviews were conducted with the key informants in the sector. The study targeted only senior officials such as 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.). To further determine training and intervention requirements that could assist in developing a competent Public Service workforce that responds to the needs of the sector, an understanding of the specific skills gaps is important. The ESS

submitters were requested to identify the most important skills employees do not have, and which would enable employees to carry out the required job tasks proficiently.

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 in HRD (in relation to supporting strategic skills development and retention of experienced and skilled staff). Improved skills are needed in HR and in management in general to support Work Integrated Learning (WIL), internships and mentoring more generally. SCM is part of the public service sector occupations wherein skills gaps have been identified. Digital skills are emerging as the most common skill gap in the major groupings across at all the occupational levels. The digital skills are further broken down into different categories ranging from automation to digitization.

Table 10: Skills Gaps at Major Occupation levels

OFO Major group	OFO Code	Occupation	Skills Gaps	Digital Skills Gaps
Manager	2021-111101	Local or Provincial Government Legislator	Policy development, Occupational Health and Safety and Digital Skills	
			Entry-level digital skills include: Computer literacy. Data entry. Social media. Web-based communications and research. Word processing. Email and chat. Secure information processing	Entry-level digital skills include: <ul style="list-style-type: none"> • Computer literacy. • Data entry. • Social media. • Web-based communications and research. • Word processing. • Email and chat. • Secure information processing
Manager	2021-111202	General Manager Public Service	Advanced Leadership; Governance and Public Leadership; Mentoring; Strategic Management; Change Management; Monitoring and Evaluation; Digital skills.	
	2021-111204	Senior Government Official		
	2021-111207	Government Manager		
Manager	2021-121101	Finance Manager	Leadership, Ethical conduct, Operational Management; Data analytics, Digital Skills.	
Manager	2021-121201	Personnel / Human	Management Development, Talent Management, Records	

OFO Major group	OFO Code	Occupation	Skills Gaps	Digital Skills Gaps
		Resource Manager	Management, Ethical Conduct, Contract Management, Organisational Development (OD) skills; OHS, Digital Skills	
Manager	2021-121301	Policy and Planning Manager	Financial Management; Monitoring and Evaluation, OHS, Remote working and digital skills.	
Manager	2021-121905	Programme or Project Manager	Project Management in the Public Service, OHS, Digital Skills.	
Manager	2021-134904	Office Manager	Leadership Management, Financial Management, OHS, Digital Skills	
Professionals	2021-241102	Management Accountant	Advanced Leadership, Digital Skills	
Professionals	2021-241107	Financial Accountant	People and Performance Management; OHS, Digital Skills.	
Technicians And Associate Professionals	2021-333905	Supply Chain Practitioner	Supply Chain Management in the Public Service; Contracts Manager; PFMA, Digital Skills.	
Technicians And Associate Professionals	2021-334102	Office Administrator	Business Writing, Records Management, Service Delivery/Customer Orientation OHS, Digital Skills	
Clerical Support Workers	2021-411101	General Clerk	Business Writing, Digital skills, Data analytics, Records Management, Service Delivery/Customer Orientation; OHS, Digital Skills	Entry-level digital skills include: <ul style="list-style-type: none"> • Computer literacy. • Data entry. • Social media. • Web-based communications and research. • Word processing. • Email and chat. • Secure information processing

PSETA also commissioned the Wits School of Governance to conduct a research study on capacity building needs for administrative and support personnel in the legislative sector. The

findings from the study 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 recognised 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 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 this sub-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 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 a renewed focus on e-learning, distance learning and blended learning approaches. DPSA has published the Public Service e-learning policy framework to guide the implementation of E-learning in the Public Service sector.

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, over 44% of employees employed by the state have some form of post-Matric qualification (Stats SA, 2021).

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 76.2% in 2020 and 76.4% in 2021, however the pandemic affected everyone including matriculants in class of 2020 and 2021. The 2021 results show a slight increase of 2% pass rate. There has been a notable increase in the number of learners that attained the National Senior Certificate and an increase in Bachelors passes. From table 11 below, it is evident that the pass rate dropped from 2020, due to many factors that led to the decline in the pass percentage, which could be attributed in the main to the impact of Covid-19 on the school calendar and the restrictions on gatherings as per the disaster management regulations. The percentage of candidates who qualify for Bachelor studies has increased from 36,4 % in 2020 to 36.4% in 2021 and the candidates who obtained Bachelor passes increased by 24 762 from 186 058 in 2019 to 210 820 in 2020 and to 256 031 in 2021. Learners who passed with a bachelor pass which is an admission requirement to university showed an improvement of 21.4% from 2020.

Table 11: National Pass rates of matric 2013-2021

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%
2020	76.2%
2021	76.4%

Source: Department of Basic Education (2022)

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 possibly be 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. To this end, the Department of Basic Education (DBE) in 2018, introduced a Technical Occupational Curriculum as part of strengthening the Three Stream Model in the basic education sector. The Grade 8 and 9 learners with whom the qualification has been piloted with may be awarded a NQF level 1 certificate. The Public Service sector may as result of this begin to see learners who have been awarded the NQF level 1 certificate with the Office Administration Occupation Subject entering the sector in the near future. A further development in the DBE sector worth noting is the introduction of the implementation of a General Education Certificate at the end of Grade 9, which has 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.

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 institutions and 131 private institutions. Table 12 illustrates the number of students enrolled in public and private institution between 2011 and 2020. There was a notable increase in the number of students that were enrolled in the 26 public universities in 2020 when compared to other preceding years.

Table 12: Students enrolled in Higher Education Institutions 2011-2020

Category	Number of students enrolled								
	2011	2012	2013	2014	2015	2016	2017	2019	2020
Public HEIs	938 201	953 373	983 698	969 155	985 212	975 837	1 036 984	1 074 912	1 094 808
Private HEIs	97 478	97 478	119 941	142 557	147 210	167 408	185 046	208 978	219 031

Source: DHET, 2021 PSET Report

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, Industry and Competition (DTIC), 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. Graduation rates in higher education institutions present a bleak picture with a substantive number of learners not completing their studies. Of the total enrolments in public higher education institutions, only 221 892 students successfully completed their degrees. Undergraduate certificates, diplomas and degrees comprise the bulk of graduates. Of these only 3 445 are doctoral degrees, the highest qualification awarded. (DHET, 2022)

TVET Colleges have been identified by government as a vehicle to improve throughput rates and expand the number 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 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 13: Number of students in TVET Colleges who registered, wrote and completed report 190/1 N6 part qualification, 2021

Report 191 N6 Programme	Total Number registered	Total Number who wrote	Total Number completed	Completion Rate (%)
Public Management	7 037	6 822	6 650	97.5
Marketing Management	2 817	2 649	2 482	93.7
Management Assistant	10 712	10 382	10 214	98.4
Human Resources Management	5 913	5 718	5 564	97.3
Financial Management	5 221	5 052	4 909	97.2
Public Relations	481	466	460	98.7

Source: DHET, 2022 PSET Report

Table 13 above shows TVET qualifications, specifically within the Report191 N6 programme, which fall within the PSETA mandate, for the year. The largest number of completions were in the Management Assistant and Public Management qualifications. All programmes had had over 90% completion rate. 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 14: 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

ID	Qualification Title / Learning Programme Title	(NQF) Level
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: SAQA 2020, PSETA MIS 2022

The PSETA Quality Assurance (QA) unit has 24 registered qualifications as shown in table 14. 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. There are three (3) processes that are undertaken to develop occupational qualifications, namely:

- a. Realignment of historically registered qualifications,
- b. Development of new occupational qualification, and
- c. Review of the occupational qualification.

All historically registered qualifications are required to be re-aligned into occupational qualifications within the new occupational qualification sub-framework (OQSF) by 30 June 2023. PSETA as the Development Quality Partner undertakes to realign all the historically registered qualification that have learner uptake or required by the Public Service Sector. An Occupational qualification is a qualification associated with a trade, occupation or profession resulting from work-based learning. Occupational qualifications make work experience an important part of learning.

PSETA as an Assessment Quality Partner (AQP) is set to administer the External Integrated Summative Assessment (EISA) which is a national exam that is meant to ensure a uniform standard for the occupational qualifications. The exam is strictly controlled by the QCTO and must comply with all their regulations. Currently PSETA offers EISA for the Occupational Certificate: Diplomat and Occupational Certificate: Public Service Administrator. PSETA currently has three occupational qualifications, listed in table 15, that have been registered with the South African Qualifications Authority (SAQA) through the QCTO.

Table 15: PSETA current and New SAQA Registered Occupational Qualifications

	NAME OF OCCUPATIONAL QUALIFICATION	RE-ALIGNED AGAINST	OFO OCCUPATION
1.	SAQA ID: 99077: Occupational Certificate: Office Administrator (Public Service Administrator) NQF Level 5	Qualification classified as new qualification. It was registered in 2012 and reviewed in 2019.	Office Administrator specialisation (Public Service Administrator)
2.	SAQA ID: 99054: Occupational Certificate: Diplomat NQF Level 7	SAQA ID 64329, National Diploma: Diplomacy NQF Level 7	Diplomat
3.	SAQA ID: 118095: Occupational Certificate: Diplomatic Mission Administrator	SAQA ID 64330, National Certificate: Mission Corporate Services Management NQF Level 6	General Manager (specialisation in Diplomatic Mission Administrator)
4	Curriculum Code: 111202-000-00-00: Occupational Certificate: General Manager Public Service NQF level 6	SAQA ID National Diploma: Public Administration NQF Level 6	General Manager in the Public Service
5	SAQA ID: 118766: Occupational Certificate: Public Service Administrator NQF Level 5		Public Service Administrator

PSETA embarked on realigning and reviewing the following occupational qualifications, listed in table 16, in the 2020/201 and 2021/22 financial years.

Table 16: Occupational qualifications currently in progress

	NAME OF OCCUPATIONAL QUALIFICATION	RE-ALIGNED AGAINST	OFO OCCUPATION	STATUS
1.	Occupational Certificate: Legislation Facilitator (NQF level to be determined)	SAQA ID 86946 Further Education and Training Certificate: Democracy, Active Citizenship and Parliamentary Services	Legislation Facilitator	Submitted to QCTO
2.	Occupational Certificate: Parliamentary Administrative Assistant NQF 5 (part qualification)	None	Parliamentary Administrative Assistant	Submitted to QCTO
3.	SAQA ID: 99077: Occupational Certificate: Office Administrator (Public Service Administrator) NQF Level 5	Reviewed to align with current QCTO and SAQA Policies	Office Administrator specialisation (Public Service Administrator)	Submitted to QCTO; currently with SAQA
4.	Occupational Certificate: Administrative Attaché NQF Level 6	SAQA: 64330 National Certificate: Mission Corporate Services Management	Senior Government Official specialization (Administrative Attaché)	Submitted to QCTO
5.	Occupational Certificate: Immigration Officer (NQF level to be determined)	SAQA: 66869 National Certificate Home Affairs Services	Immigration Officer	Submitted to QCTO
6.	Occupational Certificate: Refugee Status Determination Officer (NQF level to be determined)	SAQA: 66869 National Certificate Home Affairs Services	Refugee Status Determination Officer	Submitted to QCTO

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 5 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.

PSETA has considered the sectoral priority occupations reflected in the PSETA SSP as well as qualification needs previously expressed by stakeholders at consultative engagements. Specifically, preliminary engagements with the Department of Employment and Labour and Government Communication and Information System require PSETA to consider realignment of the following historically registered qualifications:

- 50585: National Certificate: Public Service Communication, NQF Level 6,
- 50583: National Certificate: Public Service Communication, NQF Level 5,
- 49107: National Certificate: Inspection and Enforcement Services, NQF Level 5

Analysis of the sectoral priority occupations in the PSETA SSP indicate that the occupational qualifications designed and developed must be pitched at higher NQF levels to address the Public Service sector needs. For the other SSP identified priority occupations such as Finance Manager, Human Resource Manager, Supply Chain Practitioner, Management Accountant, Financial Accountant, and Internal Auditor, PSETA will pursue collaborations through a Memorandum of Understanding (MoU) with the relevant line function SETAs on developing part qualifications with a component of Public Service Sector requirements

Figure 11 shows the number of learner entries of PSETA qualifications in the 2020-21 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.

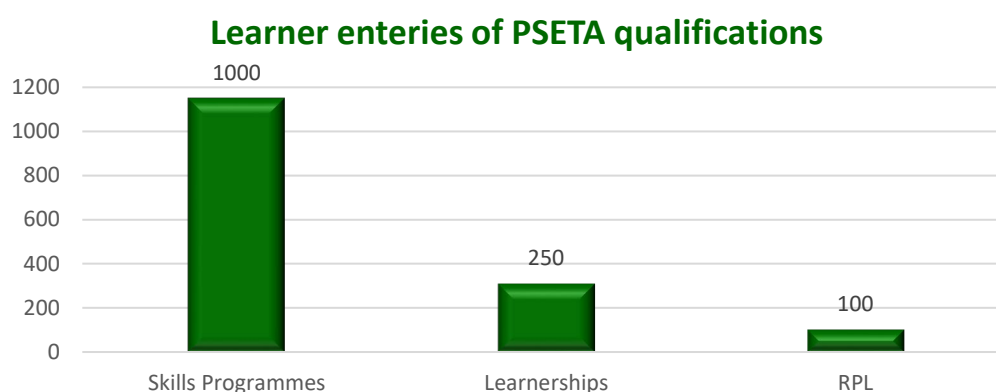


Figure 11: Number of learner entries of PSETA Qualifications (PSETA funded), 2020
Source: PSETA MIS 2022

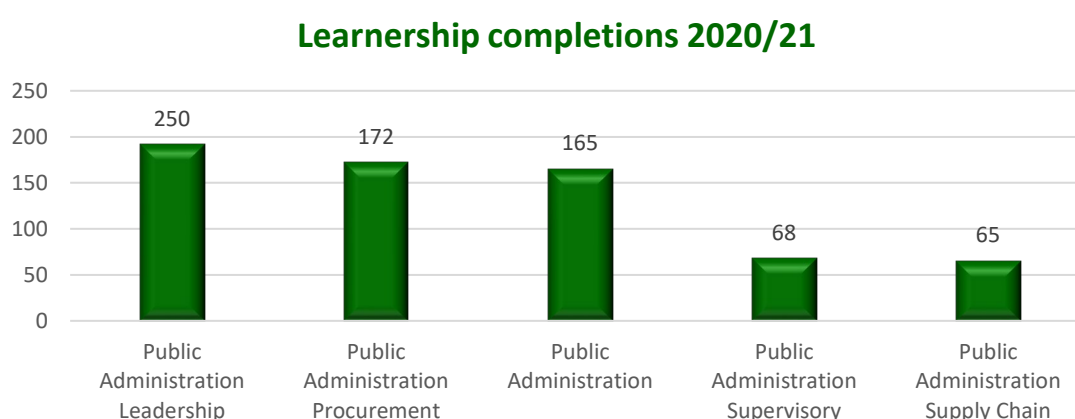


Figure 12: Learnership completions reported
Source: PSETA MIS, 2022

Figure 12 displays the number of Learnerships completed in the 2020/2021 financial year. Learnerships in Public Administration: Leadership had the highest completion figures with 250

completions. A total of 655 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.

CET Colleges provide an individual the opportunity to develop basic literacy skills such as reading, writing and basic problem solving. In the completion of the training, individuals receive a nationally recognised certificate and with this qualification improves an individual's chances of finding a suitable job or provide growth within an organisation (Western Cape Government, 2018). Moreover, CET Centres contribute to creating alternative education and training pathways. In the 2020/21 financial year PSETA has supported lecturer capacity building for the Northern Cape and KZN CET Colleges on Change Management and Assessor and Moderator programmes.

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. The mentioned challenge has led to the review of the Public Service Regulation (PSR)2016 which is currently under review with its policy directives to try and address recruitment issues and other broad directives relates policy matters within the PSR. Furthermore, the introduction of the Draft

Professionalisation of the Public Service Framework (2021) will further shape the future of Public Service with proposed changes seeking to align to the National Development Plan envisions that the head of the Public Service, among other matters, will see to the career progression of senior public managers, by convening appointment processes, conducting performance assessments and running disciplinary hearings. 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 despite the introduction of online e-learning platform since 2020 March. 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.

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 provides 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. Furthermore, PSETA conducted an Impact Assessment study of the PSETA funded programme with focus on PSETA funded Work Integrated Learning (WIL) Programmes that took place from 2018 to 2020. The findings showed that despite the high unemployment rate the WIL programme did manage to equip the trainees with skills and knowledge they did not have before entering into the programme with majority of affirming that new skills were gained, some of which they are able to use in their current jobs and possibly in future employment (PSETA, 2022).

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. 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.

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. In addition to the Skills Audit Framework, there is the development of guidelines for compilation of Organisational Competence Framework for Public Service sector that is currently underway. In the 2020-2021 financial year PSETA supported DPSA with training of officials in labour relations. The project saw 207 public service officials graduating in labour relations to enable the officials to tackle disciplinary issues in their respective departments.

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. 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 challenge as few sector employers are able to accommodate the learners with the required workplace training and mentors. An RPL study was conducted in the sector to understand ways in which RPL is implemented in the Public Service. The focus of the study was on whether there are existing standardised policy frameworks for implementing RPL and whether these 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 for credit 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. The implementation of RPL for credit in the sector should be aligned with the awarding of credits as outlined in the policy document Draft Policy and Procedure on Implementation of the Recognition of Prior Learning (RPL) in the Public Service, (Department of Public Service and Administration, 2016).

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 2021; 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 2022.
- 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 (2020).
- 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 have 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 SPOI has been presented to and approved by the PSETA Accounting Authority. 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 2023-2024

Table 17: Top 10 Sectoral Priority Occupations and Interventions (SPOI) List

OFO MAJOR GROUP	OFO CODE	OCCUPATION	SPECIALISATION/ ALTERNATIVE TITLE	INTERVENTION PLANNED BY THE SETA	NQF LEVEL	NQF ALIGNED	QUANTITY NEEDED	QUANTITY TO BE SUPPORTED BY SETA	COM- MENTS
MANAGERS	2021-111202	General Manager Public Service ²	Labour Inspectorate Manager/ Diplomatic Mission Administrator	Learnerships or RPL or Internships or Bursaries or Skills Programmes: Public Administration and/or Management, Management Development, Public Development Management, Monitoring and Evaluation Change Management, Digital Skills, Leadership Management and Occupational Health and Safety, Risk Assessment and Risk Management, Project Management	7	Yes	57	57	ERRP and Covid-19 related interventions have been included and prioritised.
				Batho Pele Digital Skills Programme	5	Yes			
MANAGERS	2021-111204	Senior Government Official ³	Chief of Staff/ Commissioner	Learnerships or RPL or Internships or Bursaries or Skills Programmes: Public Administration and/or Management (postgraduate); Management Development,	8	Yes	33	33	ERRP and Covid-19 related interven

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

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
				Public Development Management, Monitoring and Evaluation (postgraduate); Governance and Public Leadership. Change Management, Leadership Management and OHS Risk Assessment and Risk Management.					tions have been included and prioritised.
				Batho Pele Digital Skills Programme	5&6	Yes	30 000	30 000	
MANAGERS	2021-111207	Senior Government Manager ⁴	Head of Department/ Superintendent-general	Learnerships or RPL or Internships or Bursaries or Skills Programmes: 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	
MANAGERS	2021-121101	Finance Manager	Chief Financial Officer (CFO)/ Chief	Learnerships or RPL or Internships or Bursaries or Skills Programmes: Advanced	7	Yes	25	25	

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	NQF LEVEL	NQF ALIGNED	QUANTITY NEEDED	QUANTITY TO BE SUPPORTED BY SETA	COM- MENTS
			Accountant/ Financial Controller	Financial Management, Postgraduate Diploma in Management; OHS and Leadership skills; Risk Assessment and Risk Management.					
MANAGERS	2021- 121301	Policy and Planning Manager	Strategic Planning Manager/ Public Policy Manager/ Planning & Development Manager/ Corporate Planning Manager	Learnerships or RPL or Internships or Bursaries or Skills Programmes: Public Policy Development, Monitoring & Evaluation; Change Management, Leadership; Management and OHS Risk Assessment and Risk Management.	8	Yes	20	20	
MANAGERS	2021- 121905	Programme or Project Manager	Project Director	Learnerships or RPL or Internships or Bursaries or Skills Programmes: Public Management, Advanced Project Management; Change Management, Leadership Management and OHS Risk Assessment and Risk Management.	8	Yes	65	65	
PROFESSIONALS	2021- 241108	Forensic Accountant		Internships or WIL or Bursaries or Skills Programmes: Postgraduate Diploma in Investigative and Forensic Accounting; OHS, Digital Skills;	8	Yes	6	6	

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
				Risk Assessment and Risk Management.					
				Occupational Health and Safety	3 & 4	Yes	30 000	30 000	
				Batho Pele Digital Skills Programme	5	Yes	30 000	30 000	
PROFESSIONALS	2021-242211	Internal Auditor	Information Systems Auditor, ICT Internal Auditor	Internships or WIL or Bursaries or Skills Programmes: Internal Audit OHS, Digital Skills; Risk Assessment and Risk Management.	7	Yes	16	16	
				Batho Pele Digital Skills Programme	4 & 5	Yes	30 000	30 000	
PROFESSIONALS	2021-252901	ICT Security Specialist	ICT Security Architect; Security Administrator; Information Technology Security Manager;	Internships or WIL or Bursaries or Skills Programmes: ICT; OHS, Digital Skills; Risk Assessment and Risk Management.	7	Yes	19	19	
				Batho Pele Digital Skills Programme	4& 5	Yes	30 000	30 000	
PROFESSIONALS	2021-263101	Economist	Economic Advisor, Economic Analyst,	Internships or WIL or Bursaries or Skills Programmes: Economics; OHS, Digital Skills; Risk Assessment and Risk Management.	8	Yes	26	26	
				Batho Pele Digital Skills Programme	4&5	Yes	30 000	30 000	

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 must focus on stimulating economic growth through the ERRP, 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. Chapter 4: SETA Partnerships

4.1. Introduction

This chapter presents and analyses the PSETA partnership approach, and the diverse types of partnerships entered with the objective to deliver on its mandate. Partnerships are the vehicle through which the PSETA can advance its skills development 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. Partnerships are funded through discretionary grants and are therefore subject to the conditions of the discretionary grants funding framework and policy of the PSETA. All Partnerships are informed by the strategic priorities of the PSETA as set out in its Sector Skills Plan, Five Year Strategic Plan and Annual Performance Plan. 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”.

This chapter aims to analyse the types of partnerships that the PSETA has embarked on, while highlighting best practice learnings in terms of partnership successes and challenges. Further, it will unpack the components of a best practice model and conclude with the discussion of potential future partnerships in line with national imperatives and sectoral needs, in a time of the COVID-19 pandemic.

4.2. Existing Partnerships

The existing Partnerships, facilitated by a Memoranda of Understanding (MoU) and implemented through Memoranda of Agreement (MoA), and have been critical in enabling the SETA to attain its strategic objectives. The successful partnership approach is outlined below. 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 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 tabulated in tables 18 to 21 below as follows:

Table 18: 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 (WIL) programmes. The WIL programmes equip learner with experiential learning in order for learners to obtain the requisite workplace experience thereby equipping them for absorption into the labour market. The duration of MoUs is for the period up to 31 March 2025.
The PSETA entered various partnership agreements with TVET Colleges, Universities and Universities of Technology, Bargaining Councils, and employers within the sector. 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	Term and duration 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 False Bay TVET College Ikhala TVET College 	<p>To close the gap of TVET learners completing N6 certificate programmes and lack the 18 months' work experience needed to attain the qualification.</p> <p>The value-add of such partnerships is skills development interventions that reach those already in employment and provides for opportunities for new entrants to the labour market to gain workplace experience.</p>	<p>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 and to improve employability of TVET graduates through work experience.</p>	<p>2020 to 31 March 2025.</p> <p>2020 to 31 March 2025.</p> <p>2020 to 31 March 2025.</p> <p>2020 to 31 March 2025.</p> <p>2020 to 31 March 2025.</p> <p>2020 March to 31 March 2025.</p> <p>2020 to 31 March 2025.</p>

Table 19: PSETA existing partnerships with HEIs

Partnerships with HEIs		
Name of HEI	Term and Duration of Partnership	Objective of Partnership
University of Witwatersrand (WITS REAL)	2020 until March 2023	Research partner for the PSETA
University of Johannesburg	June 2021 until March 2025	Bursaries for unemployed learners
Vaal University of Technology	June 2021 until March 2025	Work integrated learning for UOT students and Digital skills
Mangosuthu University of Technology	June 2021 until March 2025	Work integrated learning for UOT students and Digital skills
Tshwane University of Technology	October 2020 until March 2025	Research partner for the PSETA

Table 20: PSETA existing partnerships with Government Departments, Public Entities, Legislatures and Trade Unions

Strategic Partnerships with Government Departments, Public Entities, Legislatures and Trade Unions		
Name of Department	Term and Duration of Partnership	Objective of Partnership
Department of Public Service and Administration	May 2020 until March 2025	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

Strategic Partnerships with Government Departments, Public Entities, Legislatures and Trade Unions		
Name of Department	Term and Duration of Partnership	Objective of Partnership
		<p>implementation of three critical projects for the Public Services Sector, namely:</p> <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
Northwest Legislature	January 2022 until March 2022	Specific collaborative efforts have been made towards the implementation of learnerships for rural unemployed youth in the province.
National School of Government	November until March 2025	Training and Research partner for the PSETA
National Treasury	October 2021 to March 2025	The nature of the MoUs include cooperation in areas of information sharing, capacity building and learning programme implementation.
<ul style="list-style-type: none"> • Eastern Cape Department of Economic Development, Environmental Affairs and Tourism • 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 	January 2020 until March 2025	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.

Strategic Partnerships with Government Departments, Public Entities, Legislatures and Trade Unions		
Name of Department	Term and Duration of Partnership	Objective of Partnership
<ul style="list-style-type: none"> Limpopo Department of Co-Operative Governance and Traditional Affairs Free State Office of the Premier 		
National Youth Development Agency	December 2019 until March 2025	Partnered in delivering special projects targeted at youth, people with disabilities and rural development
Bargaining Councils within the Public service sector (GPSSBC and PSCBC)	September 2020 until March 2025	To deliver training for employees related to worker-initiated training, labour relations related training and research.
Department of Home Affairs	June 2021 until March 2025	To partner in qualification development and implementation of training interventions.
National Electronic Media Institute of South Africa	June 2021 until March 2025	NEMISA as a Public Entity of DCDT is well placed to implement the digital skills strategy in partnership with PSETA.
NEHAWU	June 2021 until March 2025	To partner in worker-initiated training through the organised labour.
Eastern Cape Office of the Premier	June 2021 until December 2023	Interns placed at departments within the province
Northern Cape Office of the Premier	March 2022 until December 2024	Interns placed at departments within the province
Productivity SA	October 2021 until March 2025	The nature of the MoUs include cooperation in areas of information sharing, capacity building and learning programme implementation.
Central University of Technology	April 2021 until March 2025	Work integrated learning for UOT students and Digital skills
TVET Governor's Council	April 2021 until March 2025	To work closely with overall TVET Colleges through the council
PSA	April 2021 until March 2025	To work closely with the bargaining councils in common research and training focused areas.
POPCRU	April 2021 until March 2025	This partnership aims at responding to the worker-initiated training through the organised labour.

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 level 5 and NQF level 6.

Table 21: 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. To this end, the PSETA partners with many SETAs in the organised Inter-SETA Forums and various provinces where such structures are operational. A few current or emerging one-on-one SETA partnerships are described below to illustrate this principle of collaboration.		
Name of SETA	Term and Duration of Partnership	Objective of Partnership
LGSETA	Ongoing until end of NSDP period	Collaboration and sharing of data for skills planning purposes.
ETDP SETA	Ongoing until end of NSDP period	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 until end of NSDP period	Collaboration and sharing of data for skills planning purposes.
FASSET	Ongoing until end of NSDP period	To collaborate in developing the state's financial management capabilities, specifically in the area of qualification development.

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. The PSETA has increasing focussed and channelled resources on RPL implementation in the sector to address the need expressed by employers and employees. These partnerships have been highlighted as successful due to the support received from the departments in the form of providing RPL candidates with guidance and support, the preparation of evidence and the development of an appropriate combination of further teaching and learning, mentoring and assessment approaches.

An innovative partnership that PSETA has embarked on recently is with Microsoft South Africa on the Global Skills Initiative South Africa (GSISA). This innovative global Partnership, namely, the PSETA Batho Pele Digital Skills Programme was officially launched in collaboration with the DPSA to the sector the PSETA Annual General Meeting of November 2021, under the banner "Growing South Africa together for a Capable, Ethical and Developmental Public Service". The focus of this project is on building digital skills capabilities in South Africa, and to improve ICT skills of serving officials as well as the employability of the country's youth in the Information and Communications Technology (ICT) industry, by providing the physical footprint and infrastructure young people need to access digital skills training. The programme offerings are free access to courses (also known as learning paths) to help

individuals develop the skills the most in-demand jobs require, and low-cost certifications and free job-seeking tools to help develop skills to pursue new jobs.

Another Partnership worth mentioning which attracted positive media publicity for the PSETA is the CPUT Partnership which benefitted various Municipalities in the Garden Route that have partnered to implement an occupationally based programme for Public Office Administrators. The outcome of the course is to ensure that each learner is qualified and fit to be employed by the public sector with the newly acquired skillsets and valuable work experience they gained during the time.

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. In order to mitigate some of the challenges and continue to improve its support for the TVET sector, PSETA is engaging the TVET Governors Council and is in the process of formalising a partnership.

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 make a contribution toward economic recovery and assist in curbing the effects of Covid-19 in the sector under the new normal environment. In order to address and contribute to the containment of Covid-19, the PSETA envisages ERRP Skill Strategy interventions that seek to stimulate the economic growth and increase employability for the labour market. In table 22 below, we highlight the potential partners that the SETA is engaging to formalise partnership agreements through MoUs. The initial conceptualisations of these partnerships are underway, pending the formalisation of MoU signing.

Table 22: 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	Nature of Partnership
Department of Higher Education and Training	This partnership is pursued 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.
National Parliament	The nature of this partnership includes cooperation in areas of information sharing, capacity building and learning programme implementation.

South African Qualifications Authority	The envisaged areas of collaboration under the MoU include the identification of priority research and innovation areas, including conducting research to support the Public Sector, in line with the PSETA Sector Skills Plan (SSP) priorities.
Gauteng City Region Academy	
Free State Office of the Premier	
University of South Africa (UNISA)	

4.4. Conclusion

This chapter has 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. While there have been some challenges with respect to Partnerships, the PSETA has noted many successes through its Partnerships and will work to continually strengthen partnerships to meet and exceed its mandate. Working towards an accepted partnership model in collaboration with stakeholders is of key importance to achieve greater efficiencies. 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.

5. Chapter 5: SETA Monitoring and Evaluation

5.1. Introduction

Chapter 5 focuses on monitoring and evaluation. The purpose of monitoring and evaluation (M&E) is to measure organisational efficiency through tracking and impact assessment. Furthermore, M&E assesses the quality, value, productivity and impact of skills development interventions and research. It will furthermore give a high-level synthesis of the PSETAs planning documents with the aim to express intention through reflecting on PSETA'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.

In line with South Africa's government wide monitoring and evaluation (GWM&E) system, PSETA has developed and adopted an M&E Framework following Results-Based Management (RBE) approach, which is informed by the provisions of the organisation's five-year Strategic Plan (SP); the five-year SSP; and the Annual Performance Plan (APP). The documents are aligned to the NSDP, which outlines national strategy on skills development. These four important documents are at the core of the planning, monitoring, reporting and evaluation cycle of PSETA. The focus of the PSETA M&E Framework is on the performance and impact of PSETA and its implementation partners. Progress towards the achievement of PSETA sector strategic objectives is measured against set targets and milestones as outlined in the annual reports and the APP. Performance information is essential to focus the attention of the public and oversight bodies and Executive Authority like DHET and DPSA as the employer and strategic partner, on whether public institutions like PSETA are delivering value, by comparing their performance against their budgets and service delivery plans, and to make corrective measures were required. The diagram below illustrates the accountability process PSETA follows to track performance.

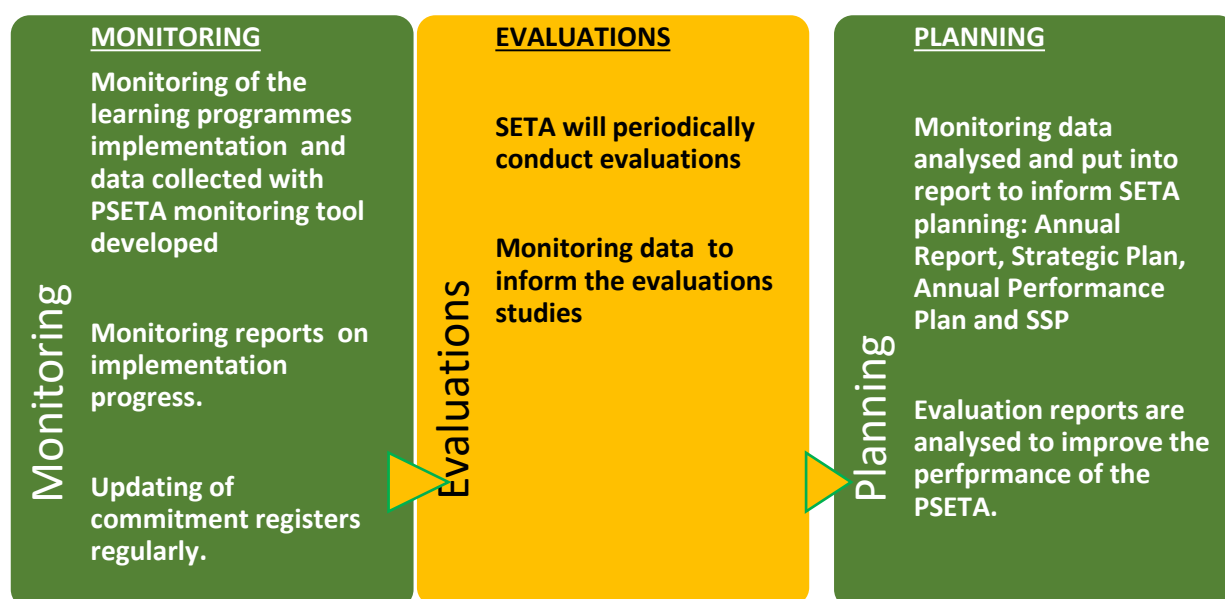


Figure 13: PSETA's Accountability process and Performance Information

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). PSETA's focus is on the evaluation of its learning programmes.

Dedicated impact assessments are designed to be part and parcel of the planning process. These analyse the various projects and programmes against their indicators and determine whether there is any return on investment for the various funding vehicles. At this stage, PSETA does not have dedicated impact surveys within this process. Instead, it conducts adhoc impact research. The evaluation of impact per programme is conducted through the collation and analysis of data against indicators and is presented in various formats, including the SETA quarterly monitoring reports.

The information that is contained in this chapter was sourced through the review of the PSETA's 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 2019/20 financial year, the PSETA achieved 93% of its Service Level Agreement targets.

5.3. The extent to which the intervention support ERRP

PSETA has continuously supported unemployed learners through the Global Skilling Initiative to access opportunities in the sector and promote the initiative through its networks to ensure that as many unemployed learners as possible have free access to the best resources, to improve knowledge and capabilities. This includes leveraging partnerships with other public sector entities in opening up access to libraries, computer labs, community halls and Technical and Vocational Education and Training (TVET) colleges, as well as assisting with the connectivity needed to participate in, and complete the training and certifications that will help their employability by bringing them into the digital economy.

Digital skills are the key to employability and economic growth. "Research has found that the most critical future skills that businesses will continue to require in the next five years are all digital, with data analysts, data scientists and machine learning specialists topping the list of the most in-demand roles," as mentioned by Lillian Barnard, Managing Director at Microsoft South Africa.

5.4. 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. The PSETA M&E Framework will guide the implementation of M&E within the SETA.

5.5. 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.

6. Chapter 6: Strategic Skills Priority Actions

6.1. Introduction

This final chapter of the SSP presents the key findings from previous chapters. These key findings then inform the skills priority actions that PSETA will focus on to address these findings. Consideration of national strategies and plans has also been taken into account to ensure alignment with government's priorities in particular the immediate pressing issues highlighted in the ERRP and Skills Strategy. 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 23: 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 Public Service wage bill has been a major driver of the fiscal deficit making up. 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 with 82% being Africans, 2% Asians, 9% Coloured and 7% White.• The economic outlook for the Public Service sector is still weak even though it has stabilised. The unemployment rate remains high as a result of the Covid-19 pandemic, July 2021 unrest and general economic crisis.• 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

Chapter	Key Findings
	<p>Departments, 75.33% in the Legislatures and Parliament, and 63.71% in the Public Entities</p> <ul style="list-style-type: none"> • 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 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 ERRP through Skills Strategy requires PSETA to implement the 10 interventions and integration of the District Development Model into the SETA plans and into the broader plan of aligning with the National Development Plan's infrastructure. • Professionalisation of the Public Service Framework finalisation by the NSG will have impact on the policies and plans in particular the recruitment processes within the Public Service. • The review of the Public Service Regulations (2016) is currently underway. • 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. • 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 of trade 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.

Chapter	Key Findings
	<ul style="list-style-type: none"> • The digital skills need to be integrated across all occupational levels and categories as an emerging skills gap. • The PSETA QA unit has reviewed and assessed 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. • New Occupational qualifications have been developed namely • 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 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 example of the innovative global Partnership, namely, the PSETA Batho Pele Digital Skills Programme will benefit the whole Public Service sector through the partnership with DPSA. • 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. • M&E is done to measure organisational efficiency through tracking and impact assessment. • 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.

Chapter	Key Findings
	<ul style="list-style-type: none"> Monitoring of projects, specifically in interventions such as learnerships, internships, work integrated learning and apprenticeships is conducted by the implementing unit within PSETA. The Batho Pele Digital Skills Programme was one of the interventions PSETA implemented in response to ERRP Skills Strategy in 2021/2022. 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.

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.

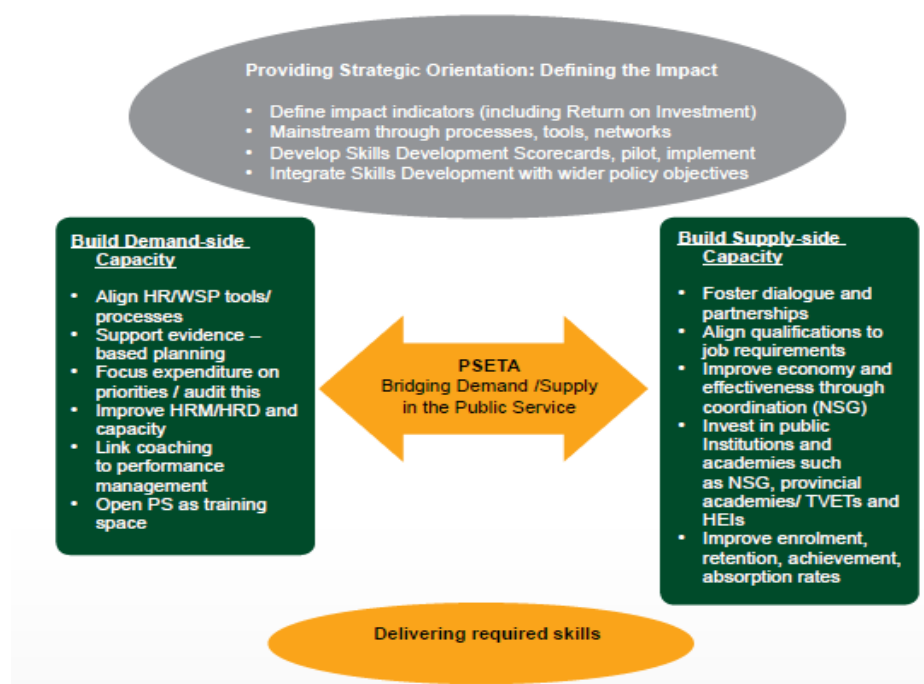


Figure 13: Conceptual Framework

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, contribute towards stimulating the economic growth through the ERRP, advocacy and engagement with the sector. Further, the Covid-19 pandemic requires partnering with key stakeholders to address immediate skills requirements for the sector. In response to the technological change driver and COVID 19, PSETA through the Global Skills Initiative has partnered with Microsoft Africa and Afrika Tikkun to young unemployed people with relevant skills that will help make them more employable.

Skills Priority 2: Increased research and impact assessment of programmes

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

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

The aim is to align supply-side provision 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. In direct response to interventions two and three of the Skills Strategy, this skills priority aims to ensure that PSETA supports TVETs with their programmes and provide support for WIL. 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.

The ERRP Skills Strategy places emphasis on accessing targeted skills programmes. In order to achieve this PSETA will target funding and quality assurance mechanisms linked to ERRP sectors to allow for immediate and short interventions that result in access to targeted skills programmes (e.g. digital skills); access to workplace-based experience to assist learners who require to complete their qualifications and workplace experience that new entrants require after completing their qualifications for successful transition into the labour market (internships); retraining/up-skilling to preserve jobs with focus on public employment; increased access to programmes resulting in qualifications in priority sectors; and meeting demand in List of Critical Occupations: importing skills.

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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