



# The PSETA Sector Skills Plan Update for 2019 – 2020

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Public Service Sector Education and Training Authority (PSETA)

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higher education  
& training

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Department:  
Higher Education and Training  
REPUBLIC OF SOUTH AFRICA

## Foreword

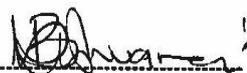
The importance of an effective and efficient Public Service workforce cannot be overstated. The National Development Plan (NDP) calls for the building of a “capable state” – underpinned by “effectively coordinated state institutions with skilled public servants who are committed to the public good and capable of delivering consistently high-quality services, while prioritising the nation’s developmental objectives”. Effective human resource planning in the Public Service sector provides the required strategic direction to guide the development of human capital that is required by the state in order to deliver on its developmental goals and objectives. More specifically, human resource development requires that skills gaps and needs are identified and addressed through appropriate mechanisms.

This Sector Skills Plan (SSP) provides the evidence base which the PSETA Accounting Authority will use to guide decision making; and inform its Strategic, Annual Performance and Operational plans, to ensure that the utilisation of public funds under PSETA’s control addresses the needs of the sector. Human resource development efforts and resources are spread across the sector and strategic partnerships are therefore at the heart of how PSETA is taking 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.

A range of secondary legal, regulatory and policy frameworks elaborate the strategic direction required to achieve the NDP objectives. For example, the National Integrated Human Resource Development (NIHRD) Plan emphasises the need to professionalise the Public Service, opening it as a training space and promoting the Public Service as a career of choice. The Department of Public Service and Administration (DPSA) and other lead departments provide the strategic imperatives through policies and strategies such as this.

PSETA in partnership with key role players, under the leadership of the Department of Higher Education and Training (DHET), coordinates resources and efforts to support such developmental objectives across the “skills pipeline”. From general foundational learning delivered by Technical and Vocational Education and Training (TVET) Colleges and Higher Education Institutions (HEIs), through job-specific learning delivered by state academies and “bridging into work” interventions, to on-the-job learning done within departments, the PSETA interventions outlined in this SSP aim to build “a skilled and capable workforce for an efficient, effective and development-oriented public service”. These interventions are not restricted to skills at the level of individual human beings; but also to embed skills development in building state organisational capabilities aimed at improving service delivery to the citizens of South Africa.

As the incoming Accounting Authority our priority is to ensure that our oversight role is strengthened so as to ensure that the SETA achieves and exceeds its service delivery obligations to the Public Service sector.



**Adv. Bantomu Diamond Mushwana**  
**Accounting Authority Chairperson**

## AUTHORISATION OF THE PSETA SECTOR SKILLS PLAN FOR 2019/20

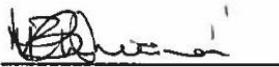
We, the undersigned, hereby endorse and approve, on behalf of the Public Service Sector Education and Training Authority and Management, the contents of the Sector Skills Plan Update for the year 2019 - 2020.



**Mr Marks Thibela**

**PSETA ACTING CEO**

Date: 30/07/2018



**Adv. Bantomu Diamond Mushwana**

**PSETA ACCOUNTING AUTHORITY CHAIRPERSON**

Date: 30/07/2018

## EXECUTIVE SUMMARY

This PSETA Sector Skills Plan (SSP) Update builds on the foundations established in the previous five SSPs, in which a clear approach was developed for identifying and prioritising skills and training needs in the Public Service. The approach 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 National Development Plan.

The approach uses organisational performance as the lens to thematise skills needs: a priority skill is one that will make the biggest difference to the performance of Public Service sector. Skills development for the Public Service is 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). Thus, the identification of priority skills and training needs should be informed by an analysis of the major drivers / inhibitors of public sector organisations’ performance in South Africa; and not simply by an analysis of current labour shortages and skills gaps across organisations in the Public Service.

Furthermore, the SSP draws on primary research relating to sector specific skills issues, analysis of major government policies and their implications for skills planning, relevant databases (including Personnel and Salary Information System of Government (PERSAL), WSP/Annexure2 data and HR Plans) and secondary literature. PSETA has also conducted a number of research studies to inform skills needs and human resource development issues in national and provincial departments, parliament and provincial legislatures and identified public entities.

The key change drivers impacting skills in the sector which have been identified include; new policy directions and priorities initiated by Government which may impact employment and the skills demand in the sector; the organisation of the state, the service delivery models and structure of operations which may have implications for which kinds of capacities the state needs to develop; and the increased focus on capacity building of Human Resources Management (HRM) and Human Resource Development (HRD) Units in the Public Service to shape the extent to which skills needs and gaps are appropriately identified.

The Professional, Vocational, Technical and Academic Learning (PIVOTAL) list of skills needs for the sector have been identified employing various sources to analyse skills demand and supply. The key training priority needs informed by the key strategic objectives of the departments and public entities, accompanied by the frequency of priority areas were analysed to generate initial findings. The top 10 list was produced through frequency analysis and triangulation with information and data from various sources, which is detailed further in chapter three. It is however important to note that the PIVOTAL list of skills generated does not adequately cover the needs of the sector. It should not be regarded as a prescriptive list of skills, but rather as a heuristic guide.

PSETA engages in a wide variety of partnerships with key stakeholders as well as the supply side providers in order to deliver on its mandate. To support the development of the sector, inter-SETA partnerships; partnerships with national departments leading the development of priority state capabilities and Offices of the Premier; as well as partnerships with TVET Colleges and Higher Education Institutions, are imperative to the successful implementation of PSETA projects. PSETA partnerships are also extending into the international domain with a European Union partnership to

network public entities with highly specialized skills needs with international counterparts. This partnership is already extending into the SADC region. Detailed information on the SETA's partnerships have been outlined in chapter four of this SSP.

PSETA continues to prioritise the development of state capabilities to support the priorities identified in the NDP Chapter 13. Based on this SSP update, the following are the four strategic focus priorities of the PSETA which will be delivered through relevant projects.

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

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

## ACRONYMS & ABBREVIATIONS

<b>AA</b>	Accounting Authority	<b>NC (V)</b>	National Certificate (Vocational)
<b>APP</b>	Annual Performance Plan	<b>NDP</b>	National Development Plan
<b>ATR</b>	Annual Training Report	<b>NQF</b>	National Qualifications Framework
		<b>NSC</b>	National Senior Certificate
<b>CHE</b>	Council on Higher Education	<b>NSDS</b>	National Skills Development Strategy
<b>CIP</b>	Compulsory Induction Programme	<b>NSF</b>	National Skills Fund
<b>DHA</b>	Department of Home Affairs	<b>NSG</b>	National School of Government
<b>DHET</b>	Department of Higher Education and Training	<b>OFO</b>	Organising Framework for Occupations
<b>DPME</b>	Department of Planning, Monitoring and Evaluation	<b>PERSAL</b>	Personnel and Salary Information System of Government
<b>DPSA</b>	Department of Public Service and Administration	<b>PIVOTAL</b>	Professional, Vocational, Technical and Academic Learning
<b>DTI</b>	Department of Trade and Industry	<b>PSETA</b>	Public Service Sector Education and Training Authority
<b>ETQA</b>	Education and Training Quality Assurance	<b>PS-HRDSF</b>	Public Service Human Resource Development Strategic Framework
<b>GDP</b>	Gross Domestic Product	<b>QCTO</b>	Quality Council on Trades and Occupations
<b>HEI</b>	Higher Education Institution	<b>RPL</b>	Recognition of Prior Learning
<b>HRD</b>	Human Resource Development	<b>SARB</b>	South African Reserve Bank
<b>HRDCSA</b>	Human Resource Development Council of South Africa	<b>SCM</b>	Supply Chain Management
<b>HRM</b>	Human Resource Management	<b>SETA</b>	Sector Education and Training Authority
<b>HTFV</b>	Hard To Fill Vacancy	<b>SIC</b>	Standard Industrial Classification
<b>ICT</b>	Information and Communication Technology	<b>SIPs</b>	Strategic Integrated Projects
<b>IDMS</b>	Infrastructure Delivery Management System	<b>SMS</b>	Senior Management Service
<b>LGSETA</b>	Local Government Sector Education and Training Authority	<b>SSP</b>	Sector Skills Plan
<b>MIS</b>	Management Information System	<b>StatsSA</b>	Statistics South Africa
<b>MMS</b>	Middle Management Services	<b>TVET</b>	Technical and Vocational Education and Training
<b>MPAT</b>	Management Performance Assessment Tool	<b>WIL</b>	Work-Integrated Learning
<b>MTSF</b>	Medium Term Strategic Framework	<b>WSP</b>	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. Furthermore the research conducted is key in providing evidence to inform decision making, policy review, and strategy formulation and to improve on skills planning and delivery systems and services within the sector. This section details the research process and methods that have been utilised in developing this SSP update. The process entailed conducting primary research and consulting secondary sources for relevant data. In this update of the SSP, PSETA commissioned a study to review the Public Service Human Resource Development Strategic Framework (PS-HRDSF) for South Africa and further contributed to the development of an updated PS-HRDSF for South Africa which is being finalised for approval by the DPSA. Internally four research studies were conducted around Understanding the Hard to fill vacancies in the Public Service sector: looking at the case of National Departments, Provincial departments, Legislatures and PSETA registered Public Entities. A study on Monitoring of Workplace Skills Plan implementation in the Public Service was conducted to understand the issues hindering skills planning and implementation of WSPs in the workplace. Research into skills gaps in the Public Service sector and analysis of the expenditure of training by National departments and Provincial Administrations was also conducted by PSETA. The details of each study are provided in table one below. The findings from the research studies were used to update the contents of the current 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
<b>Vacancy Analysis</b>	Understanding the Hard to fill vacancies in the Public service sector: The Case of National Departments, Provincial Departments, Legislatures and PSETA-registered Public Entities.	Qualitative and quantitative	To provide insight into identifying Hard to fill vacancies in the sector.	Face to face interview guide, survey tool.	Departments who are participating in the submission of the WSP/Annexure2.	HRD Key Informants in the sector and document analysis.	September-December 2017.
<b>Skills gaps analysis</b>	Understanding the Skills Gaps in the Public Service Sector.	Qualitative and quantitative	To provide insight into the skills gaps in the Public Service Sector.	Face to face interview guide, survey tool.	Departments who are participating in the submission of the WSP/Annexure2.	HRD Key informants Interviews, document analysis.	September-December 2017.

<b>Comparative study</b>	Monitoring WSP Implementation in the Gauteng Province.	Qualitative and quantitative	To understand the lessons and challenges in the development and implementation of WSPs.	Questionnaire	A sample comprised of a number of Gauteng Provincial Departments and National Departments.	Key Informants from the sampled departments.	November 2017 to January 2018.
<b>HRD imperatives and strategies in the Public service</b>	The Public Service Human Resource Development Strategic Framework 2015 (Review).	Qualitative	To analyse and address the structural challenges of the HRD system in the Public Service, to further develop the new Public Service HRD Strategic Framework along with implementation guide and templates.	Questionnaires, Desktop Review	Key Players in the development of the Public Service HRD Strategic Framework including the DPSA.	Document analysis, Provincial HRD plans, DPME Management Performance Assessment Tool (MPAT) reports.	September 2017– March 2018.
<b>HRD Situational Analysis</b>	An analysis of Training Expenditure in the Public Service Sector.	Quantitative	To review and analyse the training and development expenditure within the Public Service sector over three financial years, from 2014/15 to 2016/17.	Desktop review	National and Provincial Departments.	HR Reports from the government Departments as submitted to the DPSA.	December 2017-March 2018.

## 1. Chapter 1: Sector Profile

### 1.1. Introduction

This chapter focuses on the composition of the sector and profile in terms of size, coverage and economic performance. The scope of the Public Service sector and key role players are explored in detail, leading into a specific delineation between national and provincial government departments, legislatures and parliament, and public entities. The economic and labour market profile section outlines the sector's contribution to the economy and its labour market characteristics. The South African government employs over 1,2 million employees (which excludes the local government sector) of which approximately 565 914 employees within national and provincial government departments are employed under the Public Service Act (PERSAL, 2018). Employment in the sector is a key contributor to combatting the high unemployment rate which currently prevails in the country.

### 1.2. Scope of coverage

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 Public Service Sector Education and Training Authority's (PSETA) SIC codes fall between sic code 9100 and 9108 which encompasses the Public administration related sector. Most national departments fall under sic code 91101, followed by 91102 for Provincial administrations (departments) and 91108 for Legislatures and National Parliament. Public entities are represented by any other code within the Public sector (Statistics South Africa, 2012).

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 focus and emphasis of PSETA is not however on the entire Public Service sector skills but primarily on the transversal skills within the public sector. These are the skills which are dubbed the 'business of government'. Transversal skills and functions 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.



Figure 1: PSETA sub-sectors

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

There are 38 national departments and 112 provincial departments registered with PSETA, of these departments a total of 36 national and 108 provincial departments have submitted their Annexure 2 (commonly referred to as the Workplace Skills Plan (WSP) and Annual Training Reports (ATR)) in 2018, reflecting a 9% and 15% increase in WSP participation of national departments and provincial departments respectively compared to 2017.

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. A total of the nine Legislatures and parliament are registered with PSETA for the purposes of submission of the WSP. In 2018, the national parliament and seven provincial legislatures submitted their WSPs to PSETA.

Public entities, the smallest sub-sector within the PSETA scope, that are registered with PSETA have different mandates but the common skills cutting across these entities are transversal skills. A total of 24 public entities are registered with PSETA, with 21 currently active on the SETA Management Information System (MIS). Significant growth has been achieved in the participation of public entities in the WSP process and in skills development initiatives led by PSETA. Advocacy sessions and concerted engagements with these entities may be attributed with this success.

### 1.3. Key Role-Players

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

*Table 2: Key role players in the sector*

Institution/ Statutory body	Role in the Public Service Sector
<b>The Department of Higher Education and Training</b>	DHET provides the overall policy framework for skills development, mainly articulated in the National Skills Development Strategy III, and oversees the implementation of the Grants Regulations by the SETAs.

<b>Institution/ Statutory body</b>	<b>Role in the Public Service Sector</b>
<b>The Department of Public Service and Administration</b>	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 matter to improve the effectiveness and efficiency of the Public Service and its ability to deliver services to the public.
<b>The National School of Government</b>	The National School of Government (NSG) provides education and training for public employees or servants and also facilitates the provision of training which is either outsourced to training providers or provided in-house.
<b>Provincial and State Academies</b>	Some Provincial administrations and a number of national departments have their own training academies. For example, the Department of Home Affairs (DHA) has a learning academy whose function is to provide learning and development interventions, maintain quality and to administer, manage, and support core learning functions
<b>Human Resource Development Council</b>	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.
<b>Government SETA Forum</b>	The Government SETA (G-SETA) Forum comprises representatives from government SETAs of whom public sector bodies are members and coordinates skills development for government employees across sectors.
<b>Trade Unions</b>	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.
<b>Legislative Sector Support South Africa</b>	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.

#### **1.4. Economic Performance**

The performance of the Public Service sector is intrinsically linked with the performance of the country's economy. In periods of low growth, the state sometimes seeks to lower expenditure through various avenues (although in supply-side strategies, the state sometimes expands public sector employment). One avenue for reducing expenditure is through the reduction of the state's wage bill. Thus, in order to effectively assess the economic performance of the sector, a point of departure will be to briefly outline the existing economic conditions in the country.

South Africa, as an emerging economy and a commodity exporter continues to be under pressure and extremely impacted by declining global commodity conditions seen with decreasing demand from China. Other global factors such as the emergence of the United States from the global financial crisis has resulted in a reversal of capital flows away from the country. The drought conditions, declining investor confidence in the country stemming from policy uncertainty, has exacerbated the low growth faced by the economy (World Bank, 2017). The deteriorating outlook of the South African economy in the first three quarters of 2017 have notably elicited credit rating downgrades in April and November 2017, as two of the three major ratings agencies have downgraded government's local-currency debt to sub-investment level (National Treasury, 2018).

The recent changes in the political landscape however is expected to revive investor confidence and encourage further investment in the country. While global developments will continue to shape the country's economic fate, measures like investment in infrastructure, increasing flexibility in labour and capital markets and improving the quality of education and skills development may be considered to counteract the impact. The measure of importance to PSETA of course remains with enabling skills development in the sector and improving the labour productivity factor.

The World Bank (2018) and Statistics South Africa (2018) noted that the South African economy grew by 1.3% in the 2017 year. Considering the constraints to the economy, this level of growth remains insufficient as this low economic growth combined with weak revenue collections, and continued upward expenditure pressures has kept fiscal deficits higher than forecasted. Revenue collection fell short of projections by R48.2 billion in 2017/18 (National Treasury, 2018). In addressing this shortfall, the 2018 South African budget by the National Treasury noted an increase of 1% in value-added tax. Furthermore, the National Treasury has planned a programme of expenditure cuts amounting to R85.7 billion over the next three years. This has translated to a total reduction of departmental budget allocations by R26.4 billion in 2018/19, R28.8 billion in 2019/20 and R30.5 billion in 2020/21 (National Treasury, 2018).

The spending reductions deliberated upon in the 2018 budget focused mainly on large programmes, departmental administrative budgets, public entities, and capital transfers to provinces and municipalities; additionally all national and provincial departments have been urged to reduce their spending on administration. It is important to note that these remedial actions are also aimed towards responding to the new policy initiatives of government. Notable is the allocation of R57 billion that was added to the budget of the DHET to fund the

fee-free tertiary education and training for students from households earning less than R350 000 a year as announced in December 2017 (National Treasury, 2018).

The likely impact of budget reductions at national and provincial government departments may be seen within recruitment; with a reduction or constancy in head counts in the Public Service. It is expected that job prospects in the Public Service sector will likely be negatively affected by this move. Other negative consequences may be seen with budget cuts to the 1% training budget allocated for training by national and provincial departments. The budget cuts reflects the vulnerability of the Public Service sector to South Africa's economic performance and shocks. It is likely that a 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.

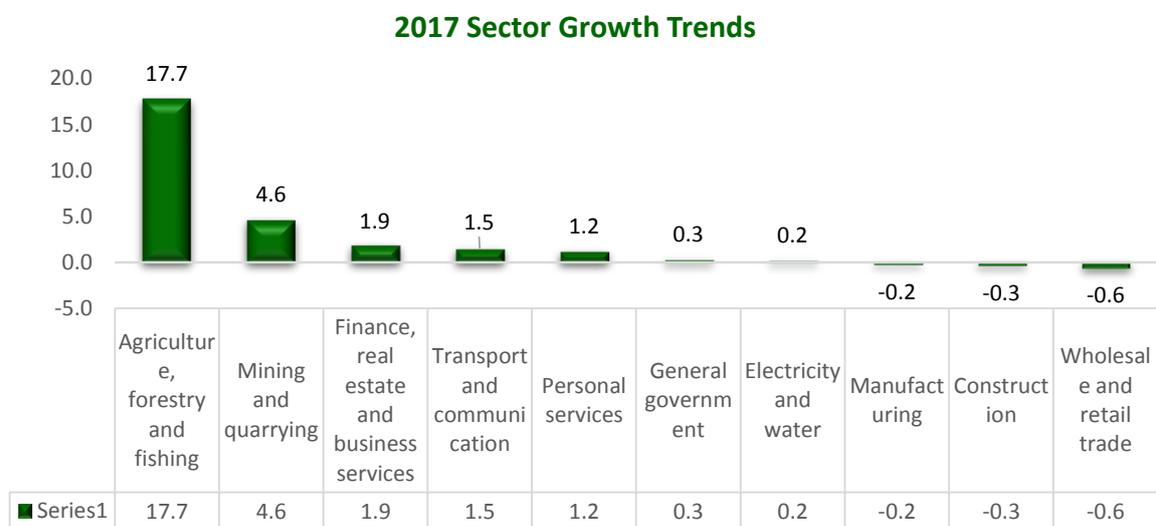


Figure 2: Sector Growth Trends, 2018  
Source: Statistics S.A, 2018

In order to examine the performance of the General Government Services sector against other sectors of the economy, a comparison of the sector growth trends is observed. Figure 2 shows that General Government services grew by 0.3% in the year 2017. It should further be noted from figure 2 that the 1.3% Gross Domestic Product (GDP) growth experienced in South Africa is largely attributed to the positive growth in the agricultural sector. Whilst the contribution to GDP of the General Government Services sector was positive, it did not do as equally well as the other major sectors such as agriculture and mining. The World Bank (2018) estimates an economic growth of 1.4% in 2018 for South Africa.

The sector's contribution to value added to the economy in South Africa in Rand millions is illustrated in figure 3. 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 2012 to quarter four of 2017 is approximately 62%.

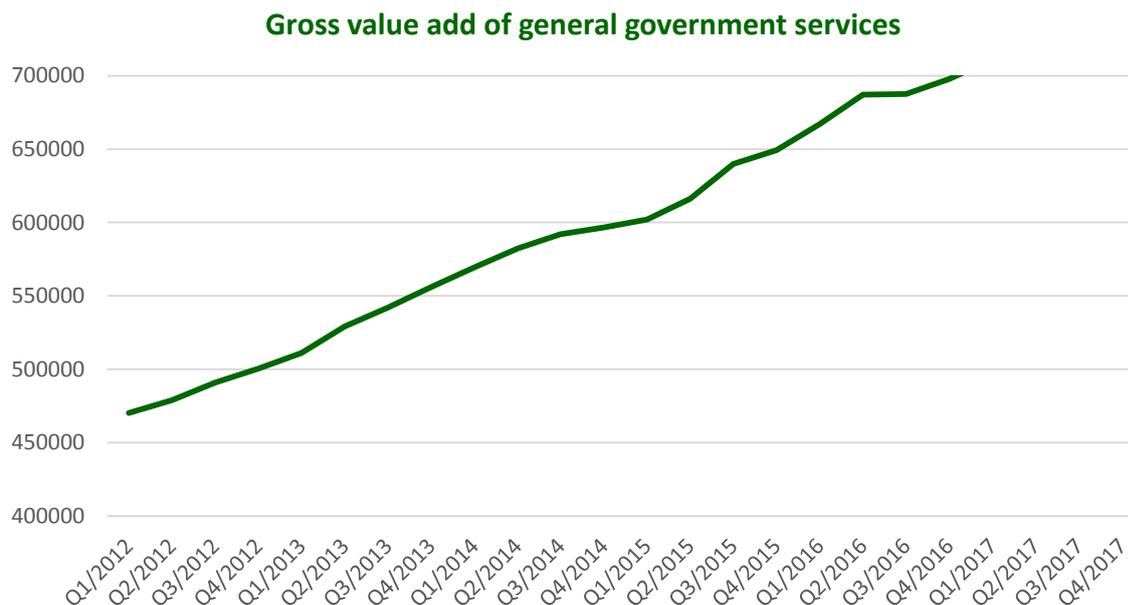


Figure 3: Gross value add of the sector Q1: 2012 to Q4: 2017  
Source: SARB

Whilst the value added by the sector is significant, consideration must be taken of the existing constraints to economic growth. Rising levels of inflation, continued liabilities of state-owned entities, higher debt and debt-service costs, increasing public-service compensation budget and deficits in revenue collections have been identified as threats to widening the budget deficit, thus diminishing government’s capacity to meet the targets of the NDP (National Treasury, 2018). The 2018 Budget proposed to narrow these fiscal deficits through a programme of expenditure cuts identified by a Cabinet subcommittee, and reprioritising spending (National Treasury, 2018). Several tax measures, including a value-added tax increase and maintaining the top four tax brackets with no inflationary adjustment were also introduced by the National Treasury, this will raise an additional R36 billion in 2018/19, which will enable government to narrow the revenue gap (National Treasury, 2018).

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

The National Treasury (2018) recommended that the state needs to contain the public-service wage bill, which has crowded out spending in other areas. The level and rate of growth in remuneration in the Public Service remains a concern (National Treasury, 2018). Table 3 shows the percentage change year-on-year of employee compensation for the various sectors of the economy. Within the General Government Services sector, there has been a 6.8% increase in compensation of employees from 2014 to 2015. This when compared to the other sectors of the economy shows that compensation increases in the sector has been the third

lowest, following that of the Agriculture, forestry and fishing sector (6.1%) and the personal services sector (6.7%).

Table 3: Trend of employee compensation

<b>Compensation of employees- Current prices</b>					
<b>% change year-on-year</b>	<b>2011 (%)</b>	<b>2012 (%)</b>	<b>2013 (%)</b>	<b>2014 (%)</b>	<b>2015 (%)</b>
Agriculture, forestry and fishing	3.1	6.6	10.2	8.5	6.1
Mining and quarrying	12.8	12.6	10.0	5.3	8.8
Manufacturing	6.1	8.5	10.9	9.1	8.7
Electricity, gas and water	17.9	13.1	11.3	7.9	7.8
Construction	8.4	9.6	11.0	8.9	8.1
Trade, catering and accommodation	10.2	9.9	7.7	7.9	7.2
Transport, storage and communication	10.8	8.3	9.2	7.4	8.2
Finance, real estate and business services	11.2	8.2	10.3	9.7	9.6
<b>General government services</b>	<b>11.6</b>	<b>8.1</b>	<b>9.5</b>	<b>7.2</b>	<b>6.8</b>
Personal services	8.2	8.3	10.4	7.1	6.7
<b>Total</b>	<b>10.1</b>	<b>8.9</b>	<b>9.8</b>	<b>8.0</b>	<b>7.9</b>

Source: Stats SA, 2016

In order to reinforce the expenditure ceiling of government, an exercise to model remuneration trends is also under way. Preliminary results indicate that increases in the remuneration bill in central, administrative and policy departments are partly driven by increases in employee numbers or salary levels, without a commensurate increase in productivity. In addition, the NT, DPSA and DPME are assessing the 2015 public-sector wage negotiation process. The results of the assessment will be used to develop and propose reforms to collective bargaining and remuneration that could further enhance fiscal stability. While overall growth in spending has been slowing, spending on compensation of employees is projected to grow by 7.4% over the medium term as a result of the 2015 wage settlement. Government's efforts to curb unsustainable growth in the wage bill will see the proportion of consolidated spending consumed by compensation of employees remain at about 35% over the medium term (National Treasury, 2016).

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. National Treasury assumes department management are better placed to decide where savings would least harm service delivery. 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 (interview with public sector economist Conrad Barberton, Cornerstone Consulting, July 2015). Thus, the poor 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 4 below outlines the number of employers per sub-sector that are registered and that have submitted their WSPs for 2018 to PSETA. Table 4 further outlines the size and the proportion of which they make up the sector.

Table 4: 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	4	33	37	21%
Provincial departments	0	4	105	109	63%
Provincial Legislatures and Parliament	0	4	64	8	5%
Public entities	6	3	10	19	11%
<b>Total</b>	<b>6</b>	<b>15</b>	<b>152</b>	<b>173</b>	<b>100%</b>

Source: PSETA MIS 2018

Provincial departments make up the largest proportion of the sector (63%), 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%). The majority of the organisations reporting to PSETA are large employers, i.e. employers employing over 150 employees. Of the registered employers with PSETA, approximately 96% submitted their WSP for the 2018 period.

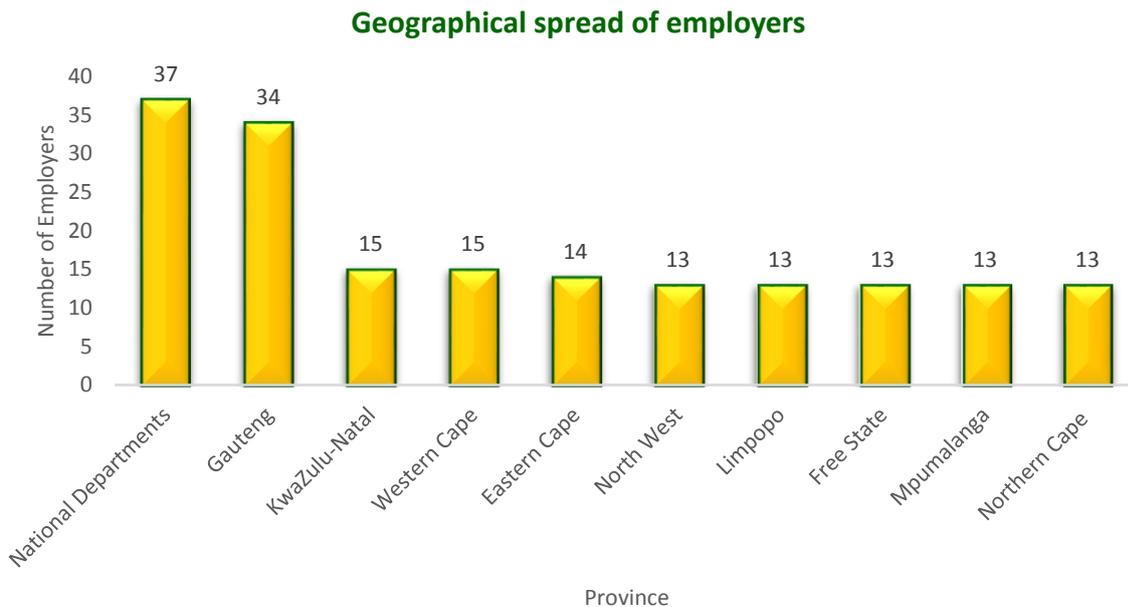


Figure 4: Geographical spread of employers  
Source: PSETA MIS 2018

The analysis of the geographical spread of the sector is illustrated in figure 4. 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 39% when taking into account all national departments which are housed in Gauteng including their ministries which may also have offices in the Western Cape. The KwaZulu-Natal and Western Cape provinces are the third largest employers after national and Gauteng provincial departments.

## 1.6. Labour Market Profile

It is important to understand the labour market profile of the sector. Analysis of the 2018 WSP data and the PERSAL data has been undertaken to assess the state of the labour market. Table 5 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 2018 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 Health Act, Education Act, etc. This analysis focuses on those that are employed under the Public Service Act.

Table 5: Employees in the sector

Sub-sector	Number of employees	% in the sector
National and provincial departments	565 914	73.36%
Legislatures and parliament	2 600	0.34%
Public entities	202 903	26.30%
<b>Total</b>	<b>771 417</b>	<b>100.00%</b>

Source: PSETA MIS 2018 & PERSAL 2018

The gender and race demographics of the sector are presented in figure 5 and 6 respectively. By utilising the WSP data for employees in parliament, legislatures and public entities and the PERSAL data for employees within national and provincial departments, a complete labour market profile has been provided. Annually, national and provincial government departments submit plans and reports on the Gender Equality Strategic Framework (GESF) and implementation thereof. The GESF driven by the DPSA has been operational since April 2009. Quoted verbatim below from the DPSA (2018), overall findings from the 2017 GESF reports show that:

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

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

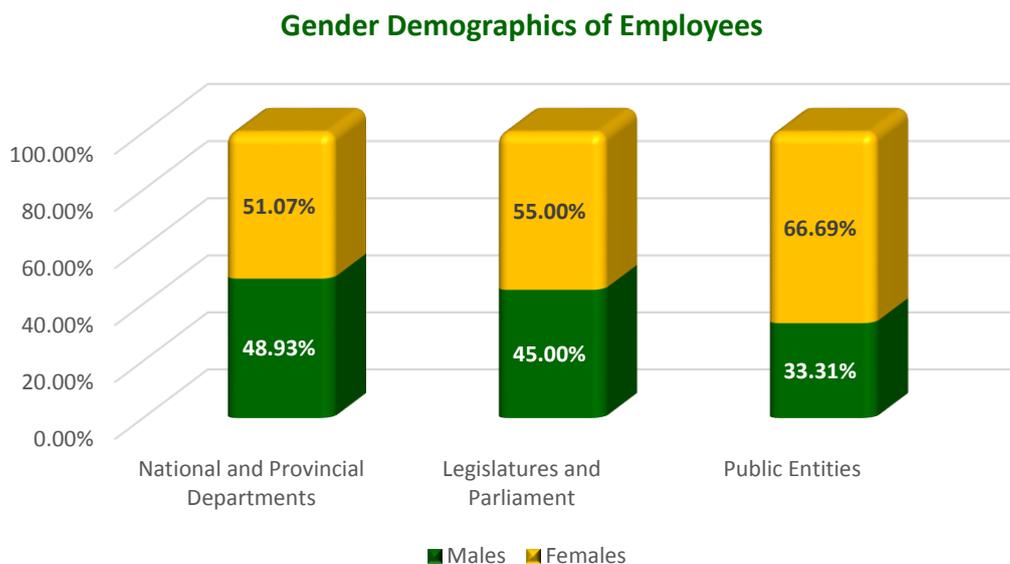


Figure 5: Gender Demographics of employees per sub-sector  
Source: PSETA MIS 2018 & PERSAL 2018

The employment data by gender in the Public Service sector has remained constant with more women employed than men across the sub-sectors. The number of males have declined across the sub-sectors by approximately 11% when compared to 2017. On average, there are approximately 10% more women employed in the sector than men. Figure 6 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 comprising 82.26 % at National and Provincial Departments, 74.27 % in the Legislatures and Parliament, and 58.55 % in the public entities.

### Race Demographics of Employees

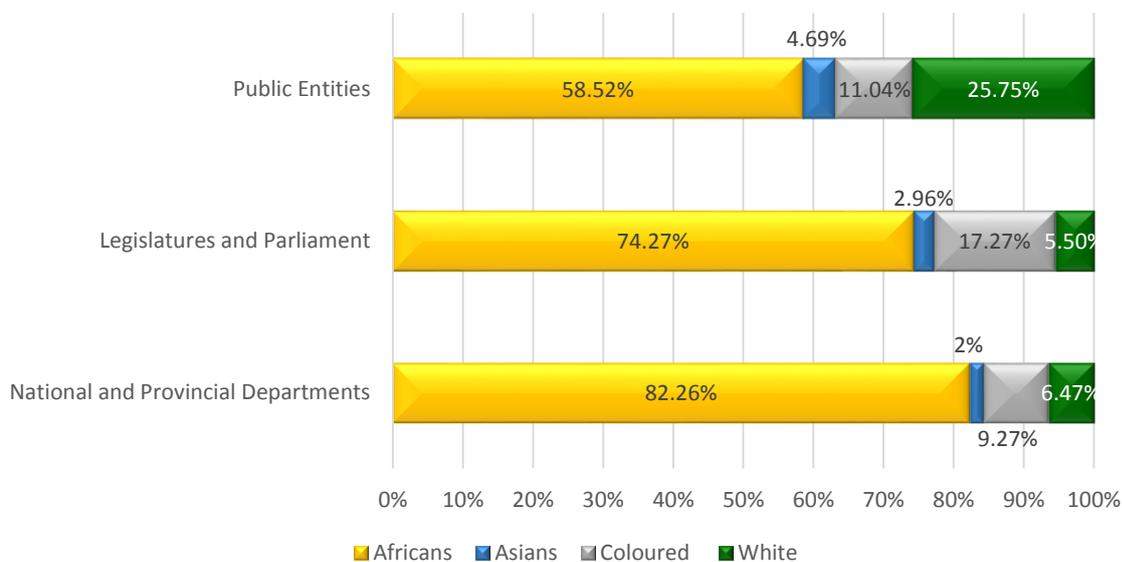


Figure 6: Race demographics of employees  
Source: PSETA MIS 2018 & PERSAL 2018

The proportion of disabled people employed in the sector remains low at approximately 1.04%. Departments are required to submit implementation plans and reports on the JobAccess Strategic Framework for the Recruitment, Appointment and Retention of People with Disabilities (JA). Monitoring of the provision of reasonable accommodation and assistive devices (RAAD) is institutionalised in the DPSA Policy on the Provision of Reasonable Accommodation and Assistive Devices for Employees with Disabilities in the Public Service which was accompanied by a directive in 2015. Departments submit information on this through the JA monitoring template. In the 2016/17 financial year only 59 departments submitted information on RAAD. According to the DPSA (2017) however, in the past two years the information provided in the reports was not adequate and departments have been requested to submit additional information relating to RAAD.

### Geographical spread of Employees

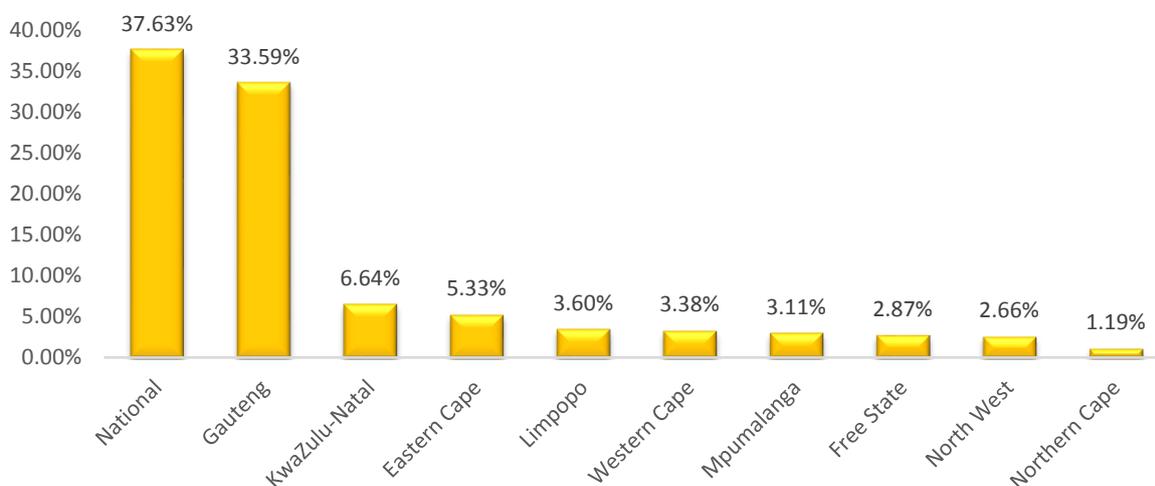


Figure 7: Geographical spread of employees  
Source: PSETA MIS 2018 & PERSAL 2018

Figure 7 shows the geographical spread of employees in the sector. The majority of the employees in the sector are employed by national departments, followed by the Gauteng and KwaZulu-Natal provincial administrations. The geographical spread of employees depicts a similar picture with figure four above showing the geographical spread of employers. The Gauteng Province has a higher number of employees compared to the other Provinces due to public entities being housed in the Gauteng Province.

Table 6: Employment per major occupational category

Major occupational category	Number of employees	Percent
Administrative Office Workers	173 982	33.78%
Elementary occupations	117 275	22.77%
Professionals and Managers	223 752	43.45%

Source: PERSAL 2018

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, 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 Professionals and Managers category at 43.45%, followed by Administrative Office Workers at 33.78% and then Elementary Occupations which is at 22.77%. 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.

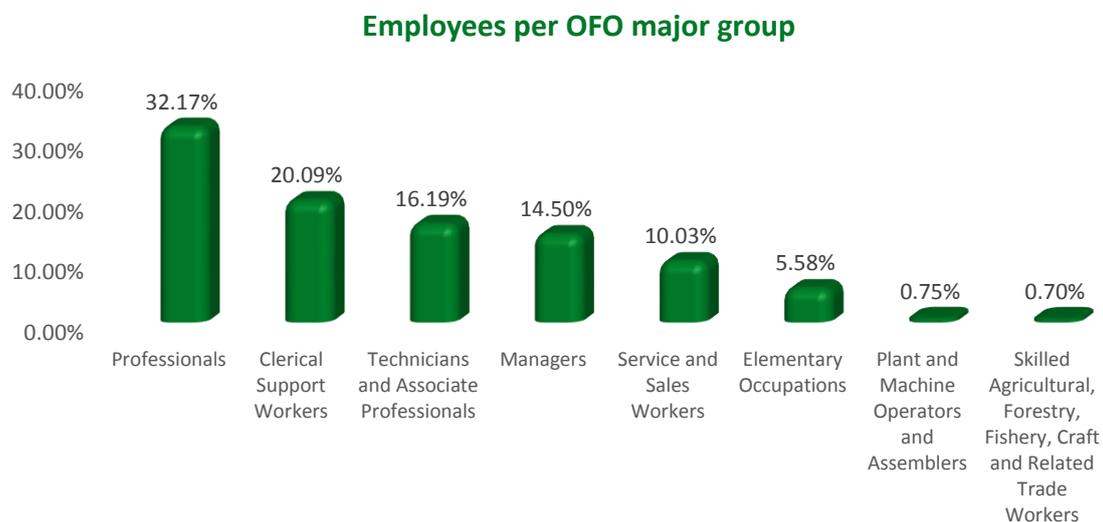


Figure 8: Employees per OFO major group

Source: PSETA MIS 2018

Figure 8 above is based on the 2018 WSP data analysis which reflects employment by the Organising Framework for Occupations (OFO) major group. The distribution indicates that the majority of employees (32.17%) are within the Professional workers major group followed by Clerical Support workers at 20.09% of employees and Technicians and Associate Professionals

constituting 16.19% of the sector. Managers makes up 14.50% of the employees at Senior Management Service (SMS) level within the Public Service sector. The percentage of Managers and Professionals major groups in the Public Service sector has increased when compared to 2017 figures. The picture shows similar trends with PERSAL data which currently does not yet capture occupational data per OFO categories.

PSETA's support for skills development focusses on all occupations reporting only to PSETA that are transversal with the SMS making up a total of 9 780 employees in the Public Service sector (PERSAL, 2018). A decrease in SMS is observed when compared to 10 014 SMS personnel reported in 2017 with the race demographics for SMS personnel at 7 159 Africans, 636 Indian/Asian, 773 Coloured and 1 212 White (PERSAL, 2018). The Middle Management Services (MMS) makes up a total of 16 224 employees in the Public Service, constituted of 12 196 Africans, 664 Indian/Asian, 1 219 Coloured, and 2 145 Whites (PERSAL, 2018). The age analysis on PERSAL in 2018 shows that the average age of public servants employed under the Public Service Act remains constant at 43.1 years, with the average length of service being just over 13 years. While the Public Service should ensure a constant stream of new recruits into the Public Service, staff retention is important to ensure strong institutional memory in order to respond to the drivers of change in the sector.

## **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 in the sector. As a sector it is highly legislated with a substantial number of role-players that exist to ensure compliance and governance in the Public Service sector.

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 sector is particularly important.

## 2. Chapter 2: Key Skills Issues

### 2.1. Introduction

Having outlined the Public Service sector profile in chapter one, this chapter focuses on the five key themes and issues that have been identified as driving change and impacting the skills demand and supply in the Public Service sector. These change drivers were identified through engagement with stakeholders, review of policy documents, existing research and current affairs issues. 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 chapter also looks at the National Strategies and Plans to identify their relevance to the sector.

There are many government priorities but for this SSP update the focus will be on the NDP, the NSDS III, Outcome 5: on “A skilled and capable workforce” and Outcome 12: on An efficient, effective and development oriented Public Service, the NSDS III, the National Skills Accord and the White Paper on Post School Education and Training, all of which are broadly linked to the goals of the NDP.

### 2.2. Change Drivers

#### 2.2.1. Major factors impacting on skills demand and supply in the sector

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

- i. **Technology:** The role of technology as a key driver of change cannot be ignored. Technology has enabled many service delivery functions to shift towards more automated systems such as electronic record keeping, automated leave systems, online services, etc. It is increasingly becoming more expectant that government, in delivery of services, provide the same quality of customer service that citizens encounter in the private sector. Thus, integrating consumer preferences, with technology is one way of meeting expectations. This places a demand for new skills and innovation within the sector. One example of technological innovation within the Public Service sector is within the Gauteng provincial Department of Education where an online platform has been introduced for parents seeking school placement opportunities for their children. Information and Communication Technology (ICT) is seen as a key enabler to government departments to deliver better and more efficient services. The digitisation of the Public Service sector through e-government forms part of the move towards improved ICT systems within the sector.
- ii. **Geographical Positioning:** Another major factor which impacts the work of departments is the delivery of services within rural areas. Most provincial departments located within rural areas face a challenge with a shortage of employees who are more attracted to employment and livelihood in metropolitan areas. This contributes to the existing situation of a skills bias within urban areas.

- iii. **Human Resource Dynamics within the Public Service:** Human resources in the form of people is the most valuable asset of the Public Service sector, therefore managing human resources effectively and strategically is the cornerstone of delivering mandated good and services. Four sub-change drivers which fall within the wider ambit of human resources are discussed below:
  - a. ***The quality and availability of talent pool in the Public Service:*** The sector has a talent capacity need in order to respond to the complex and dynamic skills demands, therefore there is a need for skilled professionals (e.g. HR planning, OD etc.). However, the Public Service sector is often unable to compete with the private sector in terms of talent for a variety of reasons such as remuneration, benefits, etc. The sector finds itself failing to attract and retain the talented people it needs to help modernise the Public Service sector.
  - b. ***Capacity limitations:*** Constraints in key skills such as HR and Human Resource Development (HRD) persist due to frozen posts and cost containment measures initiated by National Treasury. This has negative consequences on the skills supply and capacity within departments. A strong assertion of building capacity of the Public Service is the need to build capacity of those in HR and HRD roles in order to ensure an enabling environment of skills development in the sector. Thus, limitations to building this capacity of HR and HRD personnel may have far reaching consequences in the sector.
  - c. ***Ageing Public Service workforce:*** Changes in the size of the Public Service due to changes in the size of the population and the rate of retirement of public servants from the sector (commonly referred to as replacement demand) impacts service delivery. New policy directions and priorities initiated by government can have an impact on the number of people employed and the skills demanded in the Public Service. The organisation of the state and the service delivery models through which the state chooses to deliver services and structure its operations will have implications for which kinds of capacities the state needs to develop.
  - d. ***Eliminating long-standing vacant posts in the Public Service sector:*** The DPSA with National Treasury is working on submitting a progress report on the work undertaken in freezing or eliminating long-standing vacant posts, and removing redundant Public Service posts, which has become more pressing in the context of tighter fiscal constraints.
- iv. **PSETA Qualifications realignment to the Quality Council on Trades and Occupations (QCTO) model:** PSETA legacy qualifications need to be reviewed for realignment toward occupationally directed qualifications required by the sector. Qualification design and development managed by Development Quality Partners need to take DPSA's input as the employer through Communities of Expert Practice (CEPs). This change driver is key in driving the new approach to skills development to ensure the relevance of the qualifications for the Public Service sector.
- v. **Proposed National Skills Development Plan (NSDP) 2030 landscape:** The NSDP was developed to address problems and opportunities in the skills development landscape that were identified in NSDS I, II and III. The objectives of the NSDP are embedded in the White Paper on PSET which is to have one single coordinated PSET system, stronger, more cooperative relationship between education and training institutions and the workplace and the PSET system that is responsive to the needs of the Public

Service, employers as well as broader developmental objectives. The NSDP is a change driver by its nature because it will inform future changes within skills development in the Public Service sector (DHET, 2017).

### 2.2.2. Key skills implications

The HRD Council has noted that skills development in the Public Sector should specifically aim at building the state capabilities to deliver on the NDP. This relates back to the point of policy direction and government priorities identified as a change driver in the sector. The capacity building that has already been adopted by the Public Service is seen in the case of financial management occupations where National Treasury, as the lead department, has developed competency frameworks to enable a standardized approach to building this capacity in the sector. Figure 9 outlines the approach to identifying and prioritising state capabilities required for the sector.

#### Framework

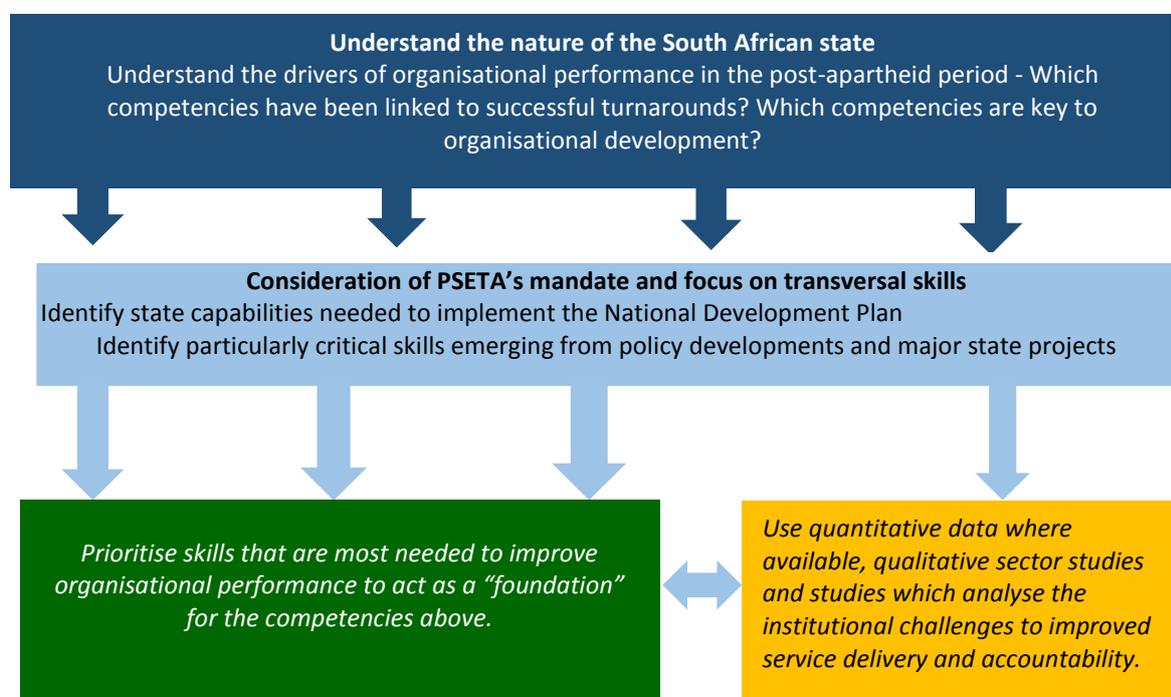


Figure 9: Framework for guiding skills identification in the Public Service

Following from the five key factors driving change in the sector, the table which follows summarises the key skills implications for each factor.

Table 7: Key skills implications

Change Driver	Implications for skills planning
<b>Technology</b>	<ul style="list-style-type: none"> <li>Technology as a driver of change in the Public Service sector has enabled most government departments to shift towards more automated systems such as an electronic record keeping, automated leave systems, online services, etc. This places a demand for new skills that are ICT related. Further reskilling and retraining employees to be able to adequately engage and utilise new</li> </ul>

Change Driver	Implications for skills planning
	<p>systems will be required. With the introduction of ICT systems for delivery of services, citizens require technical expertise to access and use such systems. Thus, any department introducing innovation ICT systems or platforms needs to have adequately capacitated employees to be able to support the implementation of such systems.</p> <ul style="list-style-type: none"> <li>• In the Public Service space technology in the form of e-learning has been identified as a crucial mechanism to delivering skills development in a cost effective and efficient manner. This delivery mechanism allows for skills development to evolve in terms of being more accessible and available to especially employed people within the sector.</li> </ul>
<b>Geographical positioning</b>	<ul style="list-style-type: none"> <li>• 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 unemployment issues which may persist.</li> </ul>
<b>Human Resources dynamics in the Public Service:</b>	<ul style="list-style-type: none"> <li>• There has been much discussion in the public domain about the lack of service-orientated culture amongst many public servants. Changes in values and norms are generally not affected by time spent in short courses on values and ethics. The NSG has the potential to play a fundamental role here if curriculum and delivery models are carefully piloted, and a strong faculty of teachers developed.</li> <li>• Building on PSETA’s analysis developed in the previous SSP updates, PSETA’s focus is to develop those skills linked most demonstrably to Organisational Development (OD), i.e. those most directly linked to stabilising and improving the way in which organisations are managed and routine work is performed on a daily basis. Departments need 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.</li> <li>• In some cases it has been found that skills gaps are simply related to lack of knowledge of a very specific task, such as how to operate a computer programme, PSETA is recommending a focus on cost-effective e-learning courses. Where these gaps are more profound, they need to include mentoring and or coaching, possibly supplemented by longer-term classroom based training, in for example, the NSG. The importance of workplace based capacity building has been outlined above – this is particularly so in the case of developing skills related to “organisational development”. PSETA will focus on drawing lessons and</li> </ul>

Change Driver	Implications for skills planning
	experience from departments who are developing successful and innovative approaches to workplace based training.
<b>PSETA Qualifications realignment to QCTO model</b>	<ul style="list-style-type: none"> <li>• The importance and urgency of this review is necessitated by the registration end date of all legacy qualifications which was 30 June 2018. It must be mentioned however that even though their registration is coming to the end, all qualifications will still have a teach-out period up until 30 June 2022 to allow for learners in the system to be exited.</li> <li>• The implications of such a review are that research and stakeholder engagements will have to be intensified to inform the PSETA as to whether to re-align these legacy qualifications or develop new ones depending on demand as identified in the SSP and input from the sector.</li> </ul>
<b>Proposed National Skills Development Plan 2030 landscape</b>	<ul style="list-style-type: none"> <li>• The NSDP purports the existence of a single coordinated PSET system that is responsive to the needs of the labour market. The future changes within skills development in the Public Service sector as a result of the introduction of the NSDP will have implications for the way in which skills planning and skills development is carried out.</li> </ul>

### 2.3. Alignment with National Strategies and Plans and Implications for Skills Planning

PSETA aligns its skills development activities to a number of public sector plans and strategy documents. A wide range of public sector plans and strategy documents have commented on the need to substantially improve the skills of public servants and the general capacity of the South African Public Service sector (NPC, 2011; NPC, 2012, MTSF, 2009; DPSA, 2013b; HRD Council, 2014).

- **The National Development Plan**
  - The NDP calls for the building of a “capable state” – underpinned by “effectively coordinated state institutions with skilled public servants who are committed to the public good and capable of delivering consistently high-quality services, while prioritising the nation’s developmental objectives” (NDP, 2012). 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). It is developmental when “these policies focus on overcoming the root causes of poverty and inequality, and building the state’s capacity to fulfil this role” (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 National Development Plan (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 sub-outcomes from the NDP relevant for the Public Service, can be summarised as follows: A stable political-administrative interface; A Public Service which is a career of choice; Sufficient technical and specialist professional skills; Efficient and effective management and operations systems; Procurement systems that deliver value for money; Strengthened delegation, accountability and oversight; Improved inter-departmental coordination and Reduced corruption in the Public Service.
- **Public Service Human Resource Development Strategic Framework 2015 (Review)**
  - HRD stakeholders in the Public Service base the conceptual framework for the revision of the HRDSF on the analysis of the Review findings, the current strategic and implementation environment as well as the outcome of strategic reflection and engagement. Based on these, the revisions made on the HRDSF 2015 are mainly about the strategic repositioning of the framework.
  - The repositioning of the HRDS Framework is fundamentally about differentiating the strategic and the operational thrusts of the framework. It is about creating two distinct yet iterative realms for the HRDSF, the transversal (Public Service wide) and the departmental (department specific) implementation frameworks.
  - The revision of the HRDSF is premised on the conceptual understanding that whilst strategy informs structure and operations, the leadership for and drive of these two mutually inclusive spheres of the HRDSF ought to be separated. PSETA has been involved in the review.
- **White Paper on Post School Education and Training:**
  - The White Paper for Post- School Education and Training (DHET, November 2013) 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 focus of the SETA mandatory grant will be exclusively on gathering accurate data on sector skills needs. SETA discretionary grant funding will be intended for programmes aimed at supporting both existing workers and potential new entrants to the labour market. Providers could be public, private, National School of Government or state academies, provided they have the capacity to provide all or substantial parts of qualifications.
  - As it currently stands, the White Paper reinforces the vision of the National Development Plan.
- **Ministerial Outcomes for 2014- 2019**
  - The Ministerial outcomes are published as annexures to the 2014 – 2019 Medium Term Strategic Framework of Government. Within the 14 Outcomes identified by the Government and monitored through the DPME, PSETA supports outcomes Outcome 5: 'A skilled and capable workforce to support an

inclusive growth path’, and Outcome 12: ‘An efficient, effective and development oriented public service’. Commitment 7 of the Human Resources Development Strategy is “ensuring that the public sector has the capability to meet the strategic priorities of the South African Developmental State” (HRD Council, 2009) – reiterated in the National Skills Development Strategy III (DHET, undated). The Public Sector Skills Committee (PSSC) has integrated Ministerial Outcomes 5 and 12 as the goal for its work, i.e. developing the “skilled and capable workforce required to achieve a more efficient, effective, professional and development-oriented state.” (DPSA, 2013b).

- In “opening up the public sector to act as a training space”, the public sector becomes a mechanism for capacity building rather than being the direct target of interventions to improve capacity. PSETA notes that a clearer articulation of the mechanisms for improving departments’ abilities to act as a training space is needed. The following SSP provides some recommendations, as well as providing recommendations on how to “professionalize the public service”.
- **The National Integrated Human Resource Development Plan 2014-2018 (NIHRDP)**
  - The NIHRDP emphasizes the need of professionalising the Public Service, opening it as a training space and promoting Public Service as a career of choice. The PSETA and DPSA support role is clear and emphasised in the NIHRD Plan. In March 2014, the HRD Council published the ‘National Integrated Human Resource Development Plan 2014-2018’ (HRD Council, 2014). The Plan outlines a set of high-level goals, focus areas and indicators for developing human resources in South Africa. These range from improving foundation learning in schools and Early Childhood Development Centres, to improving vocational education, higher education and facilitating increased levels of entrepreneurship in the country. The goal most relevant to PSETA’s work is a “Capable Public Sector with Effective and Efficient Planning and Implementation Capabilities.” (HRD Council, 2014).
  - Here the envisioned focus is on developing departments’ and public entities’ ability to take on young graduates and those in technical and vocational training in order to provide workplace based training. (HRD Council, 2014: 38). The DPSA is identified as the ‘lead’ department for implementing these goals, with support to be provided by PSETA and a range of other institutions.
- **National Skills Accord**
  - Since the inception of the National Skills Accord of 2011 and in response to such, PSETA has negotiated partnerships with Departments and learning institutions. PSETA strives to ensure that the submission of training plans and reports are subject to consultation with organized labour within specific organisations. Training Committee workshops are held nationally, with the aim of establishing and empowering Training Committees in the workplace.
- **The National Skills Development Strategy (NSDS) III**
  - The NSDS III strategy consists of eight goals, 16 outcomes and 38 outputs to be achieved mainly by SETAs in collaboration with the DHET, TVET Colleges, Universities and the National Skills Fund (NSF).

- Rural economic development and provision of skills for rural development as outlined in the NSDS III remains a key priority for PSETA, in order to ensure effective service delivery throughout the country.
- The transformational and developmental imperatives of the NSDS focuses the role of SETA's to promote transformation in the form of race, gender, age, income group, disability and location.
- **Strategic Integrated Projects**
  - The DPSA acts as the custodian of human resource development in the Public Service and is the Intermediate Body for Managers. As part of its mandate, the DPSA coordinates capacity building initiatives across government departments. Since all SIPs projects requires the involvement of government departments, particularly in programme and project management; budgeting, procurement, environmental management; and engineering planning it is necessary to build its capacity to fulfil these responsibilities for the SIPs projects.
- **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 namely:
    - Programme 1: Foundation Education with Science, Technology, Engineering, Math's and Languages and Skills.
    - Programme 2: TVET and the Rest of the College System
    - Programme 3: Higher Education and Training, Research and Innovation
    - Programme 4: Skills for the transformed society and the economy
    - Programme 5: Development/Capable state.

### 2.3.1. National Plans and Strategies implications for skills planning in the sector

PSETA aligns its skills development activities to a number of public sector plans and strategy documents. A wide range of public sector plans and strategy documents have commented on the need to substantially improve the skills of public servants and the general capacity of the South African Public service sector. The national strategies and plans and implications for skills planning are outlined in the table 8 which follows.

Table 8: Skills implications of national strategic 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: <ul style="list-style-type: none"> <li>- A public service which is a career of choice.</li> </ul>

National plans or strategies	Implications for skills planning
	<ul style="list-style-type: none"> <li>- Sufficient technical and specialist professional skills.</li> <li>- Efficient and effective management and operations systems.</li> <li>- Procurement systems that deliver value for money.</li> <li>- Strengthened delegation, accountability and oversight.</li> </ul> <p>These form key inputs in the strategic focus of the SETA.</p>
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 (supply side). PSETA is facilitating and improve the extent to which the labour market is able to provide the required skills and talent to the Public Service on a consistent, predictable and reliable.
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 the Annexure 2/WSP has been prioritized. 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. In terms of the proposed Technical Vocational Education and Training (TVET) Colleges. PSETA is currently instrumental in the review of qualifications offered by TVET colleges as well as enriching the capacity of TVET college lecturers.
Ministerial Outcomes Framework for 2014-2019	PSETA aligns the sectors activities to the national priorities underpinned by "effectively coordinated state institutions with skilled public servants who are committed to the public good and capable of delivering consistently high-quality services.
The National Integrated Human Resource Development Plan 2014-18 (NIHRDP)	<p>PSETA's focus is on playing an enabling role for the sector to open up their workplaces and provide workplace based training.</p> <p>PSETA also collaborate closely with DPSA in the following areas:</p> <ul style="list-style-type: none"> <li>• Professionalising the public service being implemented over the period 2015 to 2018.</li> </ul>
The National Skills Development Strategy III	<p>Discretionary Grant allocations within PSETA focus on the promotion of the transformational and developmental imperatives of the NSDS III towards building a skilled Public Service.</p> <p>PSETA responded to the Youth Rural development and Integrated strategy for rural and youth development through partnering with Limpopo Office of the Premier.</p>
Strategic Integrated Projects	PSETA has identified its role within the SIP 17-21 to include:

National plans or strategies	Implications for skills planning
	<ul style="list-style-type: none"> <li>• Implementation of jobs in relation to the Infrastructure Delivery Management System (IDMS) to address the challenge of departments' inability to appoint key personnel in their infrastructure units to implement Infrastructure Delivery Improvement Plans.</li> <li>• Conducting skills needs analysis for identified provinces to assess the state capacity requirements to manage SIPs.</li> </ul>
Human Resources Development Strategy for South Africa (HRDSA) towards 2030	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.

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

- Policy landscape: National policies and plans may not be considered in isolation of one another. While some have overlapping goals, others are contradictory or complementary to each other. 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 partnership 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 both inequality, unemployment, poverty and transformation. And conversely the goal of many socio-economic policies incorporate the need to improve education and skills development, ultimately impacting the labour market. There is also a need for skills development policies to address not only issues of poverty and unemployment, but also those of economic growth and global competitiveness. In an economy highly dependent on global economic conditions, the development agenda for the country has to take into cognizance these interlinked factors. The role of skills development in promoting the broader development agenda of the country is key.

## 2.4. Conclusion

It is critical for PSETA to align the sectors' activities to the national priorities outlined. In particular, the NDP mandate 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. The organisation of the state, the service delivery models and structure of operations which may have implications for which kinds of capacities the state needs to develop are also amongst the key change drivers. Finally, a key change driver is the increased focus on capacity building of Human Resources and Human Resource Development units in the Public Service to shape the extent to which skills needs and gaps are appropriately identified and addressed.

### **3. Chapter 3: Occupational shortages and skills gaps**

#### **3.1. Introduction**

In this chapter, the focus is on understanding the extent of occupational shortages and skills gaps in the sector. These are derived from measuring the gap between skills demand and skills supply. Skills demand in the Public Service sector are relatively constant within the various occupational categories, but on the contrary within the Public entities and Legislatures there are vast differences depending on the complexity of the tasks carried out within the occupations. The analysis looks at the Hard to fill vacancies (HTFVs) that exist within the Public Service sector.

#### **3.2. Occupational shortages and skills gaps**

##### **3.2.1. Occupations with hard-to-fill vacancies**

This section focuses on Hard-to-fill-vacancies (HTFVs) in the public service sector, these are the vacancies that takes longer than 12 months to fill. The recruitment processes in the public service sector impacts on the period or duration it takes to fill the posts. The HTFVs information presented in table 9 below was gathered through the face to face qualitative interviews which PSETA held with the key informants from each of the four subsectors. The face to face interviews held with the key informants has shown 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. The wages and conditions of employment for some occupations in the Public Service sector may be less than attractive to candidates, this opens the Public Service sector to be susceptible to being outcompeted by the private sector in talent attraction for some occupations (PSETA, 2017). The departments are at times compelled to go through the recruitment agencies or head-hunt in order to get a suitable candidate. The study conducted by PSETA (2017) revealed that the positions that require the approval of the political heads (Member of Executive Committee (MECs) or premiers) in the public service sometimes delays the process of filling these vacancies when the political heads take too long to approve the appointments for vacancies. This reveals that sometimes the positions may be deemed hard to fill in the public service for both skills-related reasons and non-skills related reasons, therefore to use the length it takes to fill the vacancy as the sole indicator of HTFVs may be insufficient. The SMS vacancies are generally hard to fill in the Public Service for specific vacancies or occupations that require specific specialisation or competencies such as Chief Director specialising in Organisational Design, or Supply Chain Management (SCM), revenue, or Director specialising in legal services, performance audit, etc. Noted in table 8 below are some of the vacancies that were deemed hard to fill by various employers in the Public Service.

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

Occupation	Number of HTFVs	Reasons for HTFVs
2017-111204 Senior Government Official	98	Due to lack of sufficient and/or appropriate experience.
2017-121905 Programme or Project Manager	26	Lack of relevant public service experience, low wages offered.
2017-111202 General Manager Public Service	57	Lack of relevant experience
2017-121301 Policy and Planning Manager	19	Lack of skills required and experience required.
2017-242211 Internal Auditor	8	Lack of skills and experience required.
2017-241108 Forensic Accountant/Investigative Accountant	6	Due to the unique nature of the occupation which requires extensive forensic experience with accountancy background.
2017-121201 Personnel / Human Resource Manager	23	Due to lack of sufficient and/or appropriate experience.
2017-111207 Senior Government Manager	49	Due to lack of sufficient and/or appropriate experience, political appointment.
2017-121101 Finance Manager	32	Due to lack of sufficient and/or appropriate experience
2017-122301 Research and Development Manager	22	Due to lack of sufficient and/or appropriate experience.
2017-251101 ICT Systems Analyst	10	Salaries usually paid outside the public sector for similar positions. Lack of talent retention in Government. 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.
2017-242211 Information Systems Auditor/ IT Audit	8	Salary competition with the private sector the private

Occupation	Number of HTFVs	Reasons for HTFVs
		sector outcompetes the public sector. Due to lack of sufficient and/or appropriate experience,
2017-241107 Financial Accountant	16	The position is hard to fill due to few applicants with the required skills.
2017-332302 Procurement Officer	39	Lack of knowledge of public service system/specific protocol/process.

Source: PSETA, 2017

### 3.2.2. Major skills gaps

The skills gaps in the Public Service sector are presented in table 10. To gather the information on skills gaps in the sector, PSETA (2017) held face-to-face interviews with the key informants in the sector. The study targeted only senior officials (like Chief Directors, Directors or Deputy Directors) within Human Resource Development and/or Human Resource Management divisions. Skills gaps have been identified particularly in middle and senior management in the Public Service (i.e. the MMS and SMS bands), specifically in managers' ability to develop operational plans, systems and monitoring tools to effect strategic priorities set at the senior administrative and executive level. This has knock-on effects for basic administrative systems (such as accurate record keeping and archival skills, etc.).

Further, there exists skills gaps in public financial management in general and a need to improve skills related to strategic procurement and contract management in particular. There are also skills gaps in HRM (resource planning, recruitment and so forth) and HRD (in supporting strategic skills development and retention of experienced and skilled staff). Improved skills are needed in HR and in management in general to support work integrated learning, internships and mentoring more generally.

PSETA's Green procurement study findings confirm that a National Review on green public supply chain management is key for skills planning and public service procurement. The greening of SCM occupations should therefore be taken into consideration in the National Treasury's Procurement Bill that is being revised (PSETA, 2016). SCM is part of the public service sector occupations with skills gaps identified.

The skills required in the sector includes records management, general management skills, leadership and business writing skills as displayed in table 10 below.

Table 10: Skills Gaps at Major Occupation levels

OFO Major group	Occupation	Skills Gaps
Manager	2017-111101 - Local or Provincial Government Legislator	Policy development

OFO Major group	Occupation	Skills Gaps
Manager	2017-111202 - General Manager Public Service; 2017-111204 - Senior Government Official; 2017-111207 - Senior Government Manager	Advanced Leadership; Governance and Public Leadership; Mentoring; Strategic Management; Change Management; Monitoring and Evaluation
Manager	2017-121101 - Finance Manager	Leadership, Ethical conduct, Operational Management
Manager	2017-121201 - Personnel / Human Resource Manager	Management Development, Records Management, Ethical Conduct, Contract Management
Manager	2017-121301 - Policy and Planning Manager	Financial Management; Monitoring and Evaluation
Manager	2017-121905 - Programme or Project Manager	Project Management in the Public Service
Manager	2017-134904 - Office Manager	Leadership Management, Financial Management,
Professionals	2017-241102 - Management Accountant	Advanced Leadership
Professionals	2017-241107 - Financial Accountant	People and Performance Management
Technicians And Associate Professionals	2017-333905 - Supply Chain Practitioner	Supply Chain Management in the Public Service; Contracts Manager; PFMA
Technicians And Associate Professionals	2017-334102 - Office Administrator	Business Writing, Records Management, Service Delivery/Customer Orientation
Clerical Support Workers	2017-411101 - General Clerk	Business Writing, Records Management, Service Delivery/Customer Orientation

PSETA's study into the OFO analysis in the Legislative sector identified 2 occupations that could not be mapped to any OFO code, they are Serjeant-at-arms and Petitions Officer (Palladian, 2016). The closest OFO that they could be matched to was 2015-335501 Detective for the Serjeant-at-arms which does not represent their tasks performed very well (Palladian, 2016). Serjeant-at-Arms tasks involves maintaining the attendance register, keeping order during meetings and removing members who misconduct themselves (Palladian, 2016). An examination of the OFO revealed that a possible location for Serjeant-at-Arms would be within the unit group 2015- 3359. The tasks for the unit group would need to be revised to include the parliamentary / legislative element. The study concluded that most or majority of occupations in the legislative sector were accounted for on the OFO except for Committee Coordinator, Procedural Officer, Serjeant-at-Arms and Petitions Officer were the is a need to further engage with the legislatures for clarity (Palladian, 2016).

PSETA also commissioned Wits School of Governance to conduct a research study on capacity building needs for administrative and support personnel in the legislative sector. The findings from the study shows that management and leadership skills; IT; Financial Management and

legal skills are equally important for the efficient operations in parliament and legislatures. Other skills deficits/gaps that were recognized included the following: project management; government communications; wellness; monitoring and evaluation; parliamentary proceedings; human resources management; corporate governance; legislative. It was recommended that a proper job analysis and job descriptions is necessary, which should include a fair and consistent remuneration practices at the point of harmonisation which in turn will require the correct evaluation of jobs across the legislatures; and rationalising the different job description templates. The harmonisation project would require the re-evaluation of all jobs to ensure consistency and alignment across the legislatures and provide the foundation for a new grade and pay structure (WSG, 2017).

### **3.3. Extent and nature of supply**

#### **3.3.1. Extent of occupational skills supply in the sector**

The supply of skills to the Public Service sector varies given the diversity of the functions performed by the Public Service; the appropriate qualifications for public servants (where formal qualifications are needed) can potentially span the full spectrum of the post-school education and training system. Training outside of the formal qualifications system for public servants includes workplace training in the form of coaching or mentoring, internships, in-service training by public sector academies, training offered by the National School of Government, provincial government, state academies, and other public and private training providers registered with PSETA. Public servants can obtain Adult Basic Education and Training certificates via a range of providers now renamed as Community Education and Training (CET) colleges (DHET, 2017). E-learning is now being introduced in the Public Service slowly as a medium for some forms of training, the challenge of accreditation of the e-learning courses however persists.

#### **3.3.2. The state of education and training provision**

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

The basic education stream is quite significant as it provides throughput for all post-school education and training streams. The Matric pass rate has improved over the past 20 years; from 53% in 1994 to 75.1% in 2017. From table 11 it is evident that the overall pass rate continues to follow an upward trajectory. Further notable achievements from the 2017 cohort include an improvement in the number of Grade 12 learners that are eligible for a bachelors programme at university, and an increase in the number of Grade 12 learners that have passed Physical Science and Mathematics subjects. These indicators have been identified in the NDP and are linked to the promotion of excellence and scarce skills in Grade 12. The throughput rates of learners within the education system still remains a challenge. In 2017, 85% of learners that entered for the NSC wrote the final examination.

Table 11: National Pass rates of matric 2013-2017

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

Source: Department of Basic Education (2018)

In respect of the overall pass rate, observers have expressed concern about the lowering of standards, i.e., the 30% pass mark. Observers have argued that the higher pass rate can be possibly linked to the lowered passing standards. Furthermore, it has been argued that learners are not adequately prepared for tertiary education and the labour market, and this often leads to some of them dropping-out or lower graduate rates.

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

In the university system, a number of problems relate to access, curriculum, staffing, management, student funding, and other forms of student support. The Higher Education Institutions (HEI) system consists of 26 public universities and 123 private universities. Table 12 illustrates the number of students enrolled in public and private institution between 2009 and 2016. There was a slight decrease in the number of students that were enrolled in the 26 public universities in 2016 compared to the previous year.

Table 12: Students enrolled in Higher Education Institutions 2009-2016

Category	Number of students enrolled							
	2009	2010	2011	2012	2013	2014	2015	2016
Public HEIs	837 776	892 936	938 201	953 373	983 698	969 155	985 212	975 837
Private HEIs	77 205	90 676	97 478	97 478	119 941	142 557	147 210	167 408

Source: DHET, 2018

The education profile of the Public Service sector is pulled from the Statistics South Africa’ Quarterly Labour Force Survey due to the unreliability of the PERSAL data on qualification levels. For this reason the data in table 13 above does not distinguish between local, provincial and national government. There results show that 25% of the employees have higher

education degree. In most occupations in the Public Service minimum requirement into the Public Service is a bachelor’s degree. This has negative implication for TVETS college graduates.

Table 13: Qualification Levels of Personnel employed in the provincial and national government

Qualification level	Number of employees	Percentage
Primary school and less	204 234	8%
Grade 9 and below	139 684	6%
Less than Grade 12	278 776	12%
Grade 12	722 986	30%
Certificate/Diploma	593 499	25%
Certificate/diploma without grade 12	20 628	1%
Bachelors	290 856	25%
Honours	103 781	4%
Masters and Above	42 712	2%
Do not know	14 576	1%
Other	2 117	0%
Total	2 413 848	100%

Source: StatsSA, 2016

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

Based on interviews with a small sample of departments, as well as estimating the kinds of professional skills required with the implementation of SIPs and other policies, including the National Skills Accord, it is estimated that there will be an increased demand for personnel with post-Matric qualifications, and in particular, those with degrees. An increased supply of well-educated graduates is therefore needed to meet demand in the Public Service. There has been an increase in the number of students completing undergraduate and postgraduate qualifications in South Africa over the five-year period, 2010 to 2015, the number of undergraduates that graduated at public HEI in 2015 was 191 524 which was a 3.3% increase from 185 375 students that graduated in 2014. While the postgraduate students was 12, 1 % respectively (DHET, 2017).

TVET Colleges have been identified by government as a vehicle to improve throughput rates and expand the numbers of qualified people entering the workforce. In 2016 there were 50 public TVET colleges with 250 registered campuses for delivery of qualifications and part-qualifications. Improved quality through effective training of college managers and academic staff, and improved student support was envisaged in the White Paper for Post-Schooling Education and Training. According to the White Paper, improving the quality will entail “the

development of appropriate programmes; upgrading lecturer qualifications; capacity building for management and governance; improved learner support; utilising appropriate information technology systems for both learning and management; and building strong partnerships between colleges and employers in both the public and private sectors” and growing an appropriate skills development pipeline (DHET, 2013).

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

Table 14: Number of students in TVET Colleges who registered, wrote and completed report 190/1 N6 part qualification, 2016

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

Source: DHET, 2018

Table 14 above shows TVET qualifications, specifically within the Report191 N6 programme, which fall within the PSETA mandate, for the 2016 year. The largest number of completions were in the Management Assistant and Public Relations qualifications, whilst Marketing and Public Management had just over 50% completion. These part qualifications culminate in a National Diploma provided that students meet the requirements for work experience. Students enrolled for Business or General Studies programmes require 18 months (or 2000 hours) of applicable work experience. It should be noted that in practice, entry into many positions in the Public Service requires an undergraduate degree with minimum of 24 months experience. This practice does not favour TVET graduates and this remains a challenge within the Public Service sector recruiting strategy.

Table 15: List of PSETA Qualifications

ID	Qualification Title / Learning Programme Title	National Qualifications Framework (NQF) Level
86946	Further Education and Training Certificate: Democracy, Active Citizenship and Parliamentary Services	Level 4
57824	Further Education and Training Certificate: Public Administration	Level 4
58346	Further Education and Training Certificate: Public Administration Management	Level 4
49197	Further Education and Training Certificate: Social Housing Supervision	Level 4
49257	National Certificate: Conflict Management and Transformation	Level 5
49055	National Certificate: Foreign Economic Representation	Level 6
66869	National Certificate: Home Affairs Services	Level 5
49107	National Certificate: Inspection and Enforcement Services	Level 5
48761	National Certificate: Mission Administration	Level 5
64330	National Certificate: Mission Corporate Services Management	Level 6
65649	National Certificate: Official Statistics	Level 5
57804	National Certificate: Public Administration	Level 3
50060	National Certificate: Public Administration	Level 5
64670	National Certificate: Public Financial Oversight and Accountability	Level 6
57805	National Certificate: Public Sector Employment and Skills Development Practices	Level 5
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 2018, PSETA MIS 2018

The PSETA Education and Training Quality Assurance (ETQA) has 24 registered qualifications as shown in table 15. The 24 qualifications include registered unit standards, qualifications and learning provision including learnerships. ETQA also focuses on accrediting training providers, registering assessors and moderators, auditing the quality of learning provision and assessment, as well as certificating learners. Out of the 24 qualifications mentioned above, 22 are legacy qualifications. Two qualifications: Occupational Certificate: Diplomat and Occupational Certificate: Office Administrator: Public Service Administrator are the new occupationally directed qualifications for diplomats at NQF level 7 and office administrators at NQF level 5 in line with the QCTO model. The QCTO is responsible for all qualifications registered on the Occupational Qualifications Sub Framework (OQSF) of the National Qualifications Framework (NQF). The QCTO, as the custodian of the OQSF, is responsible for developing occupational qualifications that will adequately cater for the current and future skills needs of the Public Service sector. The PSETA ETQA going forward will be performing the Development Quality Partner (DQP) function for QCTO.

Whilst there remains a plethora of qualifications available for individuals, stakeholder specific qualifications plays a critical role in the supply side for the Public Service sector. Some stakeholders have unique needs in terms of skills required and these may only be catered for by stakeholder specific qualifications. PSETA has five stakeholder specific qualifications aimed at addressing the needs of the Social Housing Regulatory Authority (SHRA); Statistics South Africa (STATS SA); Department of International Relations and Cooperation (DIRCO); Department of Home Affairs (DHA) and Department of Communications (GCIS).

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

Statistics South Africa, another PSETA stakeholder, is mandated to advance the production, dissemination, use and coordination of official and other statistics to assist organs of state, businesses, other organisations and the public in planning, monitoring, and decision-making. There is currently one historically registered qualification namely the National Certificate in Official Statistics which fall directly under the ambit of Statistics South Africa. The qualification has had learner uptake and the last intake of learners was in the financial year 2014/2015. Consultation with the Senior Management of Statistics South Africa is ongoing in order to assess the relevance of the qualification and the viability of developing occupational qualifications to suit the specific needs of Statistics South Africa.

The Diplomatic Training, Research and Development directorate within DIRCO addresses the skills and developmental needs of its officials, and supports the international relations competencies of partner departments. They are currently accredited for qualifications in Mission Administration; Mission Corporate Services Management and Diplomacy. All these qualifications have had high learner uptake. In 2012, DIRCO took a part in developing their

occupational qualifications for the diplomatic sector and two occupational qualifications were developed: Diplomat and General Public Service Manager (Foreign Relations Administrator). Only the Diplomat qualification has been registered with the South African Qualifications Authority (SAQA). Further development of occupational qualifications in this area is required and the PSETA ETQA continues to work together with the QCTO and DIRCO in this regard.

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

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

The PSETA ETQA continues engagement with government departments to consult on unique qualifications required by the sector, and that are unavailable elsewhere. The ultimate goal is to develop occupational qualifications that are responsive to the labour market needs.

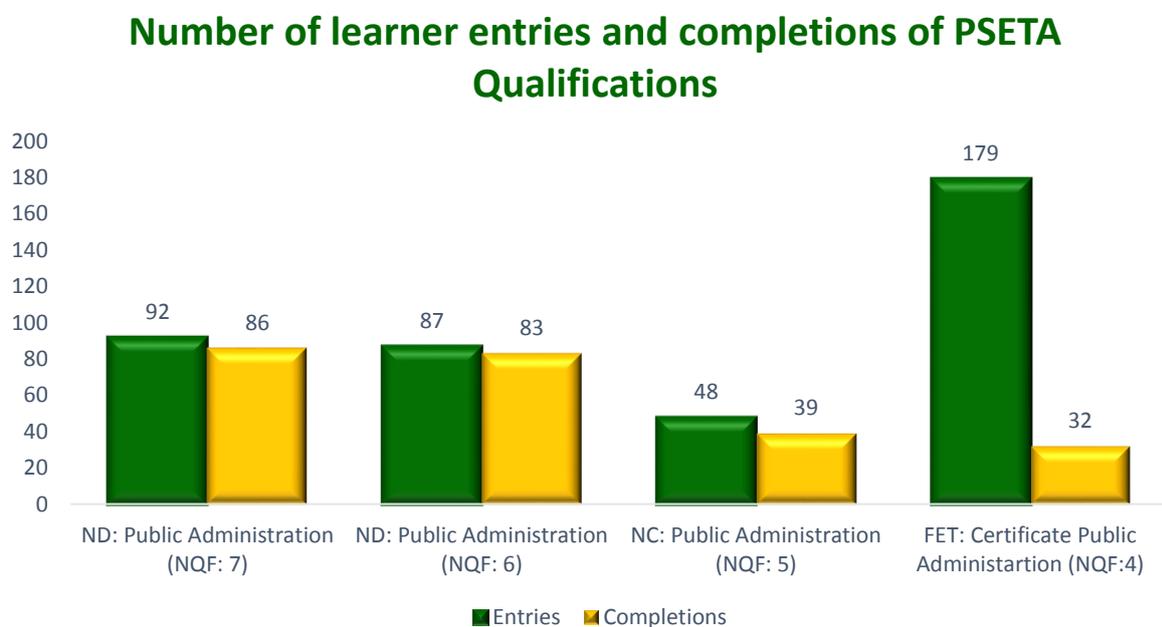


Figure 10: Number of learner entries and completions of PSETA Qualifications, 2018  
Source: PSETA MIS 2018

Figure 10 above shows the number of learner entries and completions of PSETA qualifications in the 2017-18 period. The highest uptake has been within the Public Administration

qualifications (at various NQF levels) which provide individuals with the broad requisite skills for employment in the Public Service sector. Important to note 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.

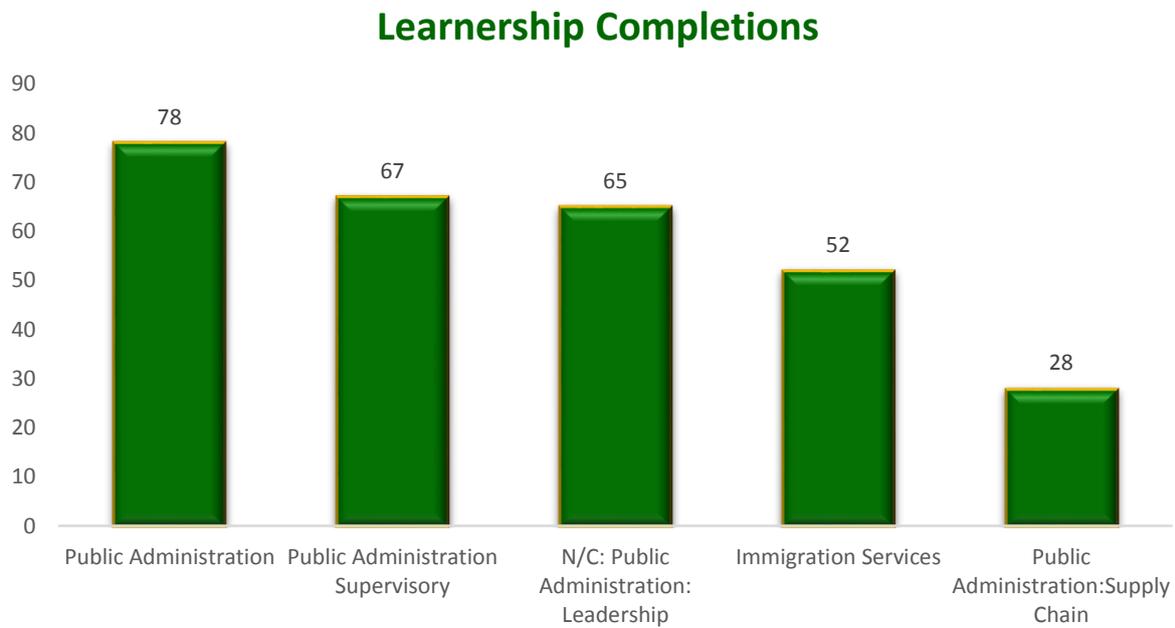


Figure 11. Learnership completions reported  
Source: PSETA MIS, 2018

Figure 11 displays the number of Learnerships completed in 2017/2018. Learnerships in Public Administration has 78 completions, followed by Public Administration Supervisory with 67 completions, National Certificate: Administration Leadership with 65, Immigration Services with 52 and lastly Public Administration: Supply Chain with 28 completions. A total of 290 Learnership completions were reported for both employed and unemployed.

### 3.3.3. Supply problems firms are experiencing

Entry requirements into Public Service sector remains a challenge for TVETs graduates due to minimum requirements criteria set for entry into the Public Service sector. PSETA understands that there have been problems with the slow roll out of Compulsory Induction Training (CIP) training which affects the National and Provincial departments’ ability to confirm the permanent appointment of new staff at the end of their probationary period. The initial plan was that employees on probation who have not undergone CIP training shall not be confirmed for permanent employment. This has however since been revised by the DPSA.

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. Just over 1 776 sector-funded interns are recorded on the PERSAL data in 2018. The management and administration of interns has its share of challenges for both employers and learners. Tracing

and tracking of interns and graduates after completion of internship programmes in the Public Service sector has become critical to establish the destination of the learners for impact measurement purposes. A cost-benefit analysis study conducted by PSETA in 2017 on a PSETA funded artisan development programme confirmed that the destination of the learners that participated in this programme was ultimately the private sector and not the Public Service sector.

According to the DPSA Directive of 2013 on the Utilisation of Training Budgets in the Public Service, 20% of the 1% departmental training budget should be set aside for training and development of the unemployed. These funds should be utilised for implementing Learnerships, internships, artisan and technician development (DPSA, 2013). In the 2017/18 financial year, PSETA funded 360 unemployed learners who entered various Learnership programmes within the Public Service. Further, 300 learners were placed in work integrated learning opportunities and 150 learners were funded with bursaries.

Workplace based programmes are potentially the most important bridge between the skills pipeline and Public Service employment. In order to ensure a continuous availability of talent, developmental programmes (such as internships, Learnerships, apprenticeships, graduate recruitment schemes, cadets and structured youth programmes) needs to be undertaken. Further, the Public Service sector needs to respond to the broader economic growth and developmental agenda of government. The DPSA, in 2009, introduced a Determination on Internship Programmes in the Public Service, this has since been replaced in 2018 by the Directive on the employment of persons to developmental programmes in the Public Service. These developmental programmes are funded by departments from their baseline budget of voted funds and where applicable funded with grants from SETA(s). Each national and provincial department is required to implement developmental programmes, the annual targets of which will be informed by the Medium Term Strategic Framework (MTSF) of cabinet at national level.

The 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. Last year's SSP noted that reviews have shown that in some departments, interns have not been appropriately placed in units/functions that build on their formal skills training and that they have not been effectively supported to improve their skills. A few departments have developed more effective internship programmes.

It is of course, not only new entrants into the Public Service that require training. We have outlined some of the areas in which public servants require capacity building earlier. Reviews of skills development initiatives undertaken by the Public Service show that over the last two decades a substantial proportion of public servants have received training and that substantial funding has been spent on this training. These studies also show, however, that the return on investment has generally been low in terms of the impact on public sector performance. Much of the training has been in the form of short courses by private providers which appears not to have substantially altered the skills profile of officials, even where the stated outcome of the training is in line with the skills requirements of the officials' job. The

NPC has noted that the “management” or “leadership” training undertaken by public servants has not had the intended impact on improving performance (NPC, 2012). Individual training needs to be linked to organisational contexts, goals and capacity needs. Yet PSETA’s research for this and previous SSPs has shown that most departments are not shaping their training needs and that training needs are often identified by simply aggregating individual Personal Development Plans.

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. The previous year’s SSP emphasized that this capacity is unlikely to be developed primarily through formal training qualifications. Research suggests that “most learning in the workplace is incidental, rather than the product of formal training” (O’Keeffe, 2002). Proficiency or competency in a particular occupation or area of work (especially at middle management and operational levels) is often learnt “on the job” and perfected over long periods of service in a particular area and deep familiarity with a particular scope of work or subject matter. We have noted that Department of Home Affairs (DHA) attributes the successful training of officials associated with its turnaround strategy (the dramatic improvement in the efficient delivery of identity books) to a focus on on-the-job training and mentoring, rather than external, “classroom training” (Mkhize, 2011). The Department notes that, “The DHA’s experience demonstrates there is also a need for on-the-job training, coaching and mentoring as a learning methodology, especially for turning around frontline service delivery processes” (Mkhize, 2011).

As explored in preceding chapters, the following skills are in demand and/or are in need of further development across the Public Service. Technical and professional occupations, including artisan’s posts – especially technical skills are needed to support infrastructure development and maintenance and SIPS. There is also a need to improve the skills of artisans and trades aid through Recognition of Prior Learning (RPL) in the public service sector. In the case of many of these occupations, the responsibility of supporting increased supply of personnel lies primarily with other SETAs. However, PSETA is partnering with appropriate organisations to help address these shortages.

Challenges to recruiting and utilising the skills of artisans lie in the fact that the TVET college training is not equipping artisans for their trade, and that the State, as an employer has a limited ability to professionally mentor and supervise new artisans. A 2013 PSSC report notes that, “The trades remain a key skills shortage in the country as a whole” and that forecasts show that even with the increased focus on training new artisans, the increase will not be sufficient to respond to demand over the next five years.” (DPSA, 2013).

### **3.4. PIVOTAL list**

PSETA has adapted both a qualitative and quantitative approach in determining the PIVOTAL list. The PIVOTAL list 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 PIVOTAL list. These criteria include an analysis of HTFVs listed by employers in the WSPs submitted to PSETA in 2018; an analysis of the HTFV transversal occupations list against the 2017 PIVOTAL list; 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 2018.
- An analysis of the HTFV transversal occupations list against the 2017 PIVOTAL list.
- Cross referencing the HTFV transversal occupations list against the Top 100 list of occupations in High demand by DHET (2018).
- All occupations that met the above three criteria mentioned above made the PIVOTAL list.
- PSETA undertook four research studies on HTFVs across all PSETA stakeholders using the 12 months length of time that it takes to fill the vacancies as the main criterion. The findings from this study has informed the list of HTFVs presented here. As part of the research study, key informant interviews were undertaken to hone in and better understand the HTFVs within the sector.

The 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 PIVOTAL list agreed on. The interventions were also derived and informed by the strategic objectives of both national and provincial departments. The PIVOTAL list was presented to the PSETA's Executive Management Team (EMT) and Management Committee (MANCO) during the presentation of the SSP consultation processes, wherein inputs received were incorporated prior to submission to the PSETA Governance and Strategy Committee (GSC) of the Accounting Authority (AA). The GSC structure is made up of both employer and labour representatives. The final consultation on the PIVOTAL list was done with the AA of the PSETA before it was endorsed and approved.

The main findings informing the 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 PIVOTAL List 2019-2020

Table 16: Top 10 PIVOTAL 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	2017-111202	General Manager Public Service <sup>1</sup>	Labour Inspectorate Manager/ Diplomatic Mission Administrator	Public Administration and/or Management, Management Development, Public Development Management, Monitoring and Evaluation	7	Yes	57	57	
MANAGERS	2017-111204	Senior Government Official <sup>2</sup>	Chief of Staff/ Commissioner	Public Administration and/or Management (postgraduate); Management Development, Public Development Management, Monitoring and Evaluation (postgraduate); Governance and Public Leadership.	8	Yes	98	98	
MANAGERS	2017-111207	Senior Government Manager <sup>3</sup>	Head of Department/ Superintendent-general	Public Administration and/or Management (postgraduate); Management Development, Public Development Management, Monitoring and Evaluation (postgraduate); Governance and Public Leadership	8	Yes	49	49	

<sup>1</sup> The General Manager Public Service occupation refers to Directors and Deputy Directors in the Public Service sector

<sup>2</sup> The Senior Government Official occupation refers to Chief Directors and Deputy Director Generals in the Public Service sector

<sup>3</sup> 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
MANAGERS	2017-121101	Finance Manager	Chief Financial Officer (CFO)/ Chief Accountant/ Financial Controller	Advanced Financial Management, Postgraduate Diploma in Management	7	Yes	32	32	
MANAGERS	2017-121201	Personnel / Human Resource Manager	Employee Relations Manager/	Operations Management, Middle Management Development Programme	7	Yes	23	23	
MANAGERS	2017-121301	Policy and Planning Manager	Strategic Planning Manager/ Public Policy Manager/ Planning & Development Manager/ Corporate Planning Manager	Public Policy Development, Monitoring & Evaluation	8	Yes	19	19	
MANAGERS	2017-121905	Programme or Project Manager	Project Director	Public Management, Advanced Project Management	8	Yes	26	26	
MANAGERS	2017-122301	Research and Development Manager	Research Director, Research Manager.	Postgraduate Degree in the relevant specialisation	8	Yes	22	22	
TECHNICIANS AND ASSOCIATE PROFESSIONALS	2017-241108	Forensic Accountant		Postgraduate Diploma in Investigative and Forensic Accounting	8	Yes	6	6	
PROFESSIONALS	2017-242211	Internal Auditor	Information Systems Auditor, ICT Internal Auditor	Internal Audit	7	Yes	8	8	

### **3.5. Conclusion**

Given this analysis, the list of attached HTFVs, skills gaps and PIVOTAL list, with relevance for PSETA's scope of coverage, were agreed by PSETA's stakeholders through consultation processes internally. The supply of skills to the sector appears to be significantly impacted by the lack of sufficient experience and persistence of skills gaps with the SMS and MMS levels.

The Public Service sector has the potential to play a fundamental role in shaping the curriculum and delivery models through carefully piloting, and building supply-side capabilities through strong faculty of teachers who have the necessary contextual and subject matter competencies required.

## **4. Chapter 4: Sector Partnerships**

### **4.1. Introduction**

The purpose of this chapter is to outline the existing partnerships between the PSETA and its stakeholders and to assess the effectiveness of such partnerships. The chapter further explores the outcomes of new partnerships between the SETA and sector stakeholders. In order to assess the effectiveness of partnerships in addressing the skills development imperatives of the NSDS III within the ambit of the PSETA, it is pivotal to understand the nature of such partners.

Over the NSDS III period, the PSETA has enjoyed partnerships with various sector stakeholders to develop skills for the Public Service sector. The sector partnerships chapter provides a description and analysis of the current partners that PSETA works with and collaborates with in ensuring that it delivers its mandate in the sector.

The PSETA in its Discretionary Grant Policy has introduced a 'co-funding' provision in order to widen the spectrum of the SETA's funding framework and increase the fair and equitable disbursement of discretionary grants while strengthening the implementation of programmes and projects outside of the conventional skills ecosystem.

Existing partnerships have enabled the PSETA to achieve some of its key strategic objectives and to optimally extend itself to the sector. For the PSETA to carry out its mandate effectively it has to collaborate and partner with those institutions that are also tasked with human resource development within the Public Service. Such institutions include:

- The Department of Public Service and Administration
- Public Service Commission
- National School of Government
- Provincial and Sectoral Academies
- Offices of the Premier
- Lead National and Provincial departments
- Public TVET Colleges and Higher Education Institutions
- The Quality Council for Trades and Occupations
- Other SETAs
- Public Entities
- Parliament and the nine Provincial Legislatures
- Organised Labour (functioning within the Public Service sector)

### **4.2. Existing Partnerships**

The PSETA continues to prioritise fostering partnerships with HEIs and TVET Colleges that support training and skills development for the world of work within the Public Service space. Engagements with TVET Colleges and HEIs are defined in Memoranda of Understanding and operationalised in Memoranda of Agreements that are entered into between the PSETA and the relevant institution. The below tabular presentation of existing partners lists the categories of partnerships that the PSETA has entered into.

The categories of partnerships that exist are as follows:

Table 17: PSETA existing partnerships with TVET colleges

Partnerships with TVET Colleges	
<p>The PSETA is committed to forging partnerships with TVET Colleges for the up-skilling of potential new entrants into the sector. To encourage work integrated learning for TVET College graduates, the PSETA currently has partnerships with several TVET Colleges. A concerted effort to build TVET lecturer capacity and accreditation of TVET Colleges is undertaken. In the 2017/18 financial year, the PSETA has rolled out training of TVET College lecturers on Assessor and Moderator skills programmes.</p>	
Name of TVET College	Nature of Partnership
Gert Sibande TVET College	<p>Work Integrated Learning programmes to assist colleges to make links with Public Service employers in order for learners to obtain the requisite workplace experience thereby equipping them for absorption into the labour market. The PSETA also directed its bursaries towards unemployed learners in public TVET colleges in the 2017/18 financial year.</p>
Ikhala TVET College	
Boland TVET College	
Umfoloji TVET College	
Ehlanzeni TVET College	
Flavius Mareka TVET College	
Motheo TVET College	
Northern Cape Rural TVET College	
Waterberg TVET College	
Maluti TVET College	
King Hintsa TVET College	

Table 18: PSETA existing partnerships with HEIs and other training providers

Partnerships with HEIs	
<p>The partnerships between the PSETA and HEIs are largely of a research nature. Recently some of their scopes have been extended to include occupationally directed and academic qualification bursaries for employees in the key departments with which the PSETA has strategic partnerships. PSETA continues to sustain a partnership with the Public Affairs Research Institute (PARI), within Wits University, who have recently conducted a review and update of the Public Service Human Resource Development Strategic Framework (PS-HRDSF) to be tabled before Cabinet for adoption and implementation across the Public Service sector.</p>	
Name of HEI	Nature of Partnership
Wits School of Governance	Post graduate bursaries for the employed in partnership with the Department of Planning, Monitoring and Evaluation and Research Partner
Public Affairs Research Institute	PhD Scholar, Masters Bursaries and Research Partner

### Strategic Partnerships with Government Departments

Strategic Partnerships with key department are entered into in an attempt to develop comprehensive business cases that will be used by contracting parties as the blueprint for collaborations over the short, medium and long-term. The design, development and delivery of agreed priority learning programmes for building specific state capabilities is at the forefront of such partnerships. The following departments are entrusted with leading state capabilities in their respective areas of expertise.

Table 19: PSETA existing partnerships with government departments

<b>Strategic Partnerships with Government Departments</b>	
<b>Name of Department</b>	<b>Nature of Partnership</b>
DHET	Memorandum of understanding 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. Business case for improving management and operational efficiency in the Public Service, including Human Resource Management and Human Resource Development.
DPSA	Memorandum of understanding to support collaboration 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 working closer to the DPSA than in the past in order to further facilitate the development of a monitoring and evaluation tool to complement the Human Resource Development Strategic Framework when it is at implementation stage.
DPME	To lead the bursary project for public service officials to obtain Monitoring and Evaluation qualifications. To also develop a business case, in partnership with the NSG, on a Theory of Change and Logical Framework for capacity development interventions and map out existing competency frameworks for planning, monitoring and evaluation.
National Treasury	To lead the Learnership project for unemployed youth to obtain Accounting Technician qualifications. To also develop a Theory of Change and Logical Framework for capacity development interventions and map out existing competency frameworks for financial management and supply chain management for the public sector.
Department of Social Development (Gauteng)	Employed HRD Practitioners to be capacitated on Assessor and Moderator Skills Programmes.
Department of Public Works, Roads and Transport (Mpumalanga) and Department of Economic Development and Tourism (Western Cape)	Implementation of artisan development programme for unemployed youth.
Department of Cooperative Governance, Human Settlements and Traditional Affairs Limpopo	Implementation of a skills programme for employed beneficiaries.
General Public Service Sector Bargaining Council	Special project to capacitate organised labour members representing public service officials and labour relations practitioners

Offices of The Premier in various provinces	MoUs have been entered into with Offices of the Premier in the following provinces: Free State, Northern Cape and Western Cape. These OTPs are currently implementing PSETA skills programmes.
Department of Home Affairs	Chinese Government funded bi-lateral Seminar on Border and Immigration Administration for South Africa. Unemployed youth cadet programme: National Certificate: Home Affairs Services Qualification NQF 5. Sharing lessons and resources more widely in the sector to improve bridging into work strategies.
National Parliament	Memorandum of understanding to support collaboration around areas of research, legislative drafting and qualification development is still underway.

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

The PS-HRDSF Monitoring and Evaluation Framework and Tools will support the PSETA's strategic focus to further develop dialogue and communities of practice on critical issues affecting skills development in the Public Service sector, such as ensuring that performance management systems in departments incentivise skills development, and that clearer policy guidelines are developed on the use of budgets and other resources for skills development.

Table 20: 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. The 16 Government SETAs (G-SETA cluster) include five SETAs whose core constituents are organs of state; and another 11 who have at least some organs of state reporting to them. All organs of state have transversal functions which fall under PSETA; and most have some functions that fall under other SETAs. A few current or emerging partnerships are described below to illustrate this principle of collaboration.	
Name of SETA	Nature of Partnership
LGSETA	Collaborative efforts towards the implementation of RPL for serving officials in the public service as a whole.
ETDP SETA	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	Collaboration and sharing of data for skills planning purposes.
TETA	Exposing TETA constituent public entity officials to the Chinese- South African Government bilateral agreement funded Seminar on Port Management for South Africa.

#### 4.2.1 Successful Partnerships

The PSETA conducts ongoing evaluation of existing partnerships to identify the lessons learned. A noteworthy successful partnership remains that which PSETA has with PARI, an institute of the University of Witwatersrand. PARI has provided research support for the PSETA’s annual SSP updates in the past. The partnership also includes the PSETA-PARI scholarship programme, which provides scholarships to postgraduate students focused on research relevant to PSETA’s mandate. PARI has recently conducted a review of the PS-HRDSF which is pending tabling before Cabinet. This project cements the strategic partnership between the DPSA and PSETA as this will be a ground breaking project towards developing an updated PS-HRDSF which will inform strategic HRD in the Public Service sector.

A key success to this partnership that is worth noting is that this partnership has resulted in the PSETA capacitated (by PARI) adequately to write its SSP in-house and PARI playing a supportive role in this regard as this partnership is ongoing. Written Memoranda of Agreements have provided a strong base on which many of the PSETA partnerships are cemented. To this extent, the roles and responsibilities of each party are concisely outlined to ensure successful partnerships.

#### 4.2.2 Problems experienced with partnerships

PSETA’s partnerships have not been without challenges. Our partnerships with TVET Colleges in particular have been challenging, but within acceptable bounds due to many TVET Colleges constrained by capacity issues (specifically within administrative and management capacity). TVETs continue to lack the appropriate learning programmes and infrastructure for delivery of artisan development; and or teaching expertise to deliver programmes needed in the Public Service. Developing an effective partnership with a TVET College require long-range planning and support.

Furthermore, clarity and leadership is needed in the PSET sector and the Public Service as to the precise role that the TVET College sector should ideally play in the development of transversal skills for the Public Service, and in qualifications outside of the technical occupations (for example, in the range of administrative and clerical occupations).

### 4.3. New Partnerships

Some PSETA partnerships are innovative in nature. The 2016 PSETA-European Union Dialogue resulted in a tripartite MoU between the French Embassy, PSETA and the Special Investigations Unit. The MoU sought to regulate the relationship and roles and responsibilities of the three parties, jointly and severally. To date the SIU is a beneficiary of a French Embassy fully funded “First Responders’ to Cyber Crime” programme whose material was developed by the Embassy for the South African context.

Table 21: Partnerships with other industry role-players

Partnerships with Other Industry Role-players	
The PSETA has looked to form partnerships with not only organisations that support its skills development mandate, but also to reduce costs for implementing certain projects.	
Name of Role-player	Nature of Partnership
French Embassy and SIU	The PSETA has entered into a French Embassy funded partnership to afford the SIU the opportunity of obtaining highly specialised international forensic investigation skills, specifically designed for the SIU. This MoU was officiated in June 2017.
Chinese Embassy	The Ministry of Commerce of the People’s Republic of China and the Department of Higher Education and Training of the Republic of South Africa have agreed on an Action Plan on Cooperation in Human Resource Development with a view to further strengthen the cooperation in human resource development. The PSETA continues to play its role as the coordinating SETA for this project for the benefit of the public service sector officials.

The PSETA is planning to extend its partnerships with TVET Colleges. This work will take a number of forms. The first being the capacitating of TVET lectures in the Limpopo province on the Assessor and Moderator accredited skills programme. Future collaborations with these stakeholders is a priority of the PSETA. Furthermore, the PSETA will expand its role in the placement of learners in government departments. Here PSETA aims to use existing databases – such as the DoL Employment Services South Africa system and DHET’s Public Service recruitment database to link learners to workplace opportunities.

Finally, the PSETA aims to support TVET’s in evaluating their curriculum content for qualifications aimed at careers in the Public Service. The aim is to develop curriculum content more relevant to the demands of public administration in South Africa.

#### 4.4. Conclusion

The PSETA’s partnerships approach with departments that hold regulatory power in relation to the NDP capabilities will see the SETA playing its skills development authority role more effectively and efficiently going forward. The partnership agreements include the DPME partnership which is aimed at strengthening the planning, monitoring and evaluation capabilities in the state. The PSETA partnership with the National Treasury includes collaboration around strengthening financial management and state procurement capabilities. Similar partnerships are being forged with other national departments and provinces.

The strategic role of the PSETA through these partnership agreements 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. This is a response to the strategic imperatives identified in Chapters 1 – 3, to ensure the sector trains current and future employees, cheaper, better and faster.

## 5. Chapter 5: Skills Priority Actions

### 5.1. Introduction

This final chapter of the SSP presents the key findings from previous chapters. These key findings then inform the skills priority actions that PSETA will focus on to address these findings. Consideration of national strategies and plans has also been taken into account to ensure alignment with government’s priorities. An analytical approach to determining skills priorities has been retained from the previous SSP updates 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.

### 5.2. Findings from previous chapters

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

Table 22: Key findings

Chapter	Key findings
Chapter 1	<ul style="list-style-type: none"> <li>• The General Government Services sector – which includes all employees employed within the Public Service is the largest employer in the country.</li> <li>• The General Government services had a positive GDP growth in the year 2017, the growth was recorded at 0.3% for the year.</li> <li>• The country’s economic performance directly impacts the Public Service sector through the government’s restrictive fiscal policies implemented. Prioritisation of the reduction of government’s wage bill and blocking of administrative and managerial vacancies, when seen in isolation, have a negative impact on employment in the sector.</li> <li>• The PSETA sector specifically however, continues to add value to the GDP of the country and employment to over 565 000 people.</li> <li>• Employment statistics from the WSP process and the PERSAL data provides encouraging findings in that there are approximately 10% more women employed across the sector and the race demographics of employees in the sector is in line with national norms in terms of population.</li> <li>• The sector covers a very wide range of sub-sectors, and 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.</li> <li>• 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.</li> </ul>

Chapter	Key findings
Chapter 2	<p>The major change drivers impacting on skills demand in the Public Service sector are:</p> <ul style="list-style-type: none"> <li>• Technology: with the introduction of more modern and innovative service delivery interfaces specific skills sets are required.</li> <li>• 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.</li> <li>• Human Resource Dynamics within the sector: Replacement demand and issues of capacity remain a critical issue in the sector. Further, the elimination of long-standing vacant posts continue to pose as a challenge.</li> <li>• 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.</li> <li>• The organisation of the government and the service delivery models through which the government chooses to deliver services and structure its operations will have implications for which kinds of capacities the state needs to develop.</li> <li>• Changes in the nature of politics as it affect the organisation and staffing of departments.</li> <li>• The review and realignment of legacy qualifications to the occupational qualifications model will impact the current curriculum of qualifications available to the sector.</li> </ul>
Chapter 3	<ul style="list-style-type: none"> <li>• 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.</li> <li>• 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.</li> <li>• The PSETA ETQA has 24 registered qualifications which include registered unit standards, qualifications and learning provision including learnerships.</li> <li>• Two qualifications: Occupational Certificate: Diplomat and Occupational Certificate: Office Administrator: Public Service Administrator are the new occupationally directed qualifications.</li> <li>• "Opening up the Public Service as a training space" remains a main focus area in bridging such skills into Public Service employment opportunities.</li> <li>• 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.</li> <li>• Developmental programmes in the sector are potentially the most important bridge between the skills pipeline and Public Service employment.</li> </ul>
Chapter 4	<ul style="list-style-type: none"> <li>• 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.</li> <li>• The PSETA's effectiveness in achieving its goals will be enhanced by an organisation-wide directive on the disbursement of discretionary grants through the partnerships model.</li> <li>• Partnerships with national departments and provinces are focused on "champions" of particular state capabilities and Offices of the Premier.</li> <li>• Existing partnerships have provided valuable lessons on what is needed to make partnerships work, and are being used to inform the new partnerships.</li> </ul>

### 5.3. Recommended Actions

PSETA regards sector skills planning as an evidence-based, stakeholder-led strategy-making process. During the 2015/16 financial year PSETA developed the approach to stakeholder leadership of the process; provided baseline research to inform the strategy-making; and formalised some of the 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 11, 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.

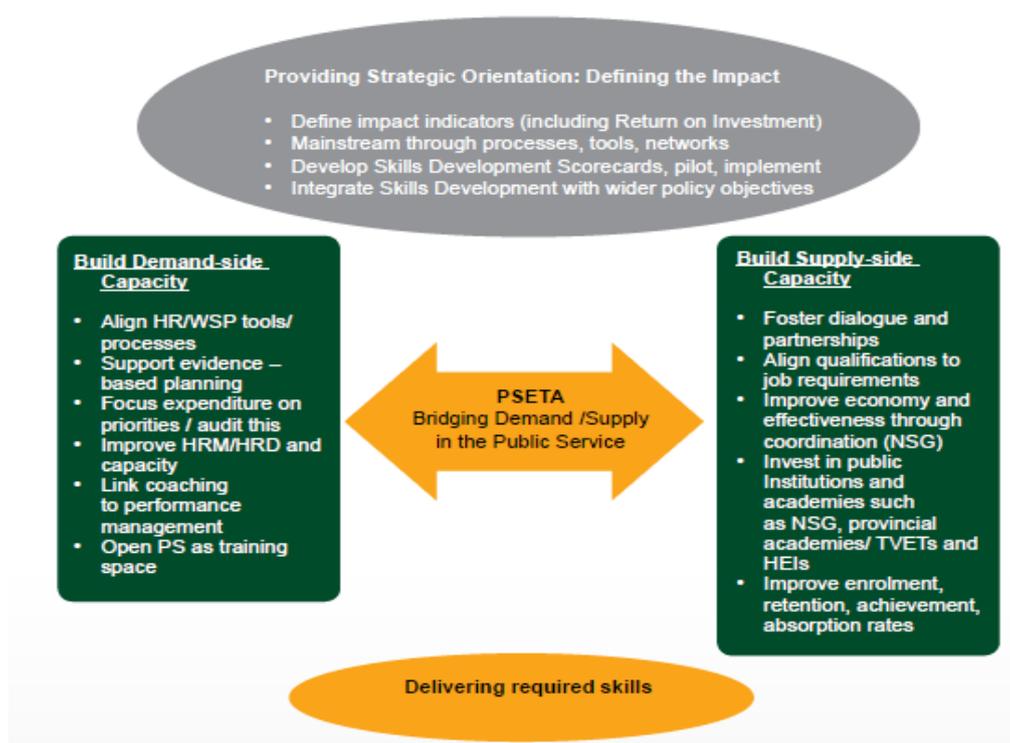


Figure 11: Conceptual Framework

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 departments
- Priority 2: Improve research output and impact assessment of programmes
- Priority 3: Review and realign occupational qualifications
- Priority 4: Implement workplace based learning programmes in building the workplace into a training space

#### Skills Priority 1: Establish strategic partnerships with key departments

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

### **Skills Priority 2: Improve research output 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: Review and realign occupational qualifications**

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

### **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.

## **5.4. Measures to support national strategies and plans**

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

- In support of the SIPs, PSETA’s role has been defined as identifying and building the state capabilities required to deliver on steps 17 – 20 of the DHET 21 Step SIPs skills development strategy. Specific programmes (such as research into the greening of state procurement, or skills programmes around the new Treasury Infrastructure Procurement Standard and the Infrastructure Delivery Management System) are the implementation strategies arising from how PSETA interprets the policy mandates.
- One of the key focus areas of the White Paper on Post School Education and Training area is the importance of adequate research capacity, economics/ labour market and industry expertise, data management, and planning expertise. PSETA has over the last three years, improved its quality of the SSP, which has gained credibility with its employer stakeholders, particularly the DPSA. This was achieved through a partnership with a Public Sector research expert, namely the Public Affairs Research Institute (PARI) at WITS. PSETA has also developed internal research capacity and this SSP update has been prepared by the Skills Planning and Research unit. Strengthening

research capabilities in the sector has been suggested as a priority by the PSETA's Governance and Strategy Committee.

- The White Paper also directs SETAs to have a strong Work Integrated Learning (WIL) programme to enable learners to acquire the relevant work experience as a prerequisite to acquiring their qualifications, particularly TVET learners. The PSETA has established a strategy to “open up the Public Service as a Training Space” and will continue with more efforts to bridge education and work through identifying workplaces for practical work experience. Workplace learning will be an integral part of qualification and programmes. Sharing best practices and resources across the sector is key to achieving this goal.
- In the National Integrated Human Resource Development Plan (NIHRDP) 2014-2018 launched by the HRDSCA in March 2014, strategic outcome-oriented goal 3 is “Capable Public Sector with Effective and Efficient Planning and Implementation Capabilities”. PSETA is a supporting partner to DPSA in two goal statements: firstly to revise the Public Service HRD Strategies and Plans in Line with the Vision of the NDP for a Professional and Capable Public Service and secondly to turn the Public Sector into a Training Space.

## **5.5. Conclusion**

The Public Service sector with its wide ranging functions is an essential contributor to the South African economy. As such embedding skills development within wider efforts to build organisational capabilities in the sector is important. The skills priorities identified in this chapter are aimed at building the supply-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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