

**The Skills Development Act (No 97 of 1998) in South Africa:  
A Case Study of Policy Implementation by the Office of the Premier,  
KwaZulu-Natal.**

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## ABSTRACT

The study explores the ways in which Skills Development Act is implemented in South Africa. This study provides skills development policy by looking at policy implications and policy implementation in the Office of the Premier: Human Resource Development directorate.

The need for skills development in South Africa carries the potential for policy development as an essential feature for economic growth and service delivery. Not only to the field of public policy, but to every sector including science and technology. The passing of the Skills Development Act, (No. 97 of 1998) (SDA) and the Skills Development Levies Act (No. 9 of 1999) highlighted the need for more skills in South Africa to meet the demands of a changing global world economy.

The purpose of the study is to provide a policy understanding of the SDA and its implementation using the Office of the Premier in KwaZulu-Natal as a case study. The study will illustrate the importance of skills development in the public sector of South Africa and how skills can be further developed in the public sector. Research in skills development policy primarily focuses on the private sector ignoring its relevance to the public sector.

The primary research objective of this study is

- To describe the need for skills development in the public sector in South Africa and
- To critically analyze the Skills Development Act in South Africa.
- It will also analyze national programmes and policies designed for skills development in South Africa.

The theoretical basis of this project is found on theories of public policy and policy implementation. The crux of this study is to determine the extent to which the Office of the Premier's skills development policy seeks to implement the Skills Development Act in the KwaZulu-Natal province.

The findings of the study show a broad policy commitment to skills development programmes. However, when one take a closer look at the policy implementation of skills development in Office of the Premier, a number of gaps become clear. The Directorate HRD has experienced a number of implementation problems. The most significant is their lack of capacity as well as their in ability to monitor and assess training programmes.

## **Declaration**

This dissertation, submitted for the degree in MSocSci (Policy and Development Studies), describes the work undertaken at the University of KwaZulu-Natal, Pietermaritzburg, under the supervision of Ms A. Stanton between July 2006 and May 2007.

I declare that this work is the result of my own research, unless specifically indicated to the contrary in the text. This dissertation has not been submitted in any form for any degree or examination to any other university.

Signed: \_\_\_\_\_

Date: \_\_\_\_\_

I hereby certify that this statement is correct.

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## **CHAPTER ONE: Introduction**

### **1.1 Introduction**

Skills development remains critical for socio-economic growth and development of any country. The South African public sector depends on a skilled workforce to enable it to improve living standards, the economy and poverty alleviation. The change of government with the transition to democracy and its introduction into the international economy, has brought to the fore the present crisis of skills shortages in the public sector. The need for skills development programmes and strategies for the transformation of a relatively new and inexperienced bureaucracy has been emphasized.<sup>1</sup> South Africa's single most important resource is its people. Innovative, courageous and conscientious South Africans are well placed to address the challenges facing the country. However, national government frameworks and systems that allow this crucial resource to be effectively utilised must be developed and implemented.

The need for skills development in South Africa carries the potential for policy development as an essential feature for economic growth and service delivery. Not only to the field of public policy, but to every sector including science and technology. The increasing demand for skills is perpetuated by the ever-changing working environment pressured by globalisation.<sup>2</sup> This implies that skills development is and will always be a continuous process because of the continuity of technological developments.

The passing of the Skills Development Act, (No. 97 of 1998) and the Skills Development Levies Act (No. 9 of 1999) highlighted the need for more skills in South Africa to meet the demands of a changing global world economy.<sup>3</sup> The Skills Development Act has to be implemented by all spheres and sectors of government under the guidance of the relevant Sector Education and Training Authority (SETA).

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<sup>1</sup> September Commission. **Future of Trade Unions: To the Congress of South African Trade Unions.** August 1997: p. 3.

<sup>2</sup> Department of Labour. **An Introduction to the Skills Development Strategy.** Government Printers: Pretoria. 2001: p. 7.

<sup>3</sup> Ibid.



Training of employees inside the work-place and the introduction of learnerships and internships are some of the programmes that have been put in place for skills development in South Africa. The Labour Market Skills Development Programme, which is a three year program specifically developed by the Department of Labour to assist in the implementation of the Skills Development Act (No. 97 of 1998), was introduced in 1996 and its programme implementation began in 1999.<sup>4</sup>

### **1.2 Objectives of the study**

The primary research objective of this study is to describe the need for skills development in the public sector in South Africa and to critically analyse the Skills Development Act (No. 97 of 1998) in South Africa. It will also describe national programmes and policies designed for skills development in South Africa. This general policy framework will be analysed and the extent to which it is currently been implemented by the Office of the Premier in KwaZulu-Natal will be described since it is the department that is delegated the responsibility to implement the Act in the province.

The following research questions inform the broad research problem:

- Why are skills shortages a public policy concern in South Africa?
- What are the skills shortages in the public sector of South Africa?
- What are the skills shortages in the public sector of KwaZulu-Natal?
- What does the Skills Development Act (No. 97 of 1998) require from provincial governments?
- What strategies does the Skills Development Act (No. 97 of 1998) offer for the implementation of skills development programmes?
- What strategies does the Skills Development Act (No. 97 of 1998) offer for measuring or assessing whether or not skills have been developed?
- Have skills development programmes been evaluated and monitored in South Africa?

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<sup>4</sup> Department of Labour. An Introduction to the Skills Development Strategy. Government Printers: Pretoria. 2001: p. 45.

The more specific research problem and objectives of this study is to examine how the Skills Development Act (No. 97 of 1998) is being implemented by the Office of the Premier in KwaZulu-Natal. The research questions are:

- What is the role of the Office of the Premier in KwaZulu-Natal in the implementation of the Skills Development Act?
- Has the Office of the Premier identified what the skills shortages are of the public sector in KwaZulu-Natal?
- What skills development strategies have been put in place by the Office of the Premier?
- What programmes and structures are in place for skills development in the Office of the Premier?
- Are skills development initiatives in the public sector of KwaZulu-Natal being monitored and evaluated?
- How does the Office of the Premier assess and monitor whether or not skills have been developed?

### **1.3 Research Methodology**

The proposed study applied qualitative research methods to answer the study's research objectives. Babbie and Mouton argue that qualitative research is probably the best method or design to collect original information in a natural setting.<sup>5</sup> According to Babbie and Mouton "qualitative research focuses on studying human action in its natural setting and through the eyes of the actors themselves, together with an emphasis on detailed description and understanding of particular phenomena within the appropriate context and environment."<sup>6</sup> Qualitative research is well suited for this project, since this study is a social process that emphasizes the natural setting of actors.<sup>7</sup> This means that qualitative research allows one to describe the actions of the research participants and events in detail and attempts to understand these actions in terms of the actor's own beliefs, history and context.<sup>8</sup>

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<sup>5</sup> Babbie, E & Mouton, J. The Practice of Social Research. Oxford University Press: Cape Town. 2004: p. 270.

<sup>6</sup> Ibid. p. 271.

<sup>7</sup> Ibid.

<sup>8</sup> Ibid.

The study focused on the Office of the Premier in KwaZulu-Natal since this is the government department responsible for skills development in the public sector of the province. The Director of Human Resource Development and Senior Training Officers of Neutral Skills Development were interviewed as key respondents because of their involvement in the skills development programmes of the province.

Individual face-to-face interviews with the Director of Human Resource Development and Senior Training Officers of Neutral Skills Development provided supplementary data for qualitative data analysis.<sup>9</sup> The individual face-to-face interviewing process allowed the researcher to verify data collected. It allowed respondents to express him or herself enabling the interviewer to obtain more information on their experience with regards to the implementation of the Skills Development Act in KwaZulu-Natal.

Secondary data, such as government policies and reports, were analysed using content-based data analysis. Secondary data was collected by examining national skills development policies and strategies. It also included analysing the Skills Development Act (No. 97 of 1998) as well as its aims and approaches to implementation. It also analysed provincial skills development policies and strategies. Skills development was identified by the researcher as an important issue and was therefore examined against the background of theoretical debates on policy, decision-making, policy implementation and policy evaluation.

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<sup>9</sup> Babbie, E & Mouton, J. The Practice of Social Research. Oxford University Press: Cape Town. 2004: p. 289.

## **1. 4 Structure of the thesis**

The structure of the thesis comprises of five chapters, organised in the following sections:

### **Chapter One: Introduction**

The introduction introduces all the aspects of the study by outlining the importance of the research and its contribution to the research field. It also describes the research problem and the structure of the thesis.

### **Chapter Two: Theoretical Framework**

This chapter outlines the theoretical framework of the study. It represents a literature review of public policy, policy implementation and policy evaluation as well as the role of government in policy making and implementation.

### **Chapter Three: Skills Development Policy in South Africa**

This chapter presents the background to the need for skills development in South Africa. It analyses the Skills Development Act (No. 97 of 1998), its background, its aims and objectives. It also discusses the different national and provincial structures in place for skills development and the type of programmes currently implemented.

### **Chapter Four: Case Study**

This chapter is the case study. It analyses the findings of the interviews held with key informants. It focuses on the implementation of the Skills Development Act (No. 97 of 1998) by the Office of the Premier of KwaZulu-Natal. It offers a critique of the existing programmes and strategies in place. It also identifies the current problems faced by the Office of the Premier in its implementation of the Skills Development Act.

### **Chapter Five: Analysis and Interpretation**

This chapter concludes the study by providing a critique of skills development policies and programmes, and identifies the implications of these for policy implementation. It also makes some recommendations.

## CHAPTER TWO: Theoretical Framework

### 2.1 Public Policy

This chapter establishes a theoretical framework of this research paper by presenting a review of the literature on concepts such as policy, public policy and policy implementation. An in-depth discussion on the above concepts is outlined and is necessary for the understanding of the case study.

Public policy includes a range of different complex phenomena that consists of numerous individuals and organisations. Different scholars offer a variety of understandings of public policy. To begin with, Colebatch considers the views of Dye who defines public policy as “what government choose to do or not to do.”<sup>1</sup> Dye’s understanding of public policy includes every aspect of governmental behaviour such as developing activities. The perception created by Dye’s definition is that public policy making is solely a government responsibility. However, his definition of policy as the work of government does neglect that there are times when government seems to be quite remote from the process. Seeking to look for linkages, Gerston considers Peters’ definition who defines public policy as the “sum of government activities, whether acting directly or through agents, as it has influence on the lives of citizens.”<sup>2</sup> Peters’ perception of public policy is similar but broader than Dye’s in that it sees public policy as government’s responsibility to oversee general activities of its citizens.

Theunissen defines public policy as the product of policy making. According to him, policy is “a plan of action to achieve a desired goal within the overall purposes of government.”<sup>3</sup> Public policy is a result or response to government’s perception of the needs in society.<sup>4</sup> Theunissen’s understanding of public policy emphasizes the role of individuals and interests groups in society who put pressure on the government to respond to public issues. When the government has identified the need for policy intervention, then the policy making process commences.<sup>5</sup> Weiss’s definition is

<sup>1</sup> Colebatch, HK. **Policy**. Open University Press: Buckingham. 2002: p. 39.

<sup>2</sup> Gerston, LN. **Public Policy Making: Process and Principles**. M.E. Sharpe: London. 2004: p. 6.

<sup>3</sup> Theunissen CA. **Administering National Government** in Venter, A. (eds) **Government and Politics in the New South Africa: An Introductory Reader to its Institutions, Processes and Policies**. JL van Schaik Academic: London. 1998: p. 123.

<sup>4</sup> Ibid.

<sup>5</sup> Ibid. p. 124.

similar to that of Theunissen. Weiss defines policy as “an officially accepted statement of objectives tied to a set of activities that are intended to realise the goals and objectives in a particular environment.”<sup>6</sup> His definition interprets policy as a set of objectives, goals and activities that have been agreed upon. Policy is therefore regarded as a framework for achieving the desired need.

The need for policy, argues Gerston, is a combination of politics and governments.<sup>7</sup> Gerston argues that politics is the authoritative allocation of values. Public policy results from a combination of politics and government in a sense that it explains the prevailing political values and its influence in defining solutions to the existing problems. These values often predetermine public policy and are influential in policy.<sup>8</sup>

Cloete argues that policy emerged as soon as humans started living together in society. Societies needed goods and services that they were unable to produce and provide as individuals or families. In short, public policy is about people and social order. It responds to their needs, living conditions and circumstances.<sup>9</sup> It is social, Colebath asserts, in that it justifies and legitimises societal behaviour, actions and practices.<sup>10</sup>

Public policy has two major purposes according to De Lange. It is to improve efficiency and to improve equity.<sup>11</sup> Public policy is said to be efficient if it maximises benefits for society at the least cost. This depends on the effective use of public funds and resources and effective public accountability of government. Equity, on the other hand, means that public policy is not necessarily concerned with the amount of available resources, but whether those resources are distributed evenly to promote equality among the members of society.<sup>12</sup> Both efficiency and equity are crucial in the

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<sup>6</sup> Weiss, CH. Evaluation: Methods for Studying Programs and Policies. Prentice Hall: New Jersey. 1998: p. 256.

<sup>7</sup> Gerston, LN. Public Policy Making: Process and Principles. M.E. Sharpe: London. 2004: p. 23.

<sup>8</sup> Ibid.

<sup>9</sup> Cloete, F & Wissink, H. Public Management: Improving Public Policy. Van Schaik: Cape Town and Pretoria. 2000: p. 298.

<sup>10</sup> Colebath, HK. Policy. Open University Press: Buckingham. 2002: p. 234.

<sup>11</sup> De Lange, J. Premiers Leadership Development Programme: Economic Literacy Module. Office of the Premier: KwaZulu-Natal Provincial Administration; HRD and UKZN. 2004: p. 15.

<sup>12</sup> Ibid.

core intention of public policy because the nature of state power and authority is penetrative, extractive and collaborative.<sup>13</sup> Muller explains that directly or indirectly, the state is dependent on its citizens for a number of reasons, which includes legitimacy and sustainability.<sup>14</sup> Muller explains that state authority is penetrative in the sense that the state communicates and engages with society to ensure that its policy objectives are carried out. The state is extractive insofar as it generates revenues from its people through taxation. The state, according to Muller, is collaborative in a sense that it negotiates the relationship between itself and society and it seeks to enhance the capacity of both.<sup>15</sup>

According to Parsons, public policy focuses on the public and its problems.<sup>16</sup> “Public policy is concerned with issues and problems and how they come to be defined and constructed; and how they are placed on the political and policy agenda.”<sup>17</sup> Parsons as does Dye, views public policy as concerned with what governments do, the reasons why they do it, and its effect it has on the public.<sup>18</sup> Public policy is about government pursuing a particular course, deciding how to pursue it and what course of action they need to take.<sup>19</sup> Policy is about choosing goals and the means of achieving these goals. Policy goals are often generally broad statements, whereas objectives are more specific and action-orientated. Objectives are also operational duties that are derived from the broad policy framework which define the goals. It can be said that public policies are those kinds of policies that are specifically developed by government actors and are meant to enable government officials to be effective and efficient in their processes of managing public affairs.

However, it is important to take note that government actors and stakeholders are likely to have distinct and possibly contradictory ideas about goals and priorities. Colebath argues that the determination of a policy goal is “not just a matter of a context-free group of policy makers determining what goal will be for the participants

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<sup>13</sup> Muller, J. **Challenges of Globalisation: South African Debates with Manuel Castells**. Maskew Miller Longman: Cape Town. 2001: p. 63.

<sup>14</sup> Ibid.

<sup>15</sup> Ibid. p. 64.

<sup>16</sup> Parsons, W. **Public Policy: An Introduction to the Theory and Practice of Policy Analysis**. Edward Elgar Publishing Inc: Cheltenham. 1997: p. xv.

<sup>17</sup> Ibid.

<sup>18</sup> Ibid.

<sup>19</sup> Ibid.

but there are various stakeholders and parties involved with their own perspective on the problem analysis and they will mobilise support for what they see as the most appropriate course of action.”<sup>20</sup> These various parties may have their own interest to protect based on their own organisational perspective. It is important to remember that there can be different interpretations of the policy issue and different opinions on what constitutes the right policy decision.

Many analytical models of policy making often include stages or steps of the policy process such as policy formulation, implementation and evaluation. Models provide an interesting insight for analytical purposes and try to simplify the complexity of the policy making process. Moharir (cited in Olowu) argues that the successful outcome of the policy process in terms of solving social problems, depends on it meeting a number of criteria to compare policy options, the existing policy designs and assess the past policy performance.<sup>21</sup> According to Moharir, the minimum measure of a successful public policy must fulfil the following six criteria:

- *Effectiveness*- (refers to the ability of governments to achieve goals and objective).
- *Efficiency*- (refers to the realisation of the policy objectives less time and less cost).
- *Responsiveness*-(refers to the ability to create policies that respond to civil society and interests groups).
- *Innovation*-(refers to the creativity to design policies. Creativity is about the quality of originality that leads to new ways of seeing ideas).
- *Political feasibility*-(refers to the ability of political executives, legislatures and policy makers to accept the policy).
- *Administrative feasibility*- (refers to the willingness, capacity and ability of implementing agencies to realise policy objectives within a given time).<sup>22</sup>

Moharir claims that these six criteria need to be applied simultaneously to achieve the desired policy outcomes and successful policy in the long run will conform to all the

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<sup>20</sup> Colebath, HK. **Policy**. Open University Press: Buckingham. 2002: p. 60.

<sup>21</sup> Olowu. D. (eds) **Better Governance and Public Policy: Capacity Building in Democratic Renewal in Africa**. Kumarian Press: USA. 2002: p. 109.

<sup>22</sup> Ibid.



criteria.<sup>23</sup> However, meeting these criteria depends on the capacity of policy makers and the actors involved which is not a constant and straightforward element.

Theunissen identifies four primary elements which he regards as necessary for feasible public policy making and implementation.<sup>24</sup> Firstly, public policy making must identify an actor with a capacity to produce change. Secondly, public policy requires the ability of policy makers to adapt to change, and new things that will bring innovative ideas. He further maintains that actors must also be able to possess the capacity to project future outcomes.<sup>25</sup> Fourthly, it requires a 'theory of knowledge' that can be supplied within the limits of ordinary human capacity.<sup>26</sup> However, the general lack of sufficient resources such as knowledge, experience and infrastructure has complicated the implementation of service delivery policies in South Africa and has led to the widening gap between policy objectives and the successful implementation or achievement of outcomes. He argues that knowledge needs a normative commitment from these actors.<sup>27</sup> Knowledge remains an important element that actors should possess in public policy.

The policy process as viewed by Anderson is aligned in terms of sequential patterns of action that involves a number of functional activities that can be analytically distinguished.<sup>28</sup> This includes problem identification; agenda setting; policy formulation, adoption and decision making; implementation; and evaluation. These patterns and stages are important in that each stage influences and depends on the other. Colebatch also identifies similar patterns of public policy. According to him, the policy process is represented as a sequence of stages with the intention to pursuit policy goals.<sup>29</sup> These stages are not linear but are presented as a circle suggesting that there is a progression from one stage to the next. The policy circle, or often referred to as the policy cycle, begins with the identification of an issue as a policy problem.<sup>30</sup>

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<sup>23</sup> Ibid.

<sup>24</sup> Theunissen CA. Administering National Government in Venter, A. (eds) Government and Politics in the New South Africa: An Introductory Reader to its Institutions, Processes and Policies. JL van Schaik Academic: London.1998: p. 10.

<sup>25</sup> Ibid.

<sup>26</sup> Ibid.

<sup>27</sup> Ibid.

<sup>28</sup> Parsons, W. Public Policy: An Introduction to the Theory and Practice of Policy Analysis. Edward Elgar Publishing Inc: Cheltenham.1997: p. 462.

<sup>29</sup> Colebatch, HK. Policy. Open University Press: Buckingham. 2002: p. 49.

<sup>30</sup> Ibid.

For the policy process to make it commence the issue or problem must be recognised as a policy issue and to the policy agenda for the attention of policy makers. The next stage is the identification of alternative responses or policy proposals to the problem. Alternative responses or proposals are compared with each other in order to determine which proposal would be more efficient and effective, based on which a concrete decision is taken. The preferred alternative or proposal becomes the final policy decision which then needs to be implemented. The policy implementation stage is important because it is where the execution of the policy takes place, and it is often the stage where policy problems arise. The policy cycle comes to a conclusion with the evaluation of a policy. However, if the policy fails, the policy cycle may begin again.

## **2.2 Policy Implementation**

In light of this study, it is imperative to describe policy implementation process itself. Parsons presents Pressman and Wildavsky's views of implementation who defined it as 'the process of interaction between the setting of goals and actions geared to achieve them'.<sup>31</sup> It is essentially an ability to "create links in a causal chain so as to put policy into effect."<sup>32</sup> Pressman and Wildavsky maintain that these goals have to be "clearly defined, well understood and resources have to be made available to accomplish these goals."<sup>33</sup> In simple words, the concepts 'implement' means to "accomplish, fulfil, produce, complete or carry out".<sup>34</sup> In this context to implement means to take action or the execution of duties to provide services or address the policy issue.

Colebatch, as well as Pressman and Wildavsky, describes policy implementation as a "connected process of choosing goals and selecting the appropriate alternatives of implementing those goals."<sup>35</sup> This view sees policy implementation as an inclusive declaration of intended outcomes and the provision of the means for attaining those outcomes.

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<sup>31</sup> Parsons, W. **Public Policy: An Introduction to the Theory and Practice of Policy Analysis**. Edward Elgar Publishing Inc: Cheltenham. 1997: p. 464.

<sup>32</sup> Ibid.

<sup>33</sup> Ibid.

<sup>34</sup> Ibid.

<sup>35</sup> Pressman, J & Wildavsky, A. **Implementation**. University of California Press: Berkeley. 1973. p. 4.

The effectiveness of policy implementation varies across policy issues and policy types. Some issues are more complex than others. For example, policy decisions on the provision of water may include elements of health, environmental and educational policies. Parsons argues that in order to view the study of implementation, the type of policy to be implemented must be taken into account.<sup>36</sup> For example, redistributive policies are about taking resources or benefits away from one group in society for the benefit of other groups. This may lead to public discontent. Policy implementation is likely to succeed if there is cooperation, consensus and compliance among stakeholders. Ripley and Franklin (cited in Lippincott and Stoker) emphasize that the process of implementation generally involves numerous important actors having competing goals and interests.<sup>37</sup> This can complicate cooperation and compliance. According to them, these goals work within an increasingly large and complex mix of government programs that require collaboration between the numbers of units of government who may be affected by powerful factors beyond their control.<sup>38</sup> However, coordinating implementation across different institutions, each with their own interests is no easy task.

Lippincott and Stoker argue that the coordination of action in policy implementation is important. They maintain that it is necessary to coordinate actions amongst the numerous actors since each will have divergent interests especially when it comes to implementing change.<sup>39</sup> This implies that implementation is most effective when policy creates a strong control at lower levels. This cannot materialise if the coordination of activities and actors are not taken into consideration. Coordination is important when the policy is complex and includes a wide variety of role players, other wise it may lead to confusion and duplication.

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<sup>36</sup> Parsons, W. **Public Policy: An Introduction to the Theory and Practice of Policy Analysis**. Edward Elgar Publishing Inc: Cheltenham. 1997: p. 245.

<sup>37</sup> Lippincott, RC & Stoker, RP. 'Policy Design for Implementation Effectiveness: Structural Change in a County Court System', in **Policy Studies Journal**. 20 (3). 1992: p. 377.

<sup>38</sup> Ibid.

<sup>39</sup> Ibid.

### *Approaches to policy implementation*

The policy making process tends to be analysed according to two main approaches and dimensions. The first is the top-down approach mentioned by Pressman and Wildavsky.<sup>40</sup> They define policy in terms of the relationship to policy as produced from those people in power at the top and laid down in official documents.<sup>41</sup> For them policy requires a top-down system of control, communications and resources to do the job.<sup>42</sup> Effective policy making and implementation requires, they argue, a good chain of command and a capacity to coordinate and control.<sup>43</sup> This implies that goals have to be clearly defined and understood; resources made available; the chain of command be capable of assembling and controlling resources; and a system that is able to communicate effectively and control those individuals involved in policy formulation and implementation.<sup>44</sup> Policy according to Pressman and Wildavsky, is concerned with the linkages between different organisations and departments at local level.<sup>45</sup> If action depends upon these number of links in the implementation chain, a degree of cooperation between agencies is important to make those links as close to hundred percent as possible.

The bottom-up approach to policy implementation was thoroughly researched by Lipsky in his analysis of the importance of street-level bureaucrats (those individuals who implement public policy on a day-to-day basis). Lipsky argues that street-level bureaucrats play an important role in the implementation of policy because of their close relationship with the society where the process of implementation takes place.<sup>46</sup> The bottom-up approach recognises the horizontal dimension or relationship as fundamental in policy making and implementation. Effective implementation is a condition which can be built up from the knowledge and experience of those in the frontline of service delivery. Lipsky's model of implementation recognises humans as a resource necessary for policy making and implementation.<sup>47</sup>

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<sup>40</sup>Hill, M & Hupe, P. **Implementing Public Policy: Governance in Theory and Practice**. Sage Publications: Sage. 2002: p. 44.

<sup>41</sup> Ibid.

<sup>42</sup> Ibid.

<sup>43</sup> Ibid.

<sup>44</sup> Ibid.

<sup>45</sup> Ibid. p. 44.

<sup>46</sup> Lipsky, M. **Street-Level Bureaucracy: Dilemmas of the Individual in Public Services**. Russell Sage Foundation: New York.1980: p. xii.

<sup>47</sup> Ibid.

According to Colebatch, the top-down approach concentrates on a point of decision, while the bottom-up approach spreads it to take in a wide arena for interaction.<sup>48</sup> The latter approach involves people to participate from diverse cultures of organisations and political environments involved in the implementation process. Parsons argues that the bottom-up model is a model that sees the process as including negotiation and consensus building among these cultures of organisations.<sup>49</sup> Lippincott and Stoker maintain similar views and argue that the bottom-up approach maintains that effectiveness requires consensus and flexibility to adapt policies to their local organisational context.<sup>50</sup>

Colebatch has identified two main approaches that have a great impact on the way one makes sense of policies namely a vertical and a horizontal approach to policy.<sup>51</sup> According to Colebatch, the vertical approach is concerned with the transfer of orders and decision from the top decision makers and officials to the officials at the bottom responsible for implementation.<sup>52</sup> This is similar to the top-down approach. The authorized decision makers generally select the course of action which will maximise their values and delegate these actions to lower ranking officials to implement.<sup>53</sup> The vertical approach is often used in South Africa where decisions tend to be made at national government level and then delegated down to the lower levels such as provincial government and local government. Such policy is described as the work of authorities.<sup>54</sup>

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<sup>48</sup> Colebatch, HK. Policy. Open University Press: Buckingham. 2002: p. 42.

<sup>49</sup> Parsons, W. Public Policy: An Introduction to the Theory and Practice of Policy Analysis. Edward Elgar Publishing Inc: Cheltenham. 1997: p. 465.

<sup>50</sup> Lippincott, RC & Stoker, RP. 'Policy Design for Implementation Effectiveness: Structural Change in a County Court System' in Policy Studies Journal, 20 (3). 1992: p. 327.

<sup>51</sup> Colebatch, HK. Policy. Open University Press: Buckingham. 2002: p. 3.

<sup>52</sup> Colebatch, HK. Policy. Open University Press: Buckingham. 2002: p. 3.

<sup>53</sup> Ibid.

<sup>54</sup> Ibid.

The top-down approach according to Hood (cited in Hill and Hupe) encapsulates five conditions for effective policy and implementation.<sup>55</sup>

- implementers as an “army like organisation” guided by clear lines of authority;
- implementation that is directed and steered by objectives and is enforced by norms;
- implementers that do as told;
- clear and effective lines of communication between units and sub units of organisation; and that
- enough time is available to reach the implementation targets.<sup>56</sup>

The horizontal dimension, according to Colebatch, is concerned with the relationships among policy participants in different organisations that are outside the hierarchic authority.<sup>57</sup> The horizontal approach maintains the importance of interaction among these different participants in policy making and implementation. These participants may involve participants outside government, the private sector, and non governmental organisations, international agencies as well as community-based organisation or other civil society groups. The horizontal dimension of public policy is seen as the structuring of action on the same level.<sup>58</sup> The horizontal dimension recognises that policy implementation work takes place across organisational boundaries as well as within them. It recognises that there are participants involved in the forming, interpreting and sustaining of public policy even at the lower levels of administration.<sup>59</sup> A critique of the horizontal dimension is that on its own it cannot function effectively. It requires an element of hierarchy and control to function effectively.

Exworthy and Powell argue that “successful implementation is achieved when there is a joined-up government at the centre, joined-up government at the periphery and a compatible vertical dimension that will align policy windows to square the circle of

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<sup>55</sup> Hill, M & Hupe, P. **Implementing Public Policy: Governance in Theory and Practice**. Sage Publications: Sage. 2002: p. 50.

<sup>56</sup> Ibid.

<sup>57</sup> Ibid. p. 23.

<sup>58</sup> Ibid.

<sup>59</sup> Ibid.

implementation in the congested state.”<sup>60</sup> Exworthy and Powell divide the horizontal dimension into two: the horizontal dimension at the centre (including policy implementation within departments) and the horizontal dimension at the periphery (which includes local to local departments).<sup>61</sup>

A great concern raised by Hill and Hupe is that implementers sometimes have difficulty in not knowing how to implement policy effectively, but also what is to be implemented.<sup>62</sup> In events of disappointing results, the policy makers tend to blame the implementers. However implementers may see policies as unclear and less directive with regards to the policies goals and objectives and how these are to be implemented. Therefore it is crucial that the implementers must be involved in the policy formulation process so that policies can be cognisant of the type of problems implementers experience with policy implementation. This is a crucial element because most departments in government simply outsource their programmes to outsiders who are not informed about what transpired during policy formulation and what informed such objectives. Hogwood and Gunn (cited in Hill and Hupe) state that what happens at the implementation stage will influence the policy outcome.<sup>63</sup> Hogwood and Gunn argue that the probability of a successful outcome will be increased if at the stage of policy formulation, insight is given about the implementation problems.<sup>64</sup> This is a major challenge for implementers because they are often not part of the policy formulation process, yet they are tasked with implementing it.

### ***Strategic management in policy implementation***

More attention and focus is needed on strategic management in policy implementation in order to achieve the policy outcomes. This includes managing policy implementation. It is a matter of identifying what needs to be done and how it should be done. It is about developing shared visions, influencing and persuading opponents, cooperating with a wide range of stakeholders while at the same time developing

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<sup>60</sup> Exworthy, M & Powell, M. **Big Windows and Little Windows: Implementation in the Congested State**. Blackwell Publishing Ltd: Blackwell). 2004: p. 269.

<sup>61</sup> Ibid.

<sup>62</sup> Hill, M & Hupe, P. **Implementing Public Policy: Governance in Theory and Practice**. Sage Publications: Sage.2002. p. 163.

<sup>63</sup> Ibid.

<sup>64</sup> Ibid.

programmes in a participatory and collaborative manner.<sup>65</sup> Brinkerhoff argues that managing policy implementation is “following effectively the policy prescriptions in order to solve social and economic problems.”<sup>66</sup>

Policy managers are essential in managing policy implementations. These policy managers require capacities, capabilities and skills different from those associated with routine administration.<sup>67</sup> Different in a sense that it involves the processes of policy to be implemented that is outside of daily routine of office administration. Even the various organisations involved in policy implementation where these managers come from also need skills that will enable them to compete with other organisations in the quest for resources to accomplish the policy.<sup>68</sup> One of the basic requirements argued by Brinkerhoff is strategic management capacity. Strategic management capacity refers to the skill and ability to manage the implementation process.

Strategic management capacity is important in managing policy implementation because it enables policy managers and departments to focus directly on three strategic management capacities tools identified by Brinkerhoff. These capacities enable policy implementers to deal effectively with policy implementation challenges. Brinkerhoff identifies three elements of capacity.<sup>69</sup> First, the capacity to look outward. Looking outward according to Brinkerhoff, enables policy implementers to extend their focus on external environmental limitations. This tool allows them to focus on issues that are outside of the implementation process.

Secondly, Brinkerhoff argues that implementers and managers must look inward to view and assess the internal structures and procedures as well as the ability of actors within the department.<sup>70</sup> This is important in any policy implementation process because it helps to identify individual skills present inside departments.

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<sup>65</sup>Brinkerhoff DW & Crosby BL. Managing Policy Reform: Concepts and Tools for Decision Makers in Developing and Transitioning Countries USA. 2002: p. 118.

<sup>66</sup> Ibid. p. 117.

<sup>67</sup> Brinkerhoff DW & Crosby BL. Managing Policy Reform: Concepts and Tools for Decision Makers in Developing and Transitioning Countries. USA. 2002: p. 38.

<sup>68</sup> Ibid.

<sup>69</sup> Ibid.

<sup>70</sup> Ibid. p. 39.



The third capacity tool is to look ahead to see what comes next and to put the necessary resources in place required to meet the desired outcome. In other words, this capacity relates to bringing together strategies and resources to achieve policy goals. This capacity puts attention to sustainability, with the capacity to anticipate and initiate activities.<sup>71</sup>

Four steps have been identified by Brinkerhoff and Pfeiffer that can assist policy managers to manage policy implementation effectively. According to Pfeiffer, the first useful step to manage policy implementation strategically involves deciding on the policy goals and objectives and developing agreements.<sup>72</sup> For example, one of the major goals of capacity building is to develop individual and organisational skills to meet the demand of the ever-changing workplace. For instance, implementers need to develop technical solutions that stakeholders can agree on. These solutions can only be achieved if there is cooperation. According to Brinkerhoff, cooperation means that the views and needs of other actors are considered and accommodated.<sup>73</sup>

According to Brinkerhoff, managing strategically requires policy managers to scan internal and external factors as a second step.<sup>74</sup> This requires implementers to identify the strengths of the internal structures and systems as well as the external environments. Pfeiffer stresses the necessity to diagnose what is important in getting these goals done. "To implement your goals effectively, is to manage politics as an external emphasis and the use of power skilfully."<sup>75</sup> He maintains that goals are implemented effectively if politics are managed skillfully and effectively. By politics one refers to the influence that can disturb the effective implementation of the policy. It is important to identify and understand the interplay between politics and powers of actors from various organisations. It enables implementers to have a sense of the game played or policy implemented, who the crucial players are and what their positions are.

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<sup>71</sup> Ibid.

<sup>72</sup> Pfeiffer, J. **Managing with Power: Politics and Influence in Organisations**. Harvard Business School Press: Boston, Massachusetts. 2002: p. 29.

<sup>73</sup> Brinkerhoff DW & Crosby BL. . **Managing Policy Reform: Concepts and Tools for Decision Makers in Developing and Transitioning Countries**. USA. 2002: p. 6.

<sup>74</sup> Ibid. p. 43.

<sup>75</sup> Pfeiffer, J. **Managing with Power: Politics and Influence in Organisations**. Harvard Business School Press: Boston, Massachusetts. 2002: p. 29.

Weimer and Vining stress the importance of politics in the implementation process. They maintain that “understanding the motivations and political resources of the implementers is important for predicting the likelihood that the policy will produce the expected results. This is because it reduces the detrimental effects the policy could have during its implementation period and could help the implementer to have an understanding of these resources and how they can use them effectively.”<sup>76</sup> For example, if a government department regards its human resource development policy as insignificant, it is less likely to allocate resources towards its implementation thereby limiting the implementer’s ability to implement that policy.

The third step is to consider strategies and options. This step calls for the identification of strategic issues and set priorities in terms of the urgency of each issue in the strategy. Therefore, implementers should be prepared to use political strategies such as co-optation and compromise to assemble programme elements and keep them engaged.<sup>77</sup> According to Brinkerhoff, co-optation calls for getting other people to believe that the policy implemented is favourable and in their best interest.<sup>78</sup>

The last step identified by Brinkerhoff is to put strategic plans into action. This is to think strategically about implementation in practical situations. Here, policy managers and implementers put plans into action, resources are mobilised and human resource capacity are brought into operation to bear on the task to be implemented.<sup>79</sup> In this respect policy managers should give a day-to-day feedback as well as inform senior officials of progress made.

Vining and Weimer argue that sometimes people are needed who can intervene in the implementation of the policy if the policy appears to be failing. Such people are called “policy fixers”. They may come from interest groups but in most cases local administrators are seen to be the most effective “policy fixers.”<sup>80</sup>

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<sup>76</sup> Vining, AR & Weimer, DL. **Policy Analysis: Concepts and Practice**. Pearson Education: Inc Upper Saddle River. New Jersey. 2005: p. 264.

<sup>77</sup> Ibid. p. 268.

<sup>78</sup> Ibid.

<sup>79</sup> Brinkerhoff DW & Crosby BL. . **Managing Policy Reform: Concepts and Tools for Decision Makers in Developing and Transitioning Countries**. USA.2002: p. 43.

<sup>80</sup> Vining, AR & Weimer, DL. **Policy Analysis: Concepts and Practice**. Pearson Education: New Jersey.2005: p. 279.

### **2.3 The Role of the State**

To understand state capacity, it is necessary to unpack the ever-changing role of the state: what it should do, what it can do and what capacity is necessary for government to perform its duties. It is ever-changing because the state is a representation of the norms and values of a dynamic society.

The word 'state' emanated from the Latin word Status, which means a system of ranks each with its special rights, and tasks. According to Raadschelders and Rutgers (cited in Kicket and Stillman) a 'state' referred to positions of rank and power.<sup>81</sup> State or estate also meant property. The state according to them developed in a social-political environment functioning on the basis of feudal relations.<sup>82</sup> Raadschelders and Rutgers argue that lords who were acknowledged as having the higher authority of power in society governed the feudal relations of the state. According to them, in the early stage of the state, there was no specific discourse on administration.<sup>83</sup> Administration and ideas about government solely focused on the role and position of the king as a key figure of the state.

The modern state was born out of the Renaissance period. Raadschelders and Rutgers claim that during this period fundamental changes occurred. The major fundamental changes were the demise of the feudal system and major scientific discoveries.<sup>84</sup> The ability to exchange information was improved and enhanced by the invention of printing by Gutenberg and by the increasing use of the vernacular language by a number of scholars.<sup>85</sup> New ideas about economies emerged in the seventeenth and the eighteenth century. As a result the state entered a new phase and acquired new meaning distinct from the old state.

Many classical scholars like Sinha stressed the importance of enabling the role of government in terms of what the state should do and not to do.<sup>86</sup> During the modern

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<sup>81</sup> Kicket, WJM & Stillman RJ **The Modern State and its Study: New Administrative Sciences in a Changing Europe and United States**, 1991:p. 18.

<sup>82</sup> Ibid.

<sup>83</sup> Ibid.

<sup>84</sup> Ibid. p. 19.

<sup>85</sup> Ibid. p. 20.

<sup>86</sup> Sinha, A. **Good Governance, Market Friendly Globalisation and the Changing Space of the State Intervention: the Case of India** in Munshi, S & Abraham, BP. (eds) **Good Governance, Democratic Societies and Globalisation**, 2004: p. 110.

industrialisation period, Sinha suggests that the state took on a more active role in development processes. In countries such as Japan governments took an active interest in promoting and organising economic growth.<sup>87</sup> According to Sinha the closing decades of the twentieth century showed a steady growth of faith in markets with the state having to take on the role of an “economic strategist.”<sup>88</sup> The dominance of neo-liberal policies has changed the role of the state again towards a more market-approach to policy. Neo-liberal policies according to Sinha are in favour of “unregulated markets and free trade with fiscal and monetary policies for macroeconomic stability as a fit all formula for global development.”<sup>89</sup>

✚ According to Minogue *et al* contemporary governments of both developed and underdeveloped countries are reviewing the roles of the civil service, local authorities and public enterprises.<sup>90</sup> In most countries, according to Peters, the traditional model is highly bureaucratic and rigid.<sup>91</sup> Many previous functions performed by the state are being privatised and in some cases, local authorities are encouraged to tender for work in competition with private suppliers. The challenges may include the critical question of the size of the state as well as the roles and structures of public sectors accompanied by the failure of the bureaucracy to maintain or manage public utilities effectively as well as the inflexibility of the civil service to respond to changing needs.

One strategy of public sector reform is decentralisation. The Report by the September Commission on the Future of Trade Unions in South Africa (hereafter referred to as the Report) discusses decentralisation within government institutions of South Africa.<sup>92</sup> The Report claims that decentralisation is meant to release duties from the centre of government to other spheres of government, such as provincial and local government.

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<sup>87</sup> Ibid.

<sup>88</sup> Ibid. p. 111.

<sup>89</sup> Ibid.

<sup>90</sup> Minogue, M, Polidano, C & Hulme, D. (eds) **Introduction: The Analysis of Public Management and Governance in Beyond the New Public Management: changing Ideas and Practices in Governance.** Edward Elgar: UK, 1998: p. 3.

<sup>91</sup> Peters, G. **The Future of Governing.** University Press of Kansas: USA, 2001: p. 167.

<sup>92</sup> September Commission. **Future of Trade Unions: to the Congress of South African Trade Unions.** August 1997: p. 4.

The Report argues that the process of decentralisation will unleash the creativity and problem solving abilities of managers and street-level bureaucrats to “produce a dynamic innovative and professional public sector.”<sup>93</sup> However, decentralisation in developing countries has made little difference. A weakness experienced by developing countries is that decentralisation has been accompanied with unclear roles and responsibilities assigned to local government and the lack of capacity of the local government to perform its duties.<sup>94</sup>

The process of reinventing the state or public sector sometimes merely reinforces poorly managed bureaucracies. The decentralisation of duties requires the ability to assign tasks to different organisations as experience is gained and a sense of maturity is achieved.

The Report identifies key roles that the state should play. It sees the role of the state roles as a major employer, economic agent and most important as the foundation for social and economic citizenship. It is the foundation for social and economic citizenship in a sense that it translates the citizen’s rights into reality by “practising the ethos of public service that includes fairness and administrative justice.”<sup>95</sup> According to Sako, the role of the state is to provide goods and services including physical infrastructure, safe water and sanitation, affordable housing, education and skills development.<sup>96</sup> He further adds that the role of the state is to guide and facilitate the national development process based on short and long-term priorities.<sup>97</sup> In order to achieve these goals public sector workers must work in a fair democratic workplace with reasonable pay incentives and effective management.

Another important aspect of government restructuring aspect is participation. The participatory state, as argued by Peters, is a state that involves employees in the organisational decision-making that has an impact in their working life. He argues that if employees have a greater scope to exercise their own discretion and autonomy

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<sup>93</sup> Ibid.

<sup>94</sup> Ibid.

<sup>95</sup> September Commission. **Future of Trade Unions: to the Congress of South African Trade Unions**, August 1997: p. 4.

<sup>96</sup> Olowu, D. (eds) **Better Governance and Public Policy: Capacity Building in Democratic Renewal in Africa**. Kumarian Press: USA. 2002: p. 77.

<sup>97</sup> Ibid.

to make independent decisions on the job, they will invest more time and energy in the organisation.<sup>98</sup>

The state is a major employer in any country. The Report asserts that the public service should become a model employer and close the wage gap because of its role of providing training and skills to its people.<sup>99</sup> The Report also recommended that the state must lead the private sector rather than follow it. The major concern with this, as mentioned earlier on, is that the public service tends to transform itself to be similar to the private sector, implementing private sector principles making government more customer-driven. In some cases the role of the state has been reduced through practices of downsizing and privatisation. These developments have changed the role of government from being a doer to being the facilitator of the public service.

Sako adds that to enable the public sector as well as the private sector to play these roles effectively requires a requisite capacity.<sup>100</sup> The shortage of capacity in African states has caused major development constraints. Requisite capacity refers to a lack of human and institutional capacity that constitutes the most important obstacle to sustained economic growth. Many governments according to Sako lack the capacity to design, implement and monitor public policies and deliver services in time.<sup>101</sup>

A number of structural changes in the public sector have taken place around the world, but there are still many problems and challenges. The lack of capacity for developing countries such as sub-Saharan Africa countries, has a significant impact on the effectiveness of the public sector. Cohen and Peterson view the state as the critical and essential partner in the development process.<sup>102</sup> However, the state is more than a partner. It is the lead agent and the protector of social values.

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<sup>98</sup> Peters, G. **The Future of Governing**, University Press of Kansas: USA. 2001: p. 53.

<sup>99</sup> Ibid.

<sup>100</sup> Sako S. **The Public-Private Sector Interface-The ACBF Perspective**. Kumarian Press: USA.2002: p. 77.

<sup>101</sup> Ibid, p. 78.

<sup>102</sup> Cohen, JM & Peterson, SB. **Administrative Decentralisation: Strategies for Developing Countries**. Kumarian Press: USA. 1999: p. 53.

## Conclusion

Cohen and Peterson argue that the redefinition of the public sector is mostly limited by the financial capacity of the state to provide public goods and services and its inadequate administrative and fiscal capacity.<sup>103</sup> This suggests that there are skills shortages to manage and maintain finances across departments. These skills shortages are not only limited to highly professional skills, but also include less professional skills such as organisational and technical skills. The reintroduction of South Africa into the world economy has increased the demand for better skilled workers and has led to a decline in the demand for unskilled labour.<sup>104</sup> This reality is not restricted to the private sector. In fact, skills development is crucial in the public sector if the South African government wants to participate effectively in the global economy.

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<sup>103</sup> Cohen, JM & Peterson, SB. Administrative Decentralisation: Strategies for Developing Countries. Kumarian Press: USA. 1999: p. 53.

<sup>104</sup> Ibid.

## **CHAPTER THREE: Skills Development Policy in South Africa**

This chapter introduces an understanding of skills development in South Africa. It begins by defining very briefly the terms such as development and skills. It offers a brief background and highlights the importance of skills development in South Africa. The Chapter concludes with an analysis of the current policy and legislative framework for skills development in South Africa.

### **3.1 Definitions**

#### ***Development***

The term development is difficult to define. This is because the idea of development is perceived from different perspectives and can mean a lot of things to different people. It is imperative to focus on a description of development which is relevant to the study and which offers a better understanding of skills development in South Africa.

Sen depicts the idea of development as freedom. He says “development requires the removal of major sources of unfreedoms; poverty as well as tyranny; poor economic opportunities as well as systematic deprivations; neglect of public facilities as well as intolerance over activity of repressive states.”<sup>1</sup>

Sen’s argument is that development cannot happen as long as there is a lack of freedom, high poverty, poor economic performance and oppression. Venter’s idea is similar to Sen’s who defines development as a “multidimensional process that improves the quality of life for all.”<sup>2</sup> According to Venter’s view, there is no one way of improving the quality of life since there are a lot of ‘unfreedoms’ that hinder the process of human development.

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<sup>1</sup> Sen, A. **Development as Freedom**. Anchor Books: New York. 1999: p. 3.

<sup>2</sup> Venter, A (eds). **Government and Politics in the New South Africa: An Introductory Reader to its Institutions, Processes and Policies**. J.L. van Schaik Academic: Pretoria. 1998: p. 174.



Liebenberg and Stewart define development as a “a process by which members of a society increase their resources to produce sustainable and justly distributed improvements in their quality of life consistent with their aspirations.”<sup>3</sup>

Liebenberg and Stewart raise the issue that development should centre on the subject of sustainable livelihoods of disadvantaged communities. Coetzee provides a similar definition describing development as an action plan, strategy and programmes aimed at improving the situation of the poor or disadvantaged.<sup>4</sup> According to the Redistribution Development Programme (RDP) of South Africa, development is not about service delivery of goods to passive citizens, but it is about the active involvement and growing empowerment of the previously disadvantaged poor communities.<sup>5</sup>

Development in simple terms refers to the action of developing or the state of being developed. It is to advance in a certain field of work or the process of acquiring new ideas or advanced methods of doing things. Mezirow (cited in Cross) argues that development can be seen as “a new learning that transforms existing knowledge to bring about a new and improved perspective.”<sup>6</sup> His definition applies to individual development as well as community development. It must be noted that core values such as self-esteem (the ability to feel a sense of worth) aim at the development abilities of poor communities.<sup>7</sup>

### ***Skills Development***

A skill refers to the practical mastery or a special ability to perform certain tasks at hand. It is the capacity to do things. Skills development refers to the improvement of the quality of life by providing training and other capacity building mechanisms to people.<sup>8</sup>

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<sup>3</sup> Liebenberg, S and Stewart, P. **Participatory Development Management and the RDP**. Juta: Cape Town. 1997: p. 92.

<sup>4</sup> Coetzee, JK (eds). **Development: Theory, Policy and Practice**. Oxford University Press: Oxford. 2001: p. 45.

<sup>5</sup> *Ibid.* p. 92.

<sup>6</sup> Cross, KP. **Adults as Learners**. Jossey-Bass Publishers: San Francisco. 1981: p. 395.

<sup>7</sup> *Ibid.*

<sup>8</sup> *Ibid.*

Skills development is a means of assisting the process of developing people in their workplace and outside the workplace, which in turn enables the individual or community to apply and contribute to a country's overall development process.

A 1998 study on training in 15 OECD (Organisation for Economic Cooperation and Development) member states found that the majority of enterprises believe that staff training results in an increase in productivity; greater workforce flexibility; and a better motivated workforce, which in turns results in savings on material and capital costs as well as an improved quality of the final product.<sup>9</sup>

Skills development is also a term that has been used by a number of people to capture the need to improve the skills of people to meet an ever-changing global economy. This perspective of skills development emphasizes the development of competent performance by an individual for a specified social and economic purpose, which in turn will benefit society as a whole.

### **3.2 The Importance of Skills Development in South Africa**

The Department of Labour has stressed the importance of skills in a number of policy documents such as *The Skills Development Strategy for Economic Growth in South Africa (1997)*, *The National Human Resource Development Strategy (1997)*, *The National Skills Development Strategy (1997)* as well as *The Skills Development Act (Act 97 of 1998)*.

*The Green Paper on the Skills Development Strategy for Economic and Employment Growth (1997)* emphasizes that the development of skills for competent performance by individuals should focus on dynamic, social and economic purposes.<sup>10</sup> It states that skills development should result in skilled performance so that skilled craft workers are able to generate income and improve the economy and living conditions in South

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<sup>9</sup> Department of Labour: **Benefits of the Skills Strategy for Employers.** Government Printers: Pretoria. 1997: p. 1.

<sup>10</sup> Department of Labour: **Skills Development Strategy for Economic and Employment Growth in South Africa.** Government Printers: Pretoria. 1997: p. 6.

Africa.<sup>11</sup> Skills development is based on the process of deepening individuals' specialised capabilities in order to provide effective service delivery.<sup>12</sup>

*The National Skills Development Strategy* (1997) explains the importance of skills development by emphasizing that all South Africans need to be empowered with skills to adequately fulfil their roles in a democratic society.<sup>13</sup> South Africans need to be developed in skills that will enable them to generate income so that they are able to cope with the demands of the global economy and the demand of everyday life in a society that is in rapid transition.

Kraak in his book, *An Overview of South African Human Resource Development*, considers the shortages of skills in South Africa and has identified three critical institutional subsystems.<sup>14</sup> The first subsystem is the "youth labour market" which he regards as the most important for any youth development. Institutions such as higher learning, pre-employment training and those institutions that give employment advice and career counselling are part of the youth labour market phase for human development. In this subsystem, he identifies problems of skills development by describing the systematic inefficiencies in school enrolment and the drop in school population due to increasing HIV/AIDS. This subsystem also focuses on the inefficiency in the higher education system and the decline of training of the unemployed youth.<sup>15</sup>

The second subsystem looks at the "world of work". He maintains that this subsystem plays an important role in human resource development in South Africa.<sup>16</sup> This involves the upgrading of skills within the workplace. Training in this aspect is viewed as a central tool geared to raising the productivity and skills level of already employed individuals within the workplace to meet the demands of an ever-changing economy.

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<sup>11</sup> Ibid.

<sup>12</sup> Department of Labour: Green Paper for Skills Development Strategy. Government Printers: Pretoria. 1997: p. 9.

<sup>13</sup> Department of Labour: National Skills Development Strategy. Government Printers: Pretoria. 1997: p. 1.

<sup>14</sup> Kraak, A. An Overview of South African Human Resource Development. HSRC Press: Cape Town. 2005: p. 27.

<sup>15</sup> Ibid. pp. 18-20.

<sup>16</sup> Ibid. p. 35.

The third subsystem is “national science and innovation”. This subsystem, according to Kraak, is aimed at moving up the production value chain of the economy. The concept of moving up the value chain refers to a nation’s attempts to become “more globally competitive through the application of greater knowledge intensity in production and a shift to greater skills in service provision.”<sup>17</sup> It is in this subsystem, Kraak points out, that South Africa is currently experiencing severe constraints in moving up the value chain. These translate into poor performance against international benchmarks and a decline in the national science and innovation system.<sup>18</sup>

It is also important for one to note that skills shortages in South Africa are not limited to the private sector but it also includes the government sector such as public servants as well as political executives. The National Scarce Skills List provides information on the skills shortages of managers, professionals, technicians and trade and crafts workers in various generic occupations within government. Government is responsible for effective policy making and implementation. (See Appendix D) However, skills shortages in this area are prominent and must be tackled across all spheres of government if a professional public administration and effective service delivery is to take hold. The focus of this study is on skills development in the public sector, and would be regarded by Kraak as part of his “world of work” subsystem.

### **3.3 The Background to Skills Development in South Africa**

South Africa is currently experiencing a general shortage of skills, perpetuated by the inequalities of the education system of the apartheid regime.<sup>19</sup> According to *The National Skills Development Strategy (1997)*, the majority of African people did not get the same standard of education or training and were mainly educated for low-skilled and low paying jobs. Most of these workers were economically active in the informal sector. For example, selling fruit and vegetables, or employed as a domestic workers. Most labour and training programmes were not geared to unskilled labour and did not reach the informal sector, so these workers were stuck in low paying dead-end jobs. The South African labour market was rigidly shaped by racial factors

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<sup>17</sup> Department of Labour: National Skills Development Strategy, Government Printers: Pretoria. 1997: p. 51.

<sup>18</sup> *Ibid.*, p. 52.

<sup>19</sup> *Ibid.*

that demarcated the more privileged primary market for white workers and ensured that Africans, Coloured and Indians were trapped in permanent secondary labour market employment.<sup>20</sup>

The shortage of skills development in South Africa, according to Badroodien, was due to the poor training legacy provided by the apartheid regime.<sup>21</sup> During the 1980's and 1990's, the National Training Board and the Human Science Research Council undertook three studies to investigate the nature of training in South Africa. In all three studies, the lack of employer training was heavily criticized. They highlighted that there was a lack of commitment to training among many employers and that employers had problems in identifying the actual training needs in their companies.<sup>22</sup> According to Badroodien, pressures for reform began to build up towards the late 1970's due to the needs of the new labour market requirements associated with modernisation.<sup>23</sup> The implementation of this new labour market forced the apartheid government to look for new forms of cheap, semi-skilled labour.

The reintroduction of South Africa into the world economy has increased the demand for better skilled workers and has led to a decline in the demand for unskilled labour.<sup>24</sup> Kraak argues that this demand arose as a result of globalisation as well as a combination of the shifting patterns in the industrial employment structure and the changing occupational composition of employment within industries.<sup>25</sup> The occupational structure of employment today requires a skilled workforce that has the capacity to influence change, and has an understanding of the particular environment of the organisation. These changes demand certain management skills. The need for skills are not restricted to the private sector but are as pertinent in the public sector, especially since government remains largely inexperienced in governing and policy making.

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<sup>20</sup> Department of Labour: An Introduction to the Skills Development Strategy. Government Printers: 2001: p. 9.

<sup>21</sup> Badroodien, A. Enterprise Training. HSRC Press: Cape Town. 2003: p. 434.

<sup>22</sup> *Ibid.* p. 436.

<sup>23</sup> *Ibid.* p. 434.

<sup>24</sup> Woolard, I, Kneebone, P & Lee, D. Forecasting the Demand of Scarce Skills. 2001-2006. HSRC Press: Cape Town. 2003: p. 459.

<sup>25</sup> Kraak, A. An Overview of South African Human Resource Development. HSRC Press: Cape Town. 2005: p. 460.

During the last decade of apartheid, the primary training law in South Africa was the Manpower Training Act of 1981.<sup>26</sup> This Act established the National Training Board (NTB) which gave training advice to the then Minister of Manpower. This Act was aimed at government departments, businesses and white trade unions<sup>27</sup>. In 1991, the Congress of South African Trade Unions (COSATU) was invited to join the NTB in its design of a new training system policy.<sup>28</sup> In 1993, the NTB and COSATU presented a draft training strategy.<sup>29</sup> After the first democratic elections in 1994, the National Training Strategy Initiative was established based on this draft document which initiated new training and skills development legislations such as The South African Qualifications Authority Act (Act 58 of 1995) and The Skills Development Act (Act 97 of 1998).

Badroodien argues that before 1994, the industrial training regime in South Africa was characterised by an extremely poor track record in the provision of education because of the racially exclusionary provision of primary, secondary and tertiary institutions, as well as the failure of firms to recognise the importance of training within an emerging and competent global environment.<sup>30</sup> This weakness provided a great challenge to the newly elected democratic government after 1994, whose inclusion in the world economy depended on skilled and properly trained people. The challenge became how to provide work opportunities for those previously excluded given their lack of skills and expertise.

Badroodien identifies a number of factors which brought to the fore the need for the new government to increase skills development and training.<sup>31</sup> The first key factor, he cites, is the new education and training demands of the global economy and, secondly, the scarce skills arising from South African previous closed and highly protected economy. The third factor was the high rate of skilled labour emigration immediately after 1994 and fourthly, undoing the inequity and disadvantages fostered under apartheid as well as assisting the most vulnerable in the labour market such as

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<sup>26</sup> Department of Labour: **An Introduction to the Skills Development Strategy**. Government Printers: Pretoria. 2001: p.12.

<sup>27</sup> Ibid.

<sup>28</sup> Ibid.

<sup>29</sup> Ibid.

<sup>30</sup> Badroodien, A. **Enterprise Training**. HSRC Press: Cape Town. 2003: p. 435.

<sup>31</sup> Ibid.

the unemployed.<sup>32</sup> These factors, he argues, illuminate and substantiate the need for skills development and skills development policies.<sup>33</sup>

Since 1994, the government has drafted policy documents that stress the importance of skills and the need for skills development as a response to the various factors noted above. Section 29 of the Bill of Rights in the Constitution of the Republic of South Africa (Act 108 of 1996) emphasizes that everyone has a right to basic education. The key and relevant policies enacted to date that are aimed at giving effect to this constitutional clause are *The Skills Development Act (Act 97 of 1998)*, *The Skills Development Levies Act (Act 9 of 1999)*, *The National Skills Development Strategy* and *The South African Qualifications Authority Act (Act 58 of 1995)*. All these policy documents reiterate that everyone has a right to basic education such as Adult Basic Education and Training (ABET); and that everyone has the right to further education which the state, through reasonable measures, must make progressively available and accessible.<sup>34</sup> In short, that everyone should have access to education, training and skills development. However, the key and overarching policy framework is *The Skills Development Act (Act 97 of 1998)*.

#### ***3.4.1 The Skills Development Act (Act 97 of 1998) (SDA)***

The drafting of the SDA by the Department of Labour was aimed at establishing an enabling environment for improving the working skills of all South Africans so as to achieve socio-economic growth which would provide all South Africans with a better quality of life.<sup>35</sup> The SDA emphasizes the need to devise strategies to develop and improve the skills of all South Africans. Based on the SDA, the state recommends implementation strategies that will develop and improve workforce skills in South Africa. The SDA and the Skills Development Levies Act represent government's response to the crisis of skills shortages. These Acts aim to increase the level of investment in training.

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<sup>32</sup> Ibid.

<sup>33</sup> Ibid.

<sup>34</sup> ***The Constitution of the Republic of South Africa***, Act 108 of 1996. Section 29

<sup>35</sup> *The Skills Development Act*, Act 97 of 1998. Section. 22(b).

To secure a better trained workforce Chapter One of the SDA identifies four key strategies for skills development:

- i. Introduce new institutional frameworks to determine and implement national, sector and workplace skills development strategies.
- ii. Provide more training and development programmes that give workers a nationally recognised qualification envisaged by the National Qualifications Framework.
- iii. Provide people who are starting their first jobs and those already in the workplace and those who find it difficult to find jobs through the establishment of learnerships.
- iv. Provide the establishment of the National Skills Authority (NSA) and Sector Educations and Training authority (SETAs) aiming to provide and improve the standard of training and quality training and education.<sup>36</sup>

The SDA acknowledges that the need for learning applies just as much to existing jobs as it does to new jobs. Both are regarded as crucial to the country's economic growth as well as its social development. The SDA creates new structures for training, and new forms of learning programmes. It also proposes new ways of assisting people to get skills and jobs and it mentions the creation of new funding incentives to encourage more training.<sup>37</sup>

The SDA introduces the concept of learnerships to build and improve on apprenticeships and draws certain conditions of how the learner be developed. A learnership is a programme that is aimed at employing and training learners who have completed their matric but are unable to progress to a tertiary institution. The SDA maintains that learnership programmes must apply to all parts of the economy. Learnerships, as stipulated by the SDA, would be based on an agreement between the learner, employer and the appropriate training provider. Learnerships must enable a learner to complete a qualification in the field trained on.<sup>38</sup> It is also interesting to note that many private companies are involved in implementing learnership programmes in

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<sup>36</sup> Ibid.

<sup>37</sup> Ibid.

<sup>38</sup> The Skills Development Act. (Act 97 of 1998). Section 16 (c).



their companies. This is probably in line with movements towards complying with the Black Economic Empowerment and Employment Equity requirements. The advantage of learnerships is that it provides more than technical skills. Learnerships teach people both general and specific skills necessary for that particular job.<sup>39</sup> The KwaZulu-Natal Department of Education expressed its intention of implementing Level 4 national Certificate in ABET practice learnerships through registering 85 learners aged less than 35 years. The Department has added more learners in the fields of science and technology, financial management, as well as in technical subjects.

The SDA establishes the National Qualifications Framework. According to the National Qualification Framework, learnerships must be geared towards a qualification accredited and registered by the South African Qualifications Act (SAQA).<sup>40</sup> In other words, the framework stipulates that learnership qualification must be in accordance with SAQA. The SDA insists on skills development programmes that meet SAQA standards and criteria which are seen as building blocks towards a full qualification.<sup>41</sup>

To assist in the implementation of the SDA, the Labour Market Skills Development Programme (LMSDP) was drafted and implemented in 1999. This programme is structured into a number of projects that must work towards the implementation of the SDA.<sup>42</sup>

The SDA establishes Sector Education and Training Authorities (SETAs) as the authorities responsible for linking demand with training. Twenty-five SETAs were established in March 2000 to oversee sectoral coordination. These SETAs are structured in line with what government departments do. For example, the Financial and Accounting Services Authority (FASSET) (in conjunction with the Department of Finance); Mining and Qualifications Authority (MQA) (in conjunction with the Department of Minerals and Energy); Public Services Education and Training

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<sup>39</sup> Ibid.

<sup>40</sup> Department of Labour: **An Introduction to the Skills Development Strategy**. Government Printers: Pretoria. 2001: p. 25.

<sup>41</sup> Department of Labour: **An Introduction to the Skills Development Strategy**. Government Printers: Pretoria. 2001: p. 26.

<sup>42</sup> Ibid. p. 45.

Authority (PSETA) (in conjunction with the Department of Public Service and Administration) and so on.

Governed by the SDA and the Skills Development Levies Act, SETAs were established to ensure that the skills needed in all the different sectors of the economy are identified so that appropriate training programmes can be designed to ensure that these skills will be developed. Government departments are required to identify needs and skills shortages.<sup>43</sup> Based on these needs, learnerships must be designed that will lead towards a SAQA accredited qualification.

The SDA requires that each SETA must have representatives of labour, business, government departments and professionals. This means that employees, employers and government departments within a particular sector must come together and register with the appropriate SETAs so that training programmes are aligned with each sector's needs. According to Badroodien, SETAs replace the Industry Training Boards (ITB) as the bodies responsible for guiding and administering the country's new system of structured learning and the acquisition of practical work experience.<sup>44</sup>

According to the SDA, SETAs are expected to:

- develop and promote the implementation of a skills plan in each sector;
- promote and register learnerships;
- disburse skills development grants in the sector;
- assist and encourage employers to prepare workplace skills plans; and
- pay a mandatory grant to employers who prepare and implement such a plan.<sup>45</sup>

The SDA stipulates that there must be Sector Skills Plans, and Workplace Skills Plans. Sector Skills Plans refer to a skills development plan for a sector as a whole, for example, mining or manufacturing. The Sector Skills Plans are there to ensure that SETAs know their sector and have an understanding of the skills needed to support

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<sup>43</sup> Badroodien, A. Enterprise Training. HSRC Press: Cape Town. 2003: p. 438.

<sup>44</sup> Ibid.

<sup>45</sup> Ibid.

growth.<sup>46</sup> A Sector Skills Plan must reflect the whole sector from the biggest to the smallest business. It should include a description of each entity, its skills shortages as well as current education and training programmes taking place within the sector.<sup>47</sup>

On the other hand, the Workplace Skills Plan covers one workplace environment as opposed to the whole sector. The SDA states that workers and employers should together draw up the Workplace Skills Plan.<sup>48</sup> Like the Sector Skills Plan, the Workplace Skills Plan must describe the skills needed; identify who needs it; how skills will be acquired and how much it will cost. Workplace Skills Plans must be more detailed than the Sector Skills Plans because it is specific to a particular workplace environment.<sup>49</sup>

Small and medium work environments (which employ five to fifty workers) can apply for funding from their respective SETAs in order to draft Workplace Skills Plans.<sup>50</sup> Small businesses may, instead of Workplace Skills Plans, submit a Project Skills Plans. These plans must identify where the demand or growth opportunities of the business lie and identify the skills needed to put these into effect.<sup>51</sup>

The SDA also indicates that if a government department does not have a clear link with a SETA, it is automatically part of PSETA.<sup>52</sup> PSETA, according to the SDA, is responsible for quality assurance qualification that is common to all government departments.<sup>53</sup> It is tasked with making sure that these qualifications are included in the Workplace Skills Plans of all government departments. The PSETA includes departments such as The Presidents Office, Home Affairs, Labour, and Public Service and Administration.

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<sup>46</sup> Department of Labour: **An Introduction to the Skills Development Strategy**. Government Printers: Pretoria. 2001: p. 29.

<sup>47</sup> Ibid.

<sup>48</sup> The Skills Development Act. Act 97 of 1998. Section 10 (b).

<sup>49</sup> Ibid.

<sup>50</sup> Department of Labour: **An Introduction to the Skills Development Strategy**. Government Printers: Pretoria. 2001: p. 31.

<sup>51</sup> Ibid.

<sup>52</sup> Ibid. p. 29.

<sup>53</sup> The Skills Development Act. Act 97 of 1998. Section 13.

The SDA, as can be seen from all the above, is very detailed and demands a number of tasks and responsibilities. Overseeing and coordinating that the various requirements and plans are implemented is an ambitious task of the Department of Labour. The Skills Development Planning Unit in the Department of Labour is responsible for making sure that the SDA is implemented in each and every province. It gets advice from the Provincial Skills Development Forums which bring together provincial government departments, trade unions and organised community groups from the respective provinces.<sup>54</sup> The Unit's responsibility is to identify opportunities and develop skills for self-employment. They refer and place learners in learnership programmes and have to ensure that service providers are able to offer appropriate skills to work seekers.<sup>55</sup>

Funding for the implementation of the SDA is primarily through a system of levies. The Skills Development Levies Act describes how money will be collected through levies paid by business owners.<sup>56</sup> According to McCord, The Skills Development Levies Act enforces a tax on company payrolls to fund SETAs.<sup>57</sup> Levies collected are divided among SETAs and the National Qualification Framework (NQF), with SETA's receiving approximately 80% of total funds.

### ***3.4.2 The National Skills Development Strategy (NSDS)***

The National Skills Development Strategy (1997) was the first step taken by the Department of Labour towards the implementation of the SDA. It is aimed at "improving the skills in the country so that people and the economy as a whole produce more and better goods, and to make South Africa a more equal place for everyone."<sup>58</sup> It spells out the more detailed requirements of Sector Skills Plans and Workplace Skills Plans. For example, that plans must be submitted yearly and that they must identify a number of targets which have to be reached between 2005-2010. It required that by March 2005, 70 percent of workers must have at least a Level 1 qualification on the National Qualifications Framework. The NSDS stipulates that provinces, sectors and the workplace must use the NSDS as the framework for

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<sup>54</sup> Ibid. p. 33.

<sup>55</sup> Ibid.

<sup>56</sup> Ibid. p. 36.

<sup>57</sup> McCord, A. Overview of the South African Economy. HSRC Press: Cape Town. 2003: p. 50.

<sup>58</sup> Badroodien, A. Enterprise Training. HSRC Press: Cape Town. 2003: p. 438.

designing and changing their training programmes to make sure that the process is an ongoing process and where ‘everyone learns from it’.<sup>59</sup>

The NSDS identifies five objectives:

- to develop a culture of life-long learning;
- to promote skills development for employability and sustainable livelihoods through social development initiatives;
- to foster skills development in the formal economy for productivity and growth;
- to stimulate and support skills development in small businesses; and
- to assist new entrants into employment.<sup>60</sup>

According to the Department of Labour, the benefits of implementing the National Skills Development Strategy is that it will increase revenue and decrease expenses. The assumption is that turnover is increased when workers are able to interact with clients effectively and are competent to use new technology. According to the NSDS, “these workers are workers who can exploit new ways of doing things and are able to adapt to change.”<sup>61</sup> In return, skilled workers can decrease expenses in a number of ways. Skilled people can solve problems independently and can address a client’s complaints in a way that builds relationships.<sup>62</sup>

Vass maintains that current data on the progress made towards achieving improved training levels, the redress of skills shortages and the achievement of greater equity through the National Skills Development Strategy and SETAs are uneven.<sup>63</sup> Progress in reaching the targets as set in the National Skills Development Strategy is categorised into two: reasonable progress and poor progress.<sup>64</sup>

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<sup>59</sup> Department of Labour: **An Introduction of the Skills Development Strategy**. Government Printers: Pretoria. 2001: p. 42.

<sup>60</sup> Ibid.

<sup>61</sup> Ibid.

<sup>62</sup> Ibid. p. 2.

<sup>63</sup> Vass, J. **The Impact of HIV/AIDS**. HSRC Press: Cape Town. 2003: p. 202.

<sup>64</sup> Badroodien, A. **Enterprise Training**. HSRC Press: Cape Town. 2003: p. 444.

According to Badroodien the following amount of progress was made by 2003:

### REASONABLE PROGRESS

- 107 percent turnaround in structured institutional training at the intermediate level, as achieved through the learnerships system which indeed is encouraging.<sup>65</sup>
- The Growth & Development Summit held in 2003 saw government, employers and labour commit to increasing these numbers to 72 000 learners registered in 2004.<sup>66</sup>

### POOR PROGRESS

- Only 19 percent of the total workforce have yet to achieve NQF Level 1 and are only currently being trained towards this goal, which falls far short of the 70 percent target set in the NSDS.<sup>67</sup>
- The impact of NSDS on small firm behaviour has been equally negligible, with only 7 percent of small firms participating in the levy-grant system.<sup>68</sup>
- With regards to the informal sector registered with SETAs, only about 11 percent of informal enterprises are registered with a SETA. This means that very few of these enterprises can access skills training funding and support for training programmes through SETA.<sup>69</sup>

Vass points out that the Department of Labour reported that the South African Revenue Service (SARS) continues to face difficulties in getting companies to pay a 1 percent skills development levy.<sup>70</sup> Vass argues that by December 2001 only 21 percent of large companies that did pay their levy had claimed back grants for training implementation. He further maintains that the organisational failure to claim back grants and complete Workplace Skills Plans suggests that little training is taking place.<sup>71</sup>

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<sup>65</sup> Ibid.

<sup>66</sup> Ibid.

<sup>67</sup> Ibid.

<sup>68</sup> Ibid.

<sup>69</sup> Ibid. p. 451.

<sup>70</sup> Vass, J. The Impact of HIV/AIDS. HSRC Press: Cape Town. 2003: p. 202.

<sup>71</sup> Ibid. p. 203.

According to Badroodien, the Department of Labour reported that there is a poor participation rate in SETAs.<sup>72</sup> This, he argues, requires serious intervention of government in the future.<sup>73</sup> Seven SETAs have reported that 70 percent of their registered employers were paying levies, whereas three SETAs reported that their average levy-paying participation rates were below 60 percent of which the lowest is PSETA at 43.4 percent. This is significant for skills development in the public sector since PSETA is the training authority for skills development in government.

Badroodien acknowledges that much progress has been made in kick-starting a new and complex training regime and that reasonable progress has been made in actual training in certain areas.<sup>74</sup> However, there is much work to be done in closing the huge training gap and meeting the targets as set by government in the NSDS. The implementation momentum that has been generated to date, argues the Department of Labour, is insufficient to achieve the skills development, employment creation and economic growth goals of the NSDS.<sup>75</sup> If the NSDS is to make a difference, Badroodien argues that it will require greater state intervention to turn around the structural inequalities in the labour market and reduce the low-skill impediments in the new skills regime.<sup>76</sup> He adds that it will also require greater commitment from employers to viewing training as an asset which will in turn contribute to increased productivity and growth.<sup>77</sup>

### **Conclusion**

Even though the need for skills development has been recognised by the state through skills development policies and skills development strategies, skills shortages remain crucial, which stifles the effectiveness of the state. The failure in meeting the NSDS requirements indicates a poor implementation strategy of skills development in South Africa.

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<sup>72</sup> The seven SETAs include the Whole Sale and Retail, Manufacturing, Secondary Agriculture and Chemical Industry. The other three which have reported that their average levy-paying participation rates lower than 60% includes the PSETA. Ibid. p. 450.

<sup>73</sup> Badroodien, A. **Enterprise Training**. HSRC Press: Cape Town. 2003: p. 444.

<sup>74</sup> Ibid. p. 445.

<sup>75</sup> Ibid. p. 446.

<sup>76</sup> Ibid. p. 452.

<sup>77</sup> Ibid.

This critique also applies to the poor aggregate levels of structured training currently being offered to South African employees. This suggests that the implementation of skills development in South Africa is lacking. However, there is a steady increase in the implementation of learnership programmes within the public sector in South Africa. These learnership programmes provide skills development opportunities for learners who are unable to pursue tertiary education. Learnerships are valuable because they provide technical skills as well as generic skills. The number of learnerships programmes has increased in various provincial departments such as the Department of Education which has added more learners in their science and technology, financial management field as well as in technical subjects. The Department of Safety and Community Liaison has recruited eight more interns and learnerships as of January 2005 on a contract basis.

SETAs have to play a more critical role in skills development since they are expected to coordinate and promote the implementation of Skills Development Plans in each sector. SETAs have been reported to have a poor participating rate, which requires serious attention by government.

This chapter presented the national policy framework for skills development in South Africa. However, it has not yet been determined whether enough has been done, and whether skills development strategies are effective. The next chapter is a case study of the implementation of the SDA by the Office of the Premier in KwaZulu-Natal.



## **CHAPTER FOUR: Case Study**

This chapter is a case study on skills development in KwaZulu-Natal by the Office of the Premier. It will first discuss and analyse the Office of the Premier's Human Resource Development Strategies for KwaZulu-Natal and secondly analyse the findings of primary data obtained through interviews with staff of the Office of the Premier. It will focus on the implementation of the Skills Development Act (No. 97 of 1998) by the Office of the Premier, and critique the existing programmes and strategies in place. It will also identify the current problems faced by the Office of the Premier in implementing the Skills Development Act (No. 97 of 1998).

### **4. 1. Background of Skills Development and Literacy in KwaZulu-Natal**

KwaZulu-Natal is located on the Indian Ocean seaboard and is one of the South Africa's nine provinces. It forms part of the east coast of South Africa, stretching from Port Edward in the south to Swaziland and Mozambique in the north.<sup>1</sup> KwaZulu-Natal is largely rural with 54% of the total population living in rural areas compared to 11% in the Western Cape and 4% in Gauteng. The province is the third smallest in South Africa and home to 21% of the country's population, occupying 92,100 square kilometres, equivalent to almost 8% of the total land area of the country.<sup>2</sup>

Africans make up to 85% of its total population while Indians occupy 8,5% of the population. In 2002, 65% of the total population in the province lived in rural areas.<sup>3</sup> The rural areas are characterised by high levels of poverty and illiterate people. In 1996, the illiteracy rate in KwaZulu-Natal was as high as 40.7%. Although it dropped to 30.8% in 2003, it is still higher than the national illiteracy rate of 28.1%.<sup>4</sup> The above presents a province with a weak educational profile.

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<sup>1</sup> The KwaZulu-Natal Profile Analysis. p. 1.

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

#### 4.1.1 Educational Profile of KwaZulu-Natal

The Human Resource Development Profile of KwaZulu-Natal indicates that a fifth of those aged 20 or more in KZN have no schooling, 17% have some primary schooling and 6% have completed primary schooling.<sup>5</sup> About 29% have some secondary education, while only about 20% have a Senior Certificate, and fewer than 7% have a higher education.<sup>6</sup> Table 4.1 provides totals and more exact percentages:

TABLE 4. 1: LEVEL OF EDUCATION OF THOSE AGED 20 YEARS OR OLDER IN KZN IN 2001

LEVEL	NUMBER	%
No schooling	1 100 291	21.9
Some primary	849 144	16.9
Completed primary	287 070	5.7
Some secondary	1 447 674	28.8
Grade 12	995 616	19.8
Higher	348 744	6.9
<b>TOTAL</b>	<b>5 028 539</b>	<b>100</b>

Source: Stats SA (2003b).

#### a) Early Childhood Development

The profile of Early Childhood Development (ECD) in KwaZulu-Natal lays the foundation for human resource development. The ECD programmes in KZN accounted for 5 684 (or 24%) of the 23 482 sites of ECD provision in the country and enrolled the second highest number (213 950 or 21%) of the country's ECD learners in 2000. Its provincial share of learners in the 0 to 9-year old age category was 22.9% – compared to 16% for the Western Cape and 15.7% for Gauteng (the second most populous province after KZN).<sup>7</sup> The HRD Profile mentions two factors that distinguish ECD provision in KZN from that in Gauteng. The first, he argues, is the province's strongly rural profile (62% of ECD sites in KZN in 2001 were located in rural areas).<sup>8</sup> The second is that family trends in South Africa since 1996 – and particularly in a strongly rural province like KZN – together with the impact of HIV/AIDS on the family structure, are likely to

<sup>5</sup> HSRC. **A Human Resource Development Profile of KwaZulu-Natal: A Report Prepared for the Integrated Provincial Support Programme.** HSRC Publications. 2005: p. 13.

<sup>6</sup> Ibid. p. 49.

<sup>7</sup> Ibid. p. 53.

<sup>8</sup> Ibid. p. 54.

have severe implications for ECD in the future.<sup>9</sup> Table 4.2 below indicates the ECD provision in South Africa by province:

TABLE 4. 2: ECD PROVISION IN SOUTH AFRICA BY PROVINCE, 2000

PROVINCE	ECD SITES		EDUCATORS		LEARNER ENROLMENT		LEARNER: EDUCATOR RATIO	LEARNER ATTENDANCE	
	N	%	N	%	N	%		N	%
Eastern Cape	3 231	14	6 354	12	152 451	15	24:1	111 742	77
Free State	1 665	7	3 964	7	75 493	7	19:1	66 593	88
Gauteng	5 308	23	15 052	28	236 523	23	16:1	213 695	90
<b>KZN</b>	<b>5 684</b>	<b>24</b>	<b>10 603</b>	<b>19</b>	<b>213 950</b>	<b>21</b>	<b>20:1</b>	<b>183 017</b>	<b>86</b>
Mpumalanga	1 367	6	2 658	5	52 626	5	20:1	47 303	90
Northern Cape	422	2	844	1	20 278	2	24:1	16 815	83
Northern Province	1 987	8	3 615	7	82 582	8	23:1	73 796	89
North West	1 174	5	2 910	5	53 554	5	18:1	45 867	86
Western Cape	2 644	11	8 503	16	143 016	14	17:1	122 850	86
<b>South Africa</b>	<b>23 482</b>	<b>100</b>	<b>54 503</b>	<b>100</b>	<b>1 030 473</b>	<b>100</b>	<b>19:1</b>	<b>886 678</b>	<b>86</b>

Source: DoE (2001d).

#### b) Adult Basic Education and Training (ABET).

Adult Basic Education and Training (ABET) refers to all learning programmes for adults from Level 1 to Level 4, where Level 4 is equivalent to Grade 9 in public schools or Level 1 on the NQF.<sup>10</sup> Level 1 is equivalent to Grade 1. ABET is equated with nine years of schooling. It includes the fundamental learning areas of language and numeracy, as well as a growing number of additional learning areas, including entrepreneurship, human and social sciences, and the natural sciences. ABET is aimed at developing the skills of adult based education in South Africa. In 1999, KZN had almost 9% of national ABET educators (1 445), compared to almost 19% in Gauteng and 7% in the Western Cape.<sup>11</sup> The respective proportions for 2001 were 10% (KZN), 15% (Gauteng), and 7% (WC).<sup>12</sup> There was a 2% decline in the number of educators nationally between 1999 and 2001, in both Gauteng and Western Cape but not in KZN – where there was a 6.9% increase.<sup>13</sup> The most recent ABET data available from government sources relate mostly to 2001. Moreover, there has been little attempt to gather and collate information on crucial aspects of ABET provision such as examination results and throughput rates

<sup>9</sup> HSRC. A Human Resource Development Profile of KwaZulu-Natal: A Report Prepared for the Integrated Provincial Support Programme. HSRC Publications. 2005: p. 54

<sup>10</sup> Ibid. p. 56.

<sup>11</sup> Ibid.

<sup>12</sup> Ibid.

<sup>13</sup> Ibid.

because the national adult illiteracy rate declined from 18.8% in 1990 to 13.1% in 2003.<sup>14</sup> All provinces experienced a fall in the adult illiteracy rate during this period.<sup>15</sup> Amongst all the provinces, KZN showed one of the most impressive improvements, with the illiteracy rate falling from 17% in 1990 to 9.5% in 2003. The provinces with the highest levels of adult illiteracy in 2003 were Limpopo (21.3%); Eastern Cape (22.4%); and North West (26%).<sup>16</sup> A proxy for adult illiteracy used here is “no schooling”, while functional illiteracy refers to those adults with six or fewer years of schooling.

### c) Primary and Secondary schooling

The profile of skills development in the province is not complete without data of primary and secondary enrolment which determines the number of entry into Higher Education. Learner enrolment in the primary and secondary schooling in the province is categorised in phases ranging from 1993, 1997, 2000 and 2003 respectively. Table 4.3 indicates that there was a growth of 21% with an average of 5% growth rate for primary schooling in 1997 as compared to 1993.<sup>17</sup>

TABLE 4.3: NUMBER OF LEARNERS AND GROWTH RATES IN ORDINARY PUBLIC SCHOOLS IN KZN, 1993, 1997, 2000 AND 2003

Year	School phase	Enrolment	Total % growth over previous period	Average annual percentage growth rate
1993	Primary	1 610 758		
	Secondary	613 949		
	Total	2 224 707		
1997	Primary	1 945 390	21%	5%
	Secondary	886 109	44%	10%
	Total	2 831 499	27%	6%
2000	Primary	1 649 886	-15%	-5%
	Secondary	895 617	1%	0%
	Total	2 545 503	-10%	-3%
2003	Primary	1 720 278	4%	1%
	Secondary	946 813	6%	2%
	Total	2 667 091	5%	2%

Sources: 1993 data from Verwey and Munzhedzi (1994); 1997 data from DoE's Annual School Survey database; 2000 data from DoE (2002a); 2003 data from EMIS KZN.

<sup>14</sup> HSRC. A Human Resource Development Profile of KwaZulu-Natal: A Report Prepared for the Integrated Provincial Support Programme. HSRC Publications. 2005: p. 55

<sup>15</sup> Ibid.

<sup>16</sup> Ibid. p. 56

<sup>17</sup> Ibid. p. 62

Table 4.4 shows that the province experienced a decline in learner numbers enrolment in each primary grade. The HRD Profile conducted by the HSRC indicates that the total primary enrolment declined by 11.6% between 1997 and 2003.<sup>18</sup> On the other hand, there was a growth in secondary enrolment for Grades 10 and 11 with 6.9% over the same period. However, the province experienced a decline for Grade 12 enrolments by 8%.<sup>19</sup>

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Sources: 1993 data from Verwey and Munzhedzi (1994); 1997 data from DoE's Annual School Survey database; 2000 data from DoE (2002a); 2003 data from EMIS KZN.

#### d) Higher Education Profile

The HRD Profile also outlines the skills profile of Higher Education in KwaZulu-Natal. The participation rate in KwaZulu-Natal Higher Education institutions for 20 to 24 year olds in the system in 2001 was 7%.<sup>20</sup> This rate was far lower than the national figure for enrolments of 15.6%. The HRD profile also indicates that the total enrolments was at its highest in 2003 with 81 352 students enrolled.<sup>21</sup>

<sup>18</sup> HSRC. A Human Resource Development Profile of KwaZulu-Natal: A Report Prepared for the Integrated Provincial Support Programme. HSRC Publications. 2005: p. 63

<sup>19</sup> Ibid.

<sup>20</sup> Ibid. p. 81

<sup>21</sup> Ibid.

Enrolments at Technikons grew at a faster rate than universities over the ten-year period between 1993 and 2003.<sup>22</sup> Enrolments at Technikons stood at 65.5% while university enrolments were 47.8%. The sudden decline of university enrolment was partly caused by the announcement of the Higher Education restructuring by the Minister of Education, Kader Asmal.<sup>23</sup> The HRD Profile maintains that the merger of the University of Durban-Westville with University of Natal experience greater student growth.<sup>24</sup> It is reported that UKZN had a student enrolment of 40 628 across all five campuses at the end of March 2004.<sup>25</sup>

A province's growth and development depends on human capital and institutional capacity.<sup>26</sup> Education and training at all levels of society constitutes the fundamental platform from which strategies and programmes must be derived, managed and implemented. This means that skills development must be implemented effectively at all levels of society: from early childhood to primary and secondary education, adult learning and higher education. Poverty and slow economic growth persist when levels of education and training achievements remain low.

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<sup>22</sup> HSRC. A Human Resource Development Profile of KwaZulu-Natal: A Report Prepared for the Integrated Provincial Support Programme. HSRC Publications. 2005: p. 82

<sup>23</sup> Ibid.

<sup>24</sup> Ibid.

<sup>25</sup> Ibid.

<sup>26</sup> The KwaZulu-Natal Profile Analysis. p. 8.

#### 4.2. The Office of the Premier, KwaZulu-Natal

The Office of the Premier is one of KwaZulu-Natal's provincial government departments.

The KwaZulu-Natal Provincial Government consists of eleven provincial departments:

- The Department of Health,
- The Department of Housing
- The Department of Education,
- The Department of Social Welfare and Population Development,
- The Economic and Development,
- Department of Provincial Treasury
- The Traditional and Local Government Affairs,
- The Department of Sports, Culture and Tourism
- The Department of Transport, Safety and Security and
- The Department of Agriculture and Environmental Affairs
- The Office of the Premier.<sup>27</sup>

The Office of the Premier's Strategic Plan (2004-2007), regards the Office of the Premier as the centre of government in the Province of KwaZulu-Natal.<sup>28</sup> Its vision is "to be the professionally vibrant centre of government in KwaZulu-Natal". The Department's function is to coordinate and support provincial departments and government institutions in rendering service delivery.<sup>29</sup>

The Office of the Premier is structured into different units namely:

- Branches,
- Chief Directorates,
- Directorates and
- Sub-Directorates.

The implementation of the SDA is delegated to the Human Resource Development Directorate. The following organogram indicates the structural units that make up the Office of the Premier:

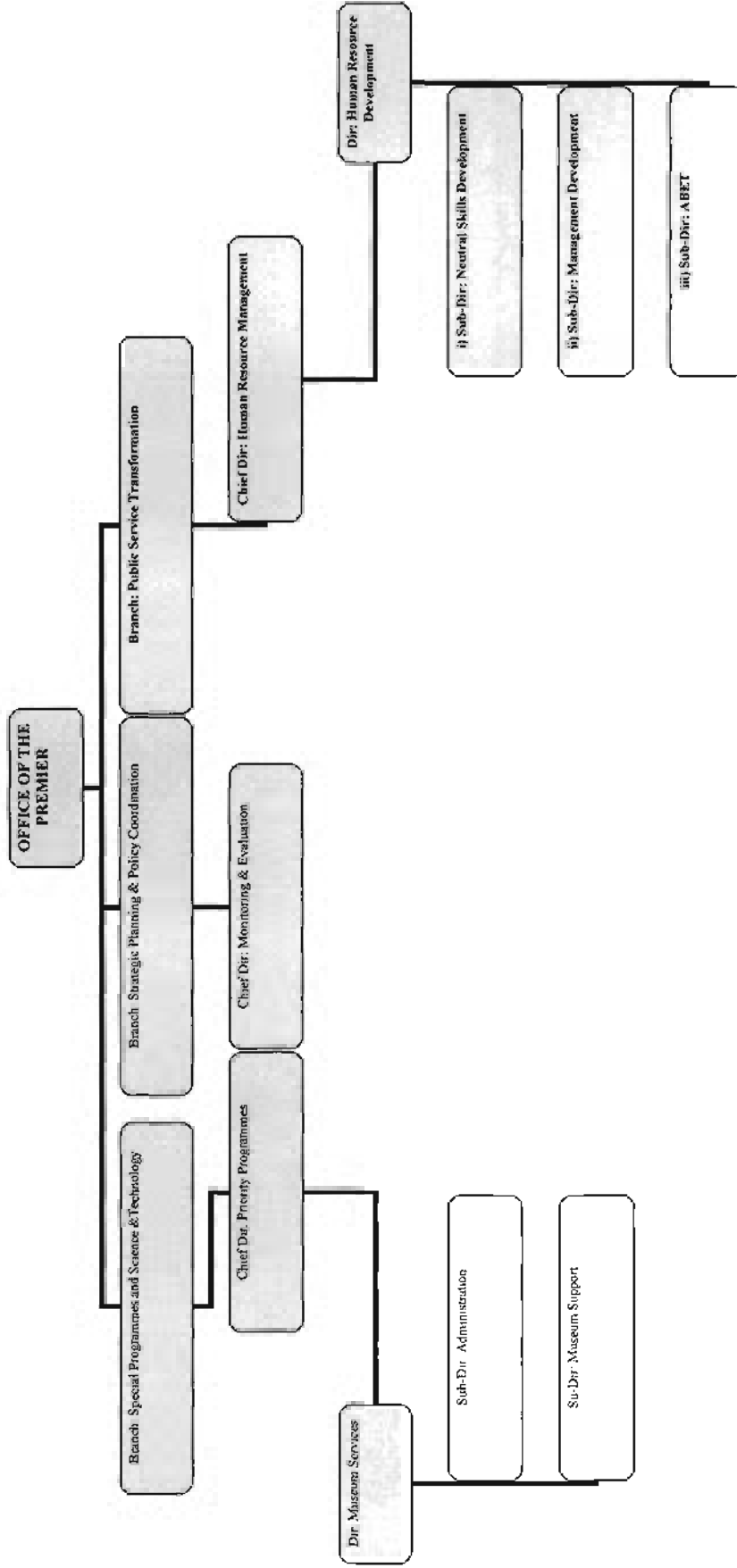
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<sup>27</sup> Office of the Premier: Strategic Plan. 2004-2007: p. 16.

<sup>28</sup> Ibid.

<sup>29</sup> Ibid.

Structure of the Office of the Premier



Source: Office of the Premier: Strategic Plan. 2004-2007



### 4.3. The Human Resource Development Directorate

The Human Resource Development Directorate (hereafter referred to as HRD Directorate) falls under the Chief Directorate for Human Resource Management under the Public Service Transformation Branch. It is divided into three sub-directorates namely

- i) Neutral Skills Development,
- ii) Management Development, and
- iii) Adult Basic Education and Training (ABET).

The HRD Directorate's functions and responsibilities are aligned to the Office of the Premier's strategic goals and objectives. The main objective of the HRD Directorate is to facilitate and coordinate the implementation of the SDA by ensuring that there is a proper policy mechanism in place for the implementation of the SDA.<sup>30</sup> In terms of the SDA and other skills development policies, it must ensure that all provincial government departments have, what are called learning or training committees. It also must ensure that provincial government departments complete Workplace Skills Plan (WSP) quarterly and annual reports that detail training programmes.<sup>31</sup>

The HRD Directorate's is responsible for the provision of professional training and educational development services.<sup>32</sup> It must support managers in skills development of their staff. It must provide a wide range of outcomes-based skills training and development programmes that are aimed at equipping officials to render an improved service delivery.<sup>33</sup> Relevant to this study is the HRD Directorate's responsibility to monitor the implementation of the Skills Development Act and other related skills development policies of the province. The HRD Directorate assists provincial government departments in an advisory capacity with regard to the planning, development and the provision of line function training. The HRD Directorate must ensure that proper reporting takes place by the respective SETAs and must monitor and

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<sup>30</sup> Safla, FMA. 10/11/2005. Interviewed by BM Nkosi. Pietermaritzburg.

<sup>31</sup> Ibid.

<sup>32</sup> Ibid.

<sup>33</sup> Ibid.

evaluate the training that takes place. It must also build capacity of HRD units in provincial government departments.<sup>34</sup>

Kraak maintains that the development of human resources depends on the co-operation between different spheres of government departments, the state and employer associations.<sup>35</sup> He further maintains that the environments in which these processes take place are made up of interdependent institutions that must work with each other to achieve these collective outcomes and effects.<sup>36</sup> The White Paper on Local Government (1998) argues that provincial government departments can gain a lot by working together.<sup>37</sup> Collaboration enables them to exchange learning experiences; to undertake joint investment projects; and to provide services to each other. The White Paper on Local Government (1998) maintains that working together can in turn promote national development. It will maximise the use of scarce resources and improve the standard of public service delivery thereby promoting good government.<sup>38</sup> The HRD Directorate is registered under the Public Sector Education and Training Authority (PSETA). By its very nature, the HRD Directorate must work closely with PSETA's other members namely: the national Department of Public Service and Administration (DPSA) and the national Department of Labour, (which is ultimately responsible for skills development at national and provincial levels of government).<sup>39</sup>

The HRD Directorate is guided by the Human Resource Development Strategy for the KwaZulu-Natal Provincial Administration (hereafter referred to as HRDS), which is based and informed by the needs and priorities of the province as identified in the Provincial Growth Development Strategy (PGDS) of KwaZulu-Natal.

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<sup>34</sup> Ibid.

<sup>35</sup> Kraak, A. **An Overview of South African Human Resource Development**. HSRC Press: Cape Town 2005: p. 4.

<sup>36</sup> Ibid. p. 5.

<sup>37</sup> White Paper on Local Government. 1998: p. 10.

<sup>38</sup> Ibid. p. 11.

<sup>39</sup> Safa, FMA. 10/11/2005. Interviewed by BM Nkosi. Pietermaritzburg.

#### **4. 4. The Human Resource Development Strategy for KwaZulu-Natal**

The KwaZulu-Natal Human Resource Development Strategy of KwaZulu-Natal (hereafter referred to as the HRD Strategy) is in line with the National Skills Development Strategy and is meant to be the province's strategy for implementing SDA. The key objective of the HRD Strategy is to "meet the competence needs of the provincial government departments, who are in turn responsible for delivering the strategic priorities of the province as identified by the KwaZulu-Natal Provincial Growth and Development Strategy (PGDS)".<sup>40</sup> The PGDS reflects the development priorities of the province. The PGDS is instrumental in identifying the core departmental strategic competences, which the respective provincial government departments' HRD units will have to achieve. These needs include training programmes; Skills Development Plans; Workplace Skills Plans; the development of institutions; and capacity building within the Public Service.<sup>41</sup>

The HRD Strategy is driven by the needs of the province and focuses on priority areas where capacity constraints hinder service delivery.

The HRD strategy commits itself to:

- build commitment to human resource development;
- transform the provincial administration into a learning organisation;
- develop a culture of life-long learning; and
- foster skills development.<sup>42</sup>

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<sup>40</sup> Human Resource Development Strategy for KwaZulu-Natal Provincial Administration. p. 16.

<sup>41</sup> Ibid.

<sup>42</sup> Ibid.

In an attempt to give effect to the HRD Strategy's broad objectives, four strategic map levels are identified. These are:

1. Impact;
2. Customer;
3. Internal business process; and
4. Learning, Growth, Readiness and Alignment.

It is argued that these strategic maps provide a uniform framework or template which organisations can use to design their organisational strategy so that objectives can be established and managed. According to Trostle and Sommerfeld, the strategic maps help to identify the priorities and actions that are needed for skills development.<sup>43</sup> Table 4.5 illustrates the four strategic map levels and their corresponding strategic actions. The map levels consist of strategic objectives, strategic actions and outputs.

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<sup>43</sup> Simon, JL, Sommerfeld, JU & Trostle, JA. **Strengthening Human Resource Capacity in Developing Countries; Who are the Actors? What are their actions?** Harvard University Press: Harvard. 1997: p. 64.

TABLE 4.5: THE FOUR STRATEGIC MAP LEVELS

1. Impact	<p><b>Strategic Outputs:</b> It looks at provincial administration competence individual competence and strategic competence</p> <p><b>Strategic Actions:</b></p> <ol style="list-style-type: none"> <li>1) Build commitment to promote and implement human resource development in the Provincial Administration. This includes the implementation of the HRD strategy in performance agreements of Managers. It also facilitate the effective personal development planning in the Province<sup>44</sup></li> <li>2) Transform the Provincial Administration into a learning organisation This includes the development of strategies for communicating HRD strategies<sup>45</sup></li> </ol>
2. Customer	<p><b>Strategic objective:</b> Its strategic objective is to satisfy the customer by meeting the needs of customers</p> <p><b>Strategic Outputs:</b></p> <ol style="list-style-type: none"> <li>1) Value for money</li> <li>2) Focused quality assured services</li> <li>3) Service accessibility and</li> <li>4) Expertise and professionalism</li> </ol> <p><b>Strategic Actions:</b> The strategic action includes the designing of customer survey in order to obtain the views and needs of the customer.</p>
3. Internal Business Process	<p><b>Strategic Objective:</b> To provide process excellence in critical processes</p> <p><b>Strategic Outputs:</b></p> <ol style="list-style-type: none"> <li>1) Cost efficiency</li> <li>2) Enhanced supplier relations</li> <li>3) Continuous process improvements</li> </ol> <p><b>Strategic Actions:</b></p> <ol style="list-style-type: none"> <li>1) Restructured institutional framework This includes preparing action plan for organising HRD to facilitate and improve service delivery to the customer It also includes preparing action plan for the allocation of training and education responsibilities to facilitate and improve delivery to the customer. It also prepare schedule of broad categories of human development needed to achieve the mission of HRD.</li> <li>2) Facilitate the implementation of Workplace Skills Planning in the Provincial departments This includes the appointment of SDF in all Provincial Departments</li> </ol>
4. Learning, Growth, Readiness and Alignment	<p><b>Strategic objective:</b> HRD alignment and readiness This means that HRD units have to align themselves with skills development legislation and prepare readiness reports.</p> <p><b>Strategic Outputs:</b></p> <ol style="list-style-type: none"> <li>1) It looks at strategic job competence</li> <li>2) Strategic awareness</li> <li>3) Appropriate culture, climate and leadership.</li> </ol> <p><b>Strategic Actions:</b></p> <ol style="list-style-type: none"> <li>1) Prepare strategic human readiness report This includes preparing workplace skills plan, and preparing other training needs development programmes</li> <li>2) Prepare tangible asset report. This includes identifying assess tangible resource needs from process level themes such as manpower and technology</li> <li>3) Align HRD employee's performance management agreements with strategy</li> </ol>

<sup>44</sup> Simon, JL, Sommerfeld, JU & Trostle, JA. **Strengthening Human Resource Capacity in Developing Countries: Who are the Actors? What are their actions?** Harvard University Press: Harvard. 1997: p. 64

<sup>45</sup> Ibid.

#### 4.5. The Implementation of the Human Resource Development Strategy of KwaZulu-Natal.

According to the HRD Directorate, the SDA provides a clear framework for implementing skills development within provincial government departments. The Manager of the HRD Directorate argued that,

“The Skills Development Act creates a framework and mechanism that directs how skills development should actually take place, what needs to be changed and why should it be changed, and how we should budget for training and how we should report for training”.<sup>46</sup>

According to the Senior Training Officer of the HRD Directorate, the SDA provides some guidelines on how to develop skills within the public sector.<sup>47</sup> It provides capacity building programmes of public servants by making sure that every employee is trained according to the guidelines and programmes provided by the SDA. The programmes include learnership and skills development programmes because of their legal obligation to provide learnerships and internships. For example, school leavers and learners are empowered through learnership programmes and employees are entitled to training where they lack the required expertise.<sup>48</sup>

Grindle maintains that it is important to assess the constraints that exists in order to understand where and how to attack the problem.<sup>49</sup> This indicates that before the design of a specific intervention, it is imperative to assess the environment. According to the HRD Directorate of the Office of the Premier, research is done to assess skills shortages within the provincial government departments.<sup>50</sup> The HRD Directorate has developed a “Scarce Skills List” provided in the Workplace Skills Plan (WSP). There is a section on the type of skill required in the WSP which each provincial government department must complete. The section includes identifying what the scarce skills are.

<sup>46</sup> Safla, FMA. 10/11/2005. Interviewed by BM Nkosi. Pietermaritzburg.

<sup>47</sup> Khumalo, J. 10/11/2005. Interviewed by BM Nkosi. Pietermaritzburg.

<sup>48</sup> Ibid.

<sup>49</sup> Grindle, MS. Getting Good Government: Capacity Building in the Public Sectors of Developing Countries. Harvard University Press: Harvard. 1997: p. 10.

<sup>50</sup> Safla, FMA. 10/11/2005. Interviewed by BM Nkosi. Pietermaritzburg.

Scarce skills refer to an absolute or relative demand for skilled people to fill a particular role or occupation.<sup>51</sup> Absolute demand means that suitably skilled people are not available, while relative demand means that there are suitably skilled people available for the job, but do not meet other employment criteria such as the geographical location of skills. For example, people who are able but not willing to work in rural areas.

However, skills shortages are very difficult to ascertain or measure. The number of vacancies in a particular occupation can be a good indication of skills shortages, but reliable data on vacancies are difficult to obtain. Unfilled vacancies does not mean skills shortages in a sense that they may be a result of challenging working conditions or unsatisfactory remuneration.<sup>52</sup>

At the managerial level, shortages seem to exist in the areas of finance, information technology (IT) and operations (retail and production). A mixture of industry-specific knowledge and the ability to manage people is required.<sup>53</sup> In addition, there is a need for strategic thinking skills that will enable managers to deal with issues of transformation. Section One of the HRD Profile of KwaZulu-Natal identified a shortage of skills amongst black professionals in the managerial, professional and technical occupational groups. Black professionals are in high demand. Shortages of black professionals are mostly related to the occupations for which Grade 12 Science and/or Mathematics are minimum requirements to obtain a university qualification – such as chemical, electrical and industrial engineers; IT specialists; quantity surveyors; statisticians; economists; and accountants. Black sales and purchasing professionals as well as nursing professionals are also in short supply.<sup>54</sup>

To reiterate, each government department has to identify its scarce skills in their WSP and prioritise those skills and identify which of those are critical or scarce. Critical skills are defined as “the demand for an element practical or reflexive competence that allows

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<sup>51</sup> [www.capegateway.gov.za/eng/pubs/guides](http://www.capegateway.gov.za/eng/pubs/guides)

<sup>52</sup> Khumalo, J. 10/11/2005. Interviewed by BM Nkosi. Pietermaritzburg.

<sup>53</sup> HSRC. **A Human Resource Development Profile of KwaZulu-Natal: A Report Prepared for the Integrated Provincial Support Programme.** HSRC Publications. 2005: p. 25

<sup>54</sup> *Ibid.*

for specialisation within roles or occupation”.<sup>55</sup> Critical skills include specific “top-up skills”. These top-up skills or critical skills are required for performance within the department occupation to fill the “skills gap” that has come about due to changes in the work organisations.<sup>56</sup> Critical skills also comprise generic skills which include cognitive skills such as problem solving.

The HRD Profile analysis states that the supply of adequate numbers of high quality human resources to the public sector depends to a “large extent on the nature and quality of the education and training programmes that are offered by Higher Education institutions, FET and SETAs.”<sup>57</sup> Skills development in KwaZulu-Natal’s government departments primarily takes place through training programmes, which include courses accredited by SAQA and NQF as well as the respective SETAs. In an attempt to try and solve the problem of scarce skills and critical skills, the HRD Directorate has developed some training programmes as a way of implementing skills development.

The HRD Strategy for KwaZulu-Natal calls for all training and education to be linked to the broader process of policy formulation, strategic planning and transformation.<sup>58</sup> Appendix A lists numerous training programmes that are needed for skills development as identified by the WSP. However, it is just a list of titles. It does not specify what the programme entails and what the type of skills it aims to offer. In addition, skills are not prioritised. In other words, no distinction is made between which skills are scarce and which skills are critical in the HRD Strategy.

Schlemmer has criticised the training programmes that the public service offer.<sup>59</sup> He maintains that much of the training is passive in a sense that it does not enhance one’s capacity to deliver and that people do not get back to the work environment and apply the

<sup>55</sup> [www.intstudy.com/articles/nusinter.htm](http://www.intstudy.com/articles/nusinter.htm)

<sup>56</sup> Ibid.

<sup>57</sup> HSRC. **A Human Resource Development Profile of KwaZulu-Natal: A Report Prepared for the Integrated Provincial Support Programme**. HSRC Publications. 2005: p.

<sup>58</sup> Human Resource Development Strategy for KwaZulu-Natal Provincial Administration. P, 12.

<sup>59</sup> Schlemmer, L. “Small Business in Big Schemes” in **Service Delivery Review**. Volume 5, Number 2, 2006: p. 29.



training they have acquired.<sup>60</sup> It is passive in that it is not interactive and there are no follow-ups and feedbacks. In his study where he evaluated training courses of city councils in Local Economic Development, he found that nothing was happening after seven years of training.<sup>61</sup>

Kraak argues that there is a mismatch between the outputs of schooling and higher education or pre-employment training and the actual employment opportunities available in the labour market.<sup>62</sup> He recommends that more programmes such as learnerships and internships should be established to fill this gap.<sup>63</sup> The Skills Development Act and the National Skills Development Strategy mandates all government departments to implement learnerships within their departments. A learnership is a training programme that combines education obtained at a college or training centre with relevant work experience.<sup>64</sup> It also applies to current employees who are provided with learnerships. They are referred to as learners and are unemployed people who have completed their matric but are unable to pursue tertiary education. In most government departments' learnership programmes are comprised of 30 percent training towards a qualification and 70 percent work experience.

In addition to learnerships, government departments are also offering internships in scarce and critical areas. An internship is a work-related learning experience for individuals who wish to develop their hands-on work experience in a certain occupational field. Most internships are temporary assignments and take place from approximately three months up to a year. The difference between learners and interns is that interns are people who have already completed a tertiary qualification in a certain field of study. Internships are targeted at unemployed graduated youth.

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<sup>60</sup> Schlemmer, L. "Small Business in Big Schemes" in Service Delivery Review. Volume 5, Number 2, 2006: p. 29.

<sup>61</sup> Ibid.

<sup>62</sup> Kraak, A. An Overview of South African Human Resource Development. HSRC Press: Cape Town 2005: p. 13.

<sup>63</sup> Ibid.

<sup>64</sup> [www.capegateway.gov.za/eng](http://www.capegateway.gov.za/eng)

As at 31 March 2006, out of the total of 3 345 learners recruited and trained by Local Government Sector Education and Training Authority LGSETA, 762 successfully completed training towards the end of November 2005.<sup>65</sup> The advantage of learnerships is that it provides more than technical skills. Learnerships teach people both general and specific skills needed for a particular job.<sup>66</sup> The HRD Manager in the Office of the Premier said that their main focus and responsibility is to ensure that all departments within the province implement learnership programmes. As a result, departments are being asked to make more learnerships available.<sup>67</sup>

According to the Office of the Premier, the intake of learnerships is increasing within the provincial government departments.<sup>68</sup> Most government departments such as the Department of Health, Department of Education, and Department of Agriculture and Environmental Affairs are implementing learnerships programmes. The Local Government Sector Education and Training Authority (LGSETA) reported that the learnership programme is on track with more graduations planned in a number of provinces including KwaZulu-Natal, which had 400 learners by August 2006. On the other hand, the KwaZulu-Natal Department of Education has recruited 85 learners to participate in the Level 4 National Certificate in ABET practice learnership aged less than 35.

Because of both the absolute and relative demand for skilled people in government departments to occupy certain roles within occupation, interns are exposed to scarce skills as well as critical skills. The internship programme is currently being implemented in seven of the nine government departments within the province. The HRD Directorate itself has currently four interns. The Department of Safety and Community Liaison in KwaZulu-Natal has recruited eight interns as of January 2005 while the Department of housing is intending to implement IT interns.<sup>69</sup>

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<sup>65</sup> LGSETA Annual Report.2006.

<sup>66</sup> Skills Development Act. Act 97 of 1998. Section 16

<sup>67</sup> Safa, FMA. 10/11/2005. Interviewed by BM Nkosi. Pietermaritzburg.

<sup>68</sup> Safa, FMA. 10/11/2005. Interviewed by BM Nkosi. Pietermaritzburg.

<sup>69</sup> Ibid.

Section 5 of the HRD Strategy for the KwaZulu-Natal Provincial Administration stresses the need for monitoring and evaluation.<sup>70</sup> Assessing whether or not skills have been developed in the public sector of KwaZulu-Natal is a complex matter. It relies on a system of monitoring and evaluation of the specific outcomes that must be achieved. For example, the critical success factors identified in the four Strategy Map Levels are the key strategic outcomes, which have to be reached. The Strategy maintains that provincial government departments must use the balance scorecard method to measure and assess performance.<sup>71</sup> The balance scorecard method was developed as a generic framework to manage an organisation's strategic performance by identifying strategic actions. The balance scorecards are subdivided into two, namely personal and organisational scorecards. The personal scorecards reflect an employee's ability to act with determination and energy and to stimulate his or her inner involvement.<sup>72</sup> The organisational scorecards on the other hand encompasses the organisational mission, vision, core values, critical success features, objectives, performance measures, targets and improvement actions.<sup>73</sup>

Balance scorecards have not been effectively implemented within the Province. In fact, it stands to reason whether it is an appropriate mechanism to measure any skills development outcome. It offers very little relevant data. In the recently submitted reports by provincial government departments' to the respective SETAs, there is no evidence of the transfer of learning from the training room to the workplace. The HRD Directorate has no mechanism in place to assess or evaluate to what extent learning has taken place.

There is no comprehensive indicator which shows whether skills development has taken place within the provincial government departments. Workplace Skills Plans, Annual Training Reports as well as the Quarterly Monitoring Reports are all general and vague reports. The HRD Directorate itself submits vague reports. For example, the report for May 2004 only lists the number of people trained per department (see Appendix B).

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<sup>70</sup> Human Resource Development Strategy for KwaZulu-Natal Provincial Administration. p. 27.

<sup>71</sup> Ibid.

<sup>72</sup> Ibid.

<sup>73</sup> Ibid. p. 8.

According to this Report 222 officials were trained in May 2004 alone. However, the Report does not specify at what level these officials are and what their existing job description is and what the training involved.

The lack of capacity and resources of the HRD Directorate makes the implementation and assessment of skills development programmes difficult. The HRD Directorate has limited human resources to train and offer management and leadership skills, which are fundamental in the implementation of skills development policies. Lack of capacity, according to Grindle, leads to an inability to formulate and implement policies effectively.<sup>74</sup> It also adds up to an inability to carry out even the most basic task required of modern states.<sup>75</sup>

### **Conclusion**

Even though a provincial strategy for skills development in KZN is in place, the interviews revealed a positive opinion of the legislative framework and policy strategy. However, the responses revealed very little beyond their knowledge of a few guidelines. There was no real understanding of what skills developments means or how the different objectives of the strategy are suppose to be met. Assessing whether it is able to implement the requirements of the SDA remains doubtful. One of the main reasons for these inadequacies is mainly because of the lack of human resource capacity within the Office of the Premier itself. It is almost a catch 22 situation: the need for skills development within the public sector in KwaZulu-Natal has been identified, but the Office of the Premier which is responsible for implementing skills development programmes is itself in need of skills development.

Despite the critique and weakness of the skills development strategies and programmes, the growth of learnerships programmes is promising. Out of 3 345 learners recruited by LGSETA, 762 completed their training and graduated at various institutions. Learnerships programmes are slowly being put in place by all provincial government

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<sup>74</sup> Grindle, M. 1997: p. 3.

<sup>75</sup> Ibid.

departments. In addition to the learnerships, the HRD Directorate has been able to go beyond learnerships and establish internship programmes. The question is, is it enough?

One cannot determine whether or not the SDA is successfully implemented if it is not properly measured or evaluated. Stating the number of training programmes in place, or the number of officials trained does not say anything about whether skills development has taken place. The Office of the Premier has no strategy or mechanism in place that would enable them to determine whether training programmes are appropriate and whether learning is applied in the work environment.

## CHAPTER FIVE: Analysis and Interpretation

This chapter concludes the study and gives an overview and summary of the key findings of the study. The conceptual context of the analysis is based on the skills development policy framework in South Africa and the implementation thereof by the Office of the Premier in KwaZulu-Natal. The production of a 'tentative theory' of this study is based on the status of policy implementation of the Skills Development Act<sup>1</sup>. This study reveals and highlights some of the shortcomings and challenges of policy implementation as experienced by the Office of the Premier in their implementation of the Skills Development Act through the Human Resource Development Strategy of KZN.

### 5.1 PUBLIC POLICY

Theunissen defined policy as “a plan of action to achieve a desired goal within the overall purposes of government.”<sup>2</sup> In a nutshell, policy seeks to achieve a desired goal that is considered to be in the best interest of all members of society. Public policy is a deliberate and (usually) careful decision that provides guidance for addressing selected public concerns.<sup>3</sup> Policy development can be seen, then, as a decision-making process that helps address identified goals, problems or concerns. At its core, policy development entails “the selection of a destination or desired objective”.<sup>4</sup> In short, any given policy represents the end result of a decision as to how best to achieve a specific objective.

Despite the variation in the policy process, the study has determined that there are some general steps that are common to policy development framework. These are:

- selecting the desired objective
- identifying the target of the objective
- determining the pathway to reach that objective
- designing the specific program or measure in respect of that goal
- implementing the measure and
- assessing its impact.<sup>5</sup>

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<sup>1</sup> Cloete & Wissink, H. **Public Management: Improving Public Policy**. Van Schaik: Cape Town and Pretoria. 2000: p. 240.

<sup>2</sup> Theunissen CA. **Administering National Government** in Venter, A. (eds) **Government and Politics in the New South Africa: An Introductory Reader to its Institutions, Processes and Policies**. JL van Schaik Academic: London. 1998: p. 123.

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

<sup>5</sup> Ibid.

The policy orientations of skills development are provided in provincial policies and strategies. The KwaZulu-Natal Provincial Growth and Development Strategy (PGDS) offers the development framework for organisations and institutions and identifies the needs and priorities of the province. The PGDS is instrumental in identifying the necessary core departmental strategic competencies, which the provincial Human Resource Development units must. The key policy implementation plan for skills development in KwaZulu-Natal is the Human Resource Development Strategy (HRDS) for the KwaZulu-Natal Provincial Administration. This policy implementation plan is the official skills development strategy for the province and the responsibility of the Office of the Premier. The objectives and goals of the HRDS reflect the KZN provincial government's commitment to addressing skills development, illiteracy and poverty.

From a policy-making perspective, the Office of the Premier has complied with national legislation by putting in place various policies that look at sustainable development, skills development and human resource management. The Skills Development Act and National Skills Development Strategy seek to establish a high quality skills development system that is cost effective, accountable, geared towards skills development and promotes employment generation and economic growth in drafting the HRD Provincial Strategy. The Office of the Premier was informed by these national policies and has been prioritised by the Office the Premier in its implementation of skills development within the province. The Skills Development Act, for example, provides a clear framework against which the Directorate has to ensure that skills development actually takes place in the Province. It also provides a clear policy framework and guidelines which the Directorate must implement and oversee.

The effectiveness of policy implementation varies across policy issues and policy types. Some issues are more complex than others. Parsons argues that in order to analyse the study of implementation the type of policy to be implemented must be taken into account.<sup>6</sup> The study reveals that skills development policy is quite a

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<sup>6</sup> Parsons, W. Public Policy: An Introduction to the Theory and Practice of Policy Analysis. Edward Elgar Publishing Inc: Cheltenham.1995: p. 245.

complex issue in a sense that it includes elements of economic, organisational and personal development in all spheres of government. Skills development is important to generate income and improve the economy and living conditions in South Africa. It is also important for personal development in that it deepens individuals' specialised capacity to provide effective service delivery. So its complexity will therefore demand kind of implementation is required.

Policy implementation, according to Brinkerhoff requires cooperation amongst stakeholders involved in the policy implementation process<sup>7</sup>. The study determined that there are many participants at the implementation level that need to work together in the implementation of skills development projects. The study showed that collaboration is taking place between the Office of the Premier, its Directorate Human Resource Development (hereafter referred to as Directorate HRD) and national government departments such as Department of Public Service and Administration and the Department of Labour as well as all departmental HRD components of other provincial government departments. The Directorate HRD also work closely with the Public Service Education and Training Authority (PSETA). As a result of this co-operation, the Directorate HRD has been able to develop strategies for the implementation of the Skills Development Act. This is one of the major successes of the Directorate HRD as far as implementation is concerned because policy implementation depends on a shared understanding and cooperation of stakeholders.

The top-down decision making approach has been effective for skills development. Effective policy making and implementation requires, Pressman and Wildavsky argue, a good chain of command and a capacity to coordinate and control<sup>8</sup>. This implies that goals have to be clearly defined and understood; resources made available; the chain of command be capable of assembling and controlling resources; and a system that is able to communicate effectively and control those individuals involved in policy formulation and implementation. The study reveals that skills development policy has been defined and financial resources have been made available through the Skills Development Levies Act.

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<sup>7</sup> Brinkerhoff DW & Crosby BL. Managing Policy Reform: Concepts and Tools for Decision Makers in Developing and Transitioning Countries. Kumarian Press: USA. 2002: p. 38.

<sup>8</sup> Ibid.



Policy according to Pressman and Wildavsky is concerned with the linkages between different organisations and departments at local level<sup>9</sup>. If action depends upon these number of links in the implementation chain, a degree of cooperation between agencies is important to make those links as close to hundred percent as possible.

Lippincott and Stoker argue that coordination of action in policy implementation is important.<sup>10</sup> They maintain that it is necessary to coordinate actions amongst the numerous actors each with divergent interests especially when it comes to implementing change.<sup>11</sup> This implies that implementation is most effective when policy creates a strong control at lower levels for instance. This cannot materialise if the coordination of activities and actors is not taken into consideration. Coordination is important when the policy is complex and includes a wide variety of role players. SETAs play an important role in the coordination and implementing skills development activities at the lower levels of government. However, it has been difficult for SDA to coordinate at lower levels. Schlemmer argues that “the challenge in the development process is to get the bottom to participate effectively”.<sup>12</sup>

Programmes developed by the Skills Development Act such as learnerships have been instrumental in providing employment and training to the unemployed South African youth. The Skills Development Act and the National Skills Development Strategy mandates all government departments to implement learnerships. The study shows that the provision of learnerships is slowly increasing within the province.

Even though there are a number of learnerships and internships within the Province, the poor employment absorption rate of young people with a tertiary education, still remains critical<sup>13</sup>.

## 5.2 CHALLENGES EXPERIENCED IN POLICY IMPLEMENTATION

Despite the progress, the implementation of the Skills Development Act still remains weak. The Directorate HRD has experienced a number of implementation problems.

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<sup>9</sup>Brinkerhoff DW & Crosby BL. Managing Policy Reform: Concepts and Tools for Decision Makers in Developing and Transitioning Countries. Kumarian Press: USA. 2002: p. 44.

<sup>10</sup> Ibid.

<sup>11</sup> Ibid.

<sup>12</sup> Schlemmer, L. “Small Business in Big Schemes Service” in Delivery Review. Volume 5, Number 2, 2006: p. 29.

<sup>13</sup> Ibid. p. 24.

The most significant is their lack of capacity as well as their inability to monitor and assess training programmes.

### 5.2.1 Capacity

A lack of capacity, according to Grindle, leads to the “inability to formulate and implement policies effectively”.<sup>14</sup> It can even contribute to an inability to carry out even most basic task required of modern states.<sup>15</sup> Many governments claim a central role in leading the process of development, however, they demonstrate remarkable incapacity to plan and pursue it. In addition, Grindle also maintains that government departments and NGOs face the same constraints.<sup>16</sup> Issues related to training and organisational issues such as involving incentives and appropriate systems are among the key challenges confronting government. Capacity for the Directorate HRD remains limited and constrained<sup>17</sup>. The study reveals that the Directorate HRD itself has limited human resources, which is fundamental if they are the key implementation agents of skills development policies. It is ironic that the need for skills development within the public sector in KwaZulu-Natal has been identified by the Office of the Premier, but the Office of the Premier which is responsible for skills development is itself in need of skills development.

### 5.2.2 Skills development programmes

Kraak maintains that adequate government policies and programmes exist and that implementation is taking place in South Africa.<sup>18</sup> For example, there are initiatives that address the severity of the lack of jobs through large scale public works schemes, and associated training programmes have been formulated.<sup>19</sup> However, there are no measures or mechanisms in place to assess/evaluate that programmes developed by the Directorate HRD to address the need as identified in the Workplace Skills Plans, are effective. The existing information taken from the various departments’

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<sup>14</sup> Grindle, M. Getting Good Government: Capacity Building in the Public Sectors of Developing Countries. Harvard University Press: Harvard. 1997: p. 3.

<sup>15</sup> Ibid.

<sup>16</sup> Ibid. Grindle, M. “Good Enough Governance: Poverty Reduction and Reform in Developing Countries” in An International Journal of Policy, Administration, and Institutions, Volume 17, Number 4 October 2004, p. 534.

<sup>17</sup> Safa, FMA. 10/11/2005. Interviewed by BM Nkosi. Pietermaritzburg.

<sup>18</sup> Kraak, A. An Overview of South African Human Resource Development. HSRC Press: Cape Town. 2005: p. 32.

<sup>19</sup> Ibid.

Workplace Skills Plan (see Appendix A) is merely a long list of skills development training programmes. It does not illustrate whether the programmes are designed to address scarce skills or critical skills<sup>20</sup>. These various programmes are not even defined and what type of skill it provides. It does also not specify who should receive the particular training.

There is no link between the list of programmes and the reports provided on those training programmes. For example, the list provided by the Office of the Premier in their Workplace Skills Plan 2003/2004 does not link to the Quarterly and Annual Training Reports provided by the department in question (see Appendix B). The Quarterly Training Report indicates that the Office of the Premier has been involved in training programmes that are regarded not as critical, such as the skill and the ability to compile Minutes of Meetings.

### **5.2.3 Training and its assessment**

The nature of the training and education provided highlights a number of major shortcomings of skills development initiatives of the Office of the Premier. The list of training programmes as indicated in Appendix A are too general and very broad. The training programmes cover a range of broad issues such as short courses, but do not specify what the intended outcomes are. In addition, there is no sense of what the scarce skills training programmes are based on. It does not detail who should go on the course, and what skills the trainee would gain. The training programme does not reflect the assessment or evaluation criteria to be used to measure whether the officials that have been trained have gained the skills required.

Another major challenge is the Office of the Premier's inability to determine whether or not the different training programmes are leading to skills development. The successful transfer of learning from the 'training room' to the workplace has been raised in recently submitted reports to SETA. This weakness has been partially ascribed to the lack of commitment from the people trained as well as the lack of

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<sup>20</sup> [www.intstudy.com/articles/nusinter.htm](http://www.intstudy.com/articles/nusinter.htm)

Scarce skills refer to an absolute or relative demand for skilled people to fill a particular role or occupation and critical skills are defined as the demand for an element practical or reflexive competence that allows for specialisation within roles or occupation.

commitment from the respective managers in government departments to determine whether or not skills development programmes have benefited their individual or their department's performance.

Schlemmer has noted that training programmes provided by the public sector are passive.<sup>21</sup> Passive in a sense that it does not enhance one's capacity to deliver and that people do not get back and do something about the training they have acquired.<sup>22</sup> It is passive in that it is not interactive and there are no follow-ups and feedbacks from respective managers.

### 5.3 RECOMMENDATIONS

As the theory states that policy implementation is a continuous process, the comments and recommendations are mindful of the fact that the implementation of the various skills development programmes by Office of the Premier are all at the different stages. Nevertheless some key issues need attention.

- There is a need for the Office of the Premier to ensure that the different training programmes go beyond simple courses. In other words, skills development programmes and strategies have to be aligned with the type of skill that needs to be developed. There remains a need for all government departments and managers to identify their employees' weaknesses and strengths as well as identify individual competencies and performance levels. This will assist departments in determining where skills are most lacking and what type of training their employees need to undergo.
- The Office of the Premier must conduct its own survey and collect primary research on skills shortages rather than relying on the information provided by the provincial government departments' Workplace Skills Plans, Annual Training Reports or their Quarterly Monitoring Reports.

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<sup>21</sup> Schlemmer, L. "Small Business in Big Schemes" in Service Delivery Review. Volume 5, Number 2, 2006: p. 29.

<sup>22</sup> Schlemmer, L. "Small Business in Big Schemes" in Service Delivery Review. Volume 5, Number 2, 2006: p. 29.

- The Office of the Premier should also ensure that training outcomes are specified, assessed and achieved. Respective resource managers should ascertain whether the participants of the training programmes are able to use their newly acquired skills in their work environment.<sup>23</sup>
- Stronger commitment is required from Human Resource Managers in the provincial governmental departments. Building commitment requires passion and integrity from each and every stakeholder. Employers, employees and training officials must all be held accountable to ensure that skills development is taking place and that performance levels are assessed.
- Cohen and Wheeler argue that capacity building initiatives attempted in African countries have been “dissipated by the inability of public sector to retain skilled staff as a result of constrained budgets”<sup>24</sup>. The Office of the Premier must determine why there is a high rate of resignation among skilled and professional personnel. Incentives should be considered to reward good performance and skilled personnel. Financial rewards can be given to staff that have performed well.
- The Office of the Premier must make sure that the various departments make a clear distinction between scarce skills and critical skills. Each department, must detail in their Workplace Skills Plan what skills are needed and motivate why these skills are regarded as critical to the functioning of the department. The prioritisation of skills development programmes is important for each and every department and must be taken into consideration in terms of making effective budget projections. It is important for the Office of the Premier put strategic plans into actions. This, according to Brinkerhoff, calls for the identification of strategic issues and set priorities in terms of the urgency of each issue in the strategy. Policy managers and implementers put plans into

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<sup>23</sup> KwaZulu-Natal Provincial Government. **Office of the Premier Strategic Plan**. April 2004 – March 2007: p. 31.

<sup>24</sup> Cohen, JM & Wheeler, JR. **Training and Retention in African Public Sectors: Capacity Building Lessons from Kenya**. Harvard University Press: Harvard.1997: p. 126.

action, resources are mobilised and human resource capacity are brought into operation to bear on the task to be implemented<sup>25</sup>.

- The list of skills development programmes must be more clearly defined. Training programmes must be designed with specific measurable outcomes. It must state the type of skill that will be provided by that particular programme. Each government department must indicate in their Workplace Skills Plan the number of people in need of training. It must detail and prioritise the skills which are scarce and critical to the department. The 'who' part must indicate the level of that particular person to be trained. The SDA states that workers and employers should draw up the Workplace Skills Plan together<sup>26</sup>. Like the Sector Skills Plan, the Workplace Skills Plan must describe the skills needed; identify who needs it; how skills would be acquired and how much it would cost. Workplace Skills Plans must be more detailed than the Sector Skills Plans because it is specific to that particular workplace environment.<sup>27</sup>

The study emphasizes the need for the Office of the Premier to manage policy implementation strategically. Managing strategically is a matter of identifying what needs to be done, why and how it should be done. It is about developing shared visions, influencing and persuading opponents, cooperating with a wide range of stakeholders while at the same time, developing programmes in a participatory and collaborative manner<sup>28</sup>. Brinkerhoff argues that managing policy implementation is "following effectively the policy prescriptions in order to solve social and economic problems"<sup>29</sup>.

The study concludes that the successful outcome of the policy process in terms of solving the social problems depends on it meeting a number of criteria to compare policy options, the existing policy designs and assess past policy performance<sup>30</sup>.

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<sup>25</sup> Brinkerhoff DW & Crosby BL. **Managing Policy Reform: Concepts and Tools for Decision Makers in Developing and Transitioning Countries**. Kumarian Press: USA. 2002: p. 43.

<sup>26</sup> Skills Development Act 97 of 1998. Section 10 (b).

<sup>27</sup> Ibid.

<sup>28</sup> Brinkerhoff DW & Crosby BL. 2002: p. 118.

<sup>29</sup> Ibid. p. 117.

<sup>30</sup> Moharir, V. **Governance and Policy Analysis** in Olowu, D. (eds) **Better Governance and Public Policy: Capacity Building in Democratic Renewal in Africa**. Kumarian Press: USA. 2002: p. 109.

In addition, Grindle maintains that policy must encompass strategies that have to do with increasing efficiency, effectiveness and responsive of government performance.<sup>31</sup>

This calls for the efficient use of resources, the effective delivery of services that is responsive to the poor majority and participation in the policy decision making. In other words, policy is more successful if it sets out priorities with a better understanding about which actions which will produce better results in terms of efficiency, effectiveness and responsiveness.<sup>32</sup>

Moharir maintains that the minimum measure of a successful policy must be based on

- effectiveness (the ability for governments to achieve goals and objective);
- efficiency (the realisation of the policy objectives less time and less cost);
- responsiveness (the ability to create policies that respond to the legitimate of civil society and interests groups);
- innovation (refers to the creativity to design policies. Creativity is about the quality of originality that leads to new ways of seeing ideas);
- political feasibility (the ability of political executives, legislatures and policy makers to accept the policy); and
- administrative feasibility (the willingness, capacity and ability of implementing agencies to realise policy objectives within given time).<sup>33</sup>

Meeting Moharir's requirements, demands managing the policy implementation of skills development in the Office of the Premier in a holistic way. Such policy management requires capacities, capabilities and skills different from those associated with routine administration and management<sup>34</sup>. Different in a sense that it involves the processes of policy to be implemented that is outside of daily routine of office administration. One of the basic requirements argued by Brinkerhoff is strategic management capacity.

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<sup>31</sup> Grindle, M. "Good Enough Governance: Poverty Reduction and Reform in Developing Countries" in An International Journal of Policy, Administration, and Institutions. Volume 17, Number 4, October 2004: p. 534.

<sup>32</sup> Ibid.

<sup>33</sup> Ibid.

<sup>34</sup> Brinkerhoff DW & Crosby BL. Managing Policy Reform: Concepts and Tools for Decision Makers in Developing and Transitioning Countries. Kumarian Press: USA. 2002: p. 38.

Strategic management capacity refers to the skill and ability to manage the implementation process. Strategic management capacities are important in managing policy implementation because they assist policy managers and implementers in government departments to focus directly on three strategic management capacity tools mentioned by Brinkerhoff. These three strategic management capacity tools include:

- Firstly, to look outward. Looking outward according to Brinkerhoff, enables policy implementers to extend their focus on external environmental limitations.<sup>35</sup> This tool allows them to focus on issues that are outside of the implementation process. These include things that may impact the implementation of skills development policies.
- Secondly, Brinkerhoff argues that implementers and managers must look inward to view and assess the internal structures and procedures as well as the ability of actors within the department.<sup>36</sup> This is important in any policy implementation process because it helps to identify individual skills inside departments. It actually assesses the powers and weakness of role players in the implementation of SDA.
- The third capacity tool is to look ahead to see what comes next and to put the necessary resources in place required to meet the desired outcome. In other words, this capacity relates to bringing together strategies and resources to achieve policy goals. This capacity put more attention to sustainability which implies the capacity to anticipate and initiate.<sup>37</sup>

The study shows that the Office of the Premier is unsure how to manage the implementation of skills development policy effectively<sup>38</sup>. It needs to focus more attention on determining what has been done, what needs to be done, and how they can evaluate whether it meets the policy objectives of the Skills Development Act. The implementation of skills development policy is a multi-faceted process and it involves a variety of stakeholders. Policy implementation is never perfect and

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<sup>35</sup> Ibid. p. 39.

<sup>36</sup> Ibid.

<sup>37</sup> Ibid.

<sup>38</sup> Hill, M & Hupe, P. **Implementing Public Policy: Governance in Theory and Practice**. Sage Publications: London & New Delhi, 2002: p. 163.



depends on the mobilisation of adequate resources of material, financial and human resources<sup>39</sup>.

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<sup>39</sup> *ibid.*

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## APPENDIX A: Recommended Training Programmes From Workplace Skills Plans<sup>1</sup>

### Department of Works:

**Programmes:** Strategic Management  
 Contract Management  
 Assistant and Property Management  
 Procurement  
 Financial Management  
 Legal Administration  
 Computer Training  
 Quality Control Management  
 Learnership  
 Counselling Skills  
 Literacy

### Department of Social Welfare and Population and Development:

**Programmes:** Project Management  
 Financial Management  
 Performance Management  
 Computer Training  
 Service Delivery and Improvement Programme  
 Policy Formulation and Analysis  
 Human Resources Management  
 Strategic Planning and Management  
 Effective Communication  
 Information Management  
 Career Management  
 Total Quality Management  
 Knowledge Management  
 Regulatory Management

### Department of Traditional and Local Government Affairs:

**Programmes:** Generic Training  
 Computer Skills  
 Management Skills  
 Communication Skills  
 Supervisory Skills  
 Assertiveness/Confidence Building  
 Customer Care Service Excellence  
 Financial Management Skills  
 Project Management Skills  
 Problem Solving and Decision Making  
 Specific Training  
 BAS (Basic Accounting System)  
 Map Reading  
 Arc Training

<sup>1</sup> Obtained from Human Resources Plan 2003/2004

### **Department of Housing**

**Programmes:** Project Management  
 Computer training  
 Facilitation Skills  
 Secretarial development Course  
 Supervisory and Management Skills  
 Public Finance Management  
 Policy Analysis and Development  
 Interpretation of statutes  
 HR Planning, Labour Relations, Organisational Development  
 HIV/AIDS  
 Thinking Skills Course for Managers

### **Department of Agriculture and Environmental Affairs**

**Programmes:** Leadership Skills  
 Computer Skills  
 Project Management  
 Budget and Expenditure Control  
 Technical skills  
 Administrative Skills  
 Communication Skills  
 Management Skills  
 Human Resource Management Skills  
 Human Resource development Skills  
 Farming Skills  
 Supervisors  
 Labour Relations  
 Strategic Management and Planning  
 Security Guard Training  
 Problem Solving  
 Discipline and Grievances  
 Change Management

### **Department of Education**

**Programmes:** Information Technology and Related Skills  
 HIV/AIDS  
 Management and Leadership Skills  
 Adult Basic Education and Training (ABET)  
 Improvement of Service Delivery  
 Performance Management Training  
 Teacher development  
 School Governance  
 Language Proficiency Skills  
 Early Childhood Development



## Office of the Premier

### Programmes: Oral and written communication

Diversity Management  
 Conflict Handling  
 Facilitation Skills  
 Team Building skills  
 Motivation Skills  
 Assertiveness  
 Feedback Skills  
 Networking

### **MANAGEMENT AND LEADERSHIP SKILLS**

Strategic Planning  
 Performance Management  
 Project Management  
 Strategy Formulation  
 Managing Discipline  
 Forecasting  
 Resource Planning

Knowledge Management

### **BUSINESS AND ORGANISATIONAL SKILLS**

Protocol Skills  
 Implementing Service Delivery Improvement  
 Knowledge of Labour Relations  
 Knowledge of Code of Conduct  
 Information Management

### **PERSONAL AND PROFESSIONAL MANAGEMENT**

Stress management  
 Career development  
 Time Management

### **COMPUTER SKILLS**

MS Excel  
 MS Project  
 MS Word

### **FINANCIAL SKILLS**

Public Service Financial Management  
 People Management  
 Career Management  
 Managing HIV/AIDS  
 Personal Development  
 Coaching  
 Mentorship

### **ADMINISTRATIVE SKILLS**

Customer Care  
 Writing Minutes of Meetings

## Department of Safety and Security

**Programmes:** Financial Management  
 Project Management  
 Policy Formulation  
 Strategic Management  
 People Management and Empowerment  
 Performance Management  
 Problem Solving and Analysis  
 Interpersonal Skills  
 Service Delivery Innovation

**Department of Transport**

**Programmes:** Middle Management  
 FMS  
 Project Management  
 Supervisors Training  
 Disciplinary Hearings and Grievances, Labour Relations  
 Persal  
 Zulu  
 Driver Researcher Course  
 Computer  
 Financial Management  
 Diversity  
 Leadership  
 Personal Money Management  
 Problem Solving and decision making  
 Basic Management for foreman  
 Road Infrastructure  
 Technical Workshops

**Department of Health: Skills Priorities as per Annual Workplace Skills Plan 2002/2003**

**Programme:** ABET  
 Skills development Facilitator  
 HIV/AIDS  
 Customer Care  
 Computer  
 Project Management  
 Advanced Driving  
 Leadership  
 Primary Health Care  
 Plumbing  
 Bricklaying  
 Health and Safety Audit  
 Machine Operation  
 Human Resource Development  
 Pharmacy Assistant  
 Record-Keeping  
 Plumbing  
 Industrial Relations  
 Nursing Care Plan  
 Registry Management  
 Dept Management  
 Family Planning  
 Midwife  
 Orientation Occupational Health and Safety

NB: Economic Affairs and Tourism (No Workplace Skills Plan available)

Royal Houshold (No source documents available)

Provincial Treasury (No source documents available)

## APPENDIX B: HUMAN RESOURCE DEVELOPMENT

Quarterly Training Report Sample for 2004/5 and 2006/7

### APRIL 2004

COURSE	DEPARTMENT	PERIOD	NO. OF OFFICIALS TRAINED
Orientation Course	Office of the Premier	2 days	25

### MAY 2004

COURSE	DEPARTMENT	PERIOD	NO. OF OFFICIALS TRAINED
Writing Minutes of Meeting	Education	2 days	19
Service Excellence	Education	2 days	24
Decision Making & Problem Solving	Transport	2 days	15
Decision Making & Problem Solving	Safety and Security	2 days	8
Decision Making & Problem Solving	Economic development	2 days	5
Diversity Management	Social Welfare	2 days	25
Writing Minutes of Meeting	Social Welfare	2 days	24
Diversity Management	Social Welfare	2 days	31
Instructors Course	Health	4 days	12
Service Excellence	Transport	2 days	22
Supply Chain Management Information Session	All departments	1 day	37
<b>TOTAL NUMBER OF OFFICIALS TRAINED</b>			<b>222</b>

### JUNE 2004

COURSE	DEPARTMENTS	PERIOD	NO. OF OFFICIALS TRAINED
Service Excellence	Social Welfare	3 days	18
Diversity Management	Economic Development	2 days	15
Decision Making & Problem Solving	Social Welfare	2 days	15
Writing Minutes of Meeting	Social Welfare	2 days	16
Problem Solving	Health	2 days	16
Writing Minutes of Meetings	Health	2 days	18
Generic Induction and Re-Orientation Programme for Public Service	All departments	2 days	42
<b>TOTAL NUMBER OF OFFICIALS TRAINED</b>			<b>387</b>

**HUMAN RESOURCE DEVELOPMENT  
STATISTICS FOR THE PERIOD MARCH TO MAY 2006**

**TEMPORARY TRAINERS**

<b>TRAINER</b>	<b>COURSE</b>	<b>DURATION</b>	<b>NO. OF OFFICIALS TRAINED</b>
Pravashnee	Service Excellence	3 days	15
Marlene	Group Facilitation	2 days	16
Qedi	Minutes of Meetings	2 days	27
Nkanyiso	Service Excellence	3 days	25
Nkanyiso	Orientation and Re-Orientation	2 days	30
Pravashnee	Orientation and Re-Orientation	2 days	22
Qedi	Orientation and Re-Orientation	2 days	30
Pravashnee	Diversity Management	2 days	20
Nkanyiso	Service Excellence	3 days	8
Qedi	Service Excellence	3 days	24
Marlene	Service Excellence	3 days	25
Nkanyiso	Service Excellence	3 days	25
Pravashnee	Orientation and Re-Orientation	2 days	30
Pravashnee	Writing Skills	4 days	9
Marlene	Managing Diversity	2 days	27
Marlene	Managing Diversity	2 days	9
Pravashnee	Managing Diversity	2 days	18
Pravashnee	Service Excellence	3 days	16
Nkanyiso	Service Excellence	3 days	22
Qedi	Minutes of Meetings	2 days	20
Pravashnee	Orientation and Re-Orientation	2 days	20
Nkanyiso	Supervisors	5 days	24
<b>TOTAL NUMBER OF OFFICIALS TRAINED</b>			<b>462</b>

## APPENDIX C: Questionnaire

The following questions were used to interview Human Resource Development staff at the Office of the Premier. The first part of the questions aimed to determine a general description on the need for skills development by staff responsible for skills development in Office of the Premier. It also identified what programmes are in place for skills development by the Office of the Premier.

- What does skills development Act require from provincial government?
- Can you provide descriptive functions of the Office of the Premier with regards to skills development?
- Are there specific departments in the Office of the Premier responsible for skills development?
- If so, what are these and how are they structured?
- How important is the Skills Development Act to your department?
- Does the Skills Development Act provide guidelines for skills development programmes? If yes, what are these? If no, do you think this is a problem?
- Does the Skill Development Act provide strategies for assessing, monitoring or measure whether skills have been developed?
- Does the Office of the Premier have a framework for assessing or monitoring skills development processes?
- What are some of the problems with regard to implementing skills development programmes by the Office of the Premier institution?
- Have skills development programmes been evaluated and monitored? If yes, by whom? If no, why not?
- Does the Office of the Premier have the resources or capacity to implement the skills Development Act? IF not, what does it need?
- Is there a national department which assists and assesses whether provinces are implementing skills development policies?
- What is the role of the Office of the Premier in the implementation of skills development Act in KZN?
- Has the Office of the Premier done any research on what skills shortages are of the public sector in KZN? If yes, when and how? If no, why not?
- What strategies if any, have been put in place by the Office of the Premier to implement skills development if there are any?
- What programmes and structures, if any, are in place for skills development in the Office of the Premier?
- How does the Office of the Premier determine whether or not skills have been developed?
- Are skills developments being evaluated in KZN? If yes, how? If no, why?

## APPENDIX D: NATIONAL SCARCE SKILLS LIST (ASGI- SA ALIGNED) 2006

Generic Occupation	Specialisation	Occupational Descriptor
<b>MANAGERS</b>		
Chief Executives and General Managers (111)	General Managers (including Directors) (111101)	Determines, formulates and reviews the general policy program and the overall direction of an organisation, Government Department or Local Authority within the framework established by a board of directors or a similar governing body.
	Corporate General Managers (including very senior managers) (111201)	Plans, organises, directs, controls and reviews the day-to-day operations and major functions of a commercial, industrial, governmental, local authority or other organisation through departmental managers and subordinate executives.
Advertising, Marketing and Sales Managers (131)	Advertising and Public Relations Managers (131101)	Plans, organises, directs, controls and coordinates the sales and marketing activities of an organisation.
	<ul style="list-style-type: none"> <li>• Advertising Accounts Managers</li> </ul>	
	Sales & Marketing Managers (131102)	
	<ul style="list-style-type: none"> <li>• Financial Marketers</li> <li>• Conference / Events Managers</li> </ul>	
	Corporate Service Manager (Admin & Business) (132101)	Plans, organises, directs, controls and coordinates the overall administration of an organisation.
	Finance Managers (132201)	Plans, organises, directs, controls and coordinates the financial and accounting activities within an organisation.
	<ul style="list-style-type: none"> <li>• Municipal Finance Managers</li> <li>• Audit Managers</li> </ul>	
Business Administration Managers (132)	Human Resources Managers (132301)	Plans, organises, directs, controls and coordinates activities concerned with staff selection, training and development, conditions of employment and other human resource issues within organisations.
	<ul style="list-style-type: none"> <li>• HR Development Managers</li> <li>• Labour Recruitment Specialists</li> </ul>	
	Policy and Planning Managers (132401)	Plans, develops, organises, directs, controls and coordinates policy advice and strategic planning within organisations.
	<ul style="list-style-type: none"> <li>• Policy Analysis Managers</li> </ul>	Plans, develops, organises, directs, controls and coordinates policy advice and strategic planning within organisations.

Generic Occupation	Specialisation	Occupational Descriptor
<b>MANAGERS</b>		
Small Business, Office, Programme and Project Managers (136)	Programme and Project Managers (136101) <ul style="list-style-type: none"> <li>• Technical Project &amp; Contract Managers</li> </ul> Small Business Managers (136201)	Plans, organises, directs, controls and coordinates the contractual arrangements related to the implementation of programmes and projects
Construction, Distribution and Production/Operations Managers (133)	Supply & Distribution Managers (133601) <ul style="list-style-type: none"> <li>• Marketing, Supply &amp; Distribution Managers</li> <li>• Warehouse Manager &amp; Distributor</li> </ul> Importers, Exporters and Wholesalers (1333) <ul style="list-style-type: none"> <li>• Marketing Specialists</li> <li>• SAFFEX Traders</li> <li>• Merchandise Planners</li> </ul> Engineering Managers (133201)	Plans, administers and reviews the supply, storage and distribution of equipment, materials and goods used and produced by an organisation, enterprise or business.  Plans, organises, directs, controls and coordinates the operations of importing, exporting and wholesaling.
ICT Managers (135)	Production/Operations Managers (1335)  ICT Managers (1351)  ICT Project Managers (135102)	Plans, organises, directs, controls and coordinates the production activities of forestry, manufacturing and mining organisations including physical and human resources.  Plans, organises, directs, controls and coordinates the acquisition, development, maintenance and use of computer and telecommunication systems within organisations.
Call / Contact Centre and Customer Services Managers (1492)	Call or Contact Centre Managers (149201)	Organises and controls the operations of a call or contact centre May work in a call centre

Generic Occupation	Specialisation	Occupational Descriptor
<b>MANAGERS</b>		
Call / Contact Centre and Customer Services Managers (1492)	Customer Service Managers (149202)	Plans, administers and reviews customer services and after-sales services and maintains sound customer relations.
Retail Managers (142)	Retail Managers (General) (142101)	Organises and controls the operations of a retail trading establishment.
	Post Office Managers (142105)	Organises and controls the operations of a post office.
	Arts / Culture Managers (149902)	Organises and controls the operations of a theatre or cinema
	<ul style="list-style-type: none"> <li>• Newsroom Managers</li> </ul>	
Miscellaneous Managers (139 + 149)	Facilities Managers (149903)	Organises, controls and coordinates the strategic and operational management of facilities in a public or private organisation
	Specialist Insurance Managers	
	Property Specialists	
	Laboratory Managers (139093)	Plans, organises, directs, controls and coordinates the operations of a research or production laboratory
	Quality Assurance Managers (139904)	Plans, organises, directs, controls and coordinates the deployment of quality systems and certification processes within an organisation.
	Transport Managers (149403)	Organises and controls the operations of an enterprise which operates a fleet of vehicles to transport goods and passengers
	<ul style="list-style-type: none"> <li>• Transport Operations/Owner Managers</li> </ul>	
	<ul style="list-style-type: none"> <li>▪ Freight Managers</li> </ul>	
Education, Health and Welfare Service Managers (134)	Health and Welfare Service Managers (1342)	Plans, organises, directs, controls and coordinates the professional and administrative aspects of health and welfare programs and services.
	Education Managers (1344)	Plans, organises, directs, controls and coordinates educational policy, provide advice, and educational and administrative support to staff and students in educational institutions.



Generic Occupation	Specialisation	Occupational Descriptor
<b>PROFESSIONALS</b>		
<b>Arts &amp; Media Professionals (21)</b>	Arts Professionals (Actors, etc) (211)	Communicate ideas, impressions and facts in a wide range of media to achieve particular effects; interpret a composition such as a musical score or a script to perform; and plan and organise the collection of materials and objects in museums and galleries.
	Media Professionals (Directors, Journalists, etc) (212)	Direct film, television, radio and stage productions; present programs on radio and television; write and edit literary works and scripts; research, write and edit news reports and articles; and compose written material for advertising.
<b>Accountants, Auditors and Company Secretaries (221)</b>	Accountants, Auditors and Company Secretaries (221)	Plan and provide accounting, auditing, treasury, economic and valuation systems and services to individuals and enterprises; plan and review corporate compliance activities
<b>Financial Brokers and Investment Advisers (222)</b>	Financial Brokers and Investment Advisers (222)	Conduct financial market transactions on behalf of clients, offer advice on financial matters to individuals, businesses and organisations, sell insurance, buy and sell commodities, and determine risks and accept bets on the outcome of racing and other events.
<b>Financial Brokers and Dealers, and Investment Advisors (222)</b>	Insurance Brokers and Underwriters (222103)	Operates as an independent agent to sell life, fire, accident, industrial and marine insurance for a range of insurance companies. Registration or licensing may be required.
<b>Human Resources Managers and Specialists (223)</b>	Human Resources Advisors (223101) • Performance Advisors • Trainers and Development Practitioners	Provides staffing and personnel administration services in support of an organisation's human resources policies and programs.
	Recruitment & Employment Consultants (223102)	Interviews applicants to determine their job requirements and suitability for particular jobs, and assists employers
	Skills Development Practitioners (223104)	
	Actuaries (and Risk Assessors) (224101)	Applies mathematical, statistical and economic analyses to a wide range of practical problems in areas of finance such as insurance, superannuation and investment. Registration or licensing is required.
<b>Information and Organisation Professionals (224)</b>	Statisticians (224103)	Collects, organises and interprets quantifiable data and uses statistical methodologies to produce statistical reports and analyses for government, commercial and other planning purposes.
	Financial Market Analysts Archivists (224201)	Analyses and documents records and plans and organises systems and procedures for the safekeeping of records and historically valuable documents

Generic Occupation	Specialisation	Occupational Descriptor
<b>PROFESSIONALS</b>		
Information and Organisation Professionals (224)	Curators (224202)	Plans and organises museum and gallery collections by drafting collection policies and arranging acquisitions of pieces. Registration or licensing may be required.
	Economists (224301) • Agricultural Economists Policy Analysts (224402)	Reviews and analyses economic data studies and prepares reports on subjects relating to the economy. Analyses and advises on policies guiding the design, implementation and modification of government and commercial operations and programs.
Information and Organisation Professionals (224)	Land Economists and Valuers (2245) • Local Economic Development Officers Management, and Organisation Analysts (incl Business) (2247)	Assess the value of land, property, and other items such as commercial equipment and objects of art, and provide advice on the administration and commercial and operational use of land and property. Conduct studies of organisational structures, methods, systems and procedures used in industrial establishments and other organisations to achieve greater efficiency and solve organisational problems, or to facilitate an environment of continuous improvement with the major focus on customer requirements.
	Management Consultants (224701) • Small Business Advisors Advertising and Marketing Specialists (2251) • (Incl Public Relations)	Assists clients to achieve greater efficiency in a business or organisation and solve organisational problems in fields such as personnel, information systems, finance, research and general business strategy. Plan, develop, coordinate and implement programs of information dissemination to promote a favourable view of an organisation, products and services and to increase market share.
Sales Marketing and Public Relations Professionals (225)	Pilots (231101) • ROV Pilot Air Traffic Controller (231102)	Flies aeroplanes to transport passengers, mail and freight or provide agricultural, aviation and aerial surveillance services. Registration or licensing is required. Ensures the safe and efficient movement of aircraft in controlled airspace and aerodromes by directing aircraft movements. Registration or licensing is required.
Air and Marine Transport Professionals (231)	Ship's Master (231203) Port Engineer Surveyors (232202)	Controls and manages the operations of ships and boats. Registration or licensing is required. Plans, directs or conducts survey work to determine, delineate, plan and precisely position tracts of land, natural and constructed features, coastlines, marine floors and underground works and manages related information systems. Registration or licensing may be required.
Architects, Surveyors, Planners and Designers (232)		

Generic Occupation	Specialisation	Occupational Descriptor
<b>PROFESSIONALS</b>		
Architects, Surveyors, Planners and Designers (232)	Designers (2323)	Design clothing, industrial, commercial and consumer products, jewellery, homewares and decorative objects, and organise their manufacture for mass, batch or one-off production.
	Urban and Regional Planners (232601)	Develop and implement plans and policies for the controlled use of urban and rural land, and advice on economic, environmental and social needs of land areas.
Engineering Professionals (233)	Chemical and Materials Engineers (2331) • Graphite Engineers	Designs and prepares specifications for chemical process systems and the construction and operation of commercial-scale chemical plants, and supervises industrial processing and fabrication of products undergoing physical and chemical changes
	Civil Engineers (233201) • Water Specialist Engineers Structural Engineers (233204)	Plans, designs, organises and oversees the construction and operation of civil engineering projects  Plans, designs, organise and oversee the construction and operation of structural engineering systems.
	Transport Engineers (233205) • Rail Engineers	Plans, designs, organise and oversee the construction and operation of transportation engineering systems.
	Aeronautical Engineers (233901) • Avionics Engineers	Performs and supervises engineering work concerned with the design, development, manufacture, maintenance and modification of aircraft for flight. Registration or licensing may be required.
Engineering Professionals (233)	Product Design Engineer (233909) • Automotive Design Engineers • Blow and Injection Moulding • Industrial / Product Development Technologist	To be finalized in 2007
	Electrical Engineers (233301) • (incl Electronics and Signaling Speciality)	Designs, develops and supervises the manufacture, installation, operation and maintenance of equipment, machines and systems for the generation, distribution, utilisation and control of electric power
	Environmental Engineers (233905) • Geotechnical	Assesses the impact on air, water, soil and noise levels in the vicinity of engineering projects, plans and designs equipment and processes for the treatment and safe disposal of waste material, and assesses what may cause problems for the environment in the long term. Registration or licensing is required.

Generic Occupation	Specialisation	Occupational Descriptor
<b>PROFESSIONALS</b>		
Engineering Professionals (233)	Industrial Engineers (233501)	Investigates and reviews the utilisation of personnel, facilities, equipment and materials, current operational processes and established practices, to recommend improvement in the efficiency of operations in a variety of commercial, industrial and production environments.
	Mechanical Engineers (233502) <ul style="list-style-type: none"> <li>• Mechatronics Engineers Specialist Pipe Engineering &amp; Manufacturing</li> <li>Mining Engineers (233601)               <ul style="list-style-type: none"> <li>• Rock &amp; Colliery Chrome</li> </ul> </li> </ul>	Plans, designs, organises and oversees the assembly, erection, operation and maintenance of mechanical and process plant and installations
	Biomedical (including Clinical) Engineers (233903)	Applies knowledge and methodology of physics, engineering, mathematics, computing, physical chemistry and materials science to problems in biology and the treatment and prevention of human disease. Registration or licensing may be required
	Naval Architect / Marine Designer (233906)	Designs and oversees the construction and repair of marine craft and floating structures. Registration or licensing may be required.
	Industrial / Product Development Technologist (233909)	To be finalized in 2007
Engineering Professionals (233)	Engineering Technologist (233904) <ul style="list-style-type: none"> <li>• Civil Engineering Technologist</li> </ul>	Analyses and modifies new and existing engineering technologies and applies them in the testing and implementation of civil, mechanical, electrical or electronic engineering projects. Registration or licensing may be required.
	Process Engineers	To be finalized in 2007
	Project Engineer	To be finalized in 2007
	Quality Engineers and Inspectors	To be finalized in 2007
	Nuclear Engineers and Scientists	To be finalized in 2007
	Salvage Engineers	To be finalized in 2007
	Metallurgist (234902) <ul style="list-style-type: none"> <li>• Metallurgical Engineers</li> <li>• Extraction Metallurgists</li> </ul>	Researches, develops, controls and provides advice on processes used in extracting metals from their ores, and processes used for casting, alloying, heat treating or welding refined metals, alloys and other materials to produce commercial metal products or develop new alloys and

Generic Occupation	Specialisation	Occupational Descriptor
<b>PROFESSIONALS</b>		
Natural and Physical Science Professionals (234)	Environmental Scientists and Consultants (2343)	Study, develop, implement and advise on policies and plans for managing and protecting the environment, wildlife, flora and other natural resources.
	Physicist (234904) <ul style="list-style-type: none"> <li>• Astronomers</li> <li>• Astrophysicists</li> <li>• Atmospheric Physicists</li> <li>• Space Scientists</li> </ul> Geophysicists	Studies the structure and physical properties of matter and the relationships and interactions of matter and energy in order to develop and improve materials, products, industrial and other processes.
	Chemists (234201) <ul style="list-style-type: none"> <li>• Analytical Chemists</li> <li>• Industrial Chemists</li> </ul> Agricultural and Forestry Scientists (2341) <ul style="list-style-type: none"> <li>• Agricultural engineers</li> <li>• Pasture Scientists</li> <li>• Plant Pathologists</li> </ul> Microbiologist (234507) <ul style="list-style-type: none"> <li>• Virologist</li> </ul> Winemakers (Oenologist) (234203)           Brewers (234204)	Studies the chemical and physical properties of substances and develop and monitor chemical processes and production.  Advice farmers, rural industries and government on various aspects of farming, develop techniques for increasing productivity, and study and develop plans and policies for the management of forest areas.  Studies microscopic forms of life such as bacteria, viruses and protozoa.  Plans, supervises and coordinates the production of wine or spirits from selected varieties of grapes.  To be finalized in 2007
	Food Technologists (234202) <ul style="list-style-type: none"> <li>• Food Safety Quality Assurance Specialists</li> </ul> Chemical and Biochemical Engineering Technologist (312910)           Geologists (234401)	Studies the chemical composition and reactive properties of natural substances or processed foods  To be finalized in 2007  Studies physical aspects of the earth to determine its structure and composition, and to locate and advise on the extraction of minerals, petroleum or ground water
	Life Scientists (2345)	Examine the anatomy, physiology and biochemistry of humans, animals, plants and other living organisms to better understand how living organisms function and interact with each other and the environment in which they live.

Generic Occupation	Specialisation	Occupational Descriptor
PROFESSIONALS		
Natural and Physical Science Professionals (234)	Veterinarians (2347)	Diagnose, treat and prevent animal diseases, ailments and injuries.
	Medical Laboratory Scientist (234601)	Conducts medical laboratory tests to assist in the diagnosis, treatment and prevention of disease.
	<ul style="list-style-type: none"> <li>• Research &amp; Development Pharmacologists</li> <li>• Medical Technologists</li> </ul>	
	Biotechnologist (234504)	
	<ul style="list-style-type: none"> <li>• Bioinformatics</li> </ul>	
ICT Professionals (26)	Business and Systems Analysts and Programmers (261)	To be finalized in 2007
	Software and Applications Programmers (2613)	Analyse, prepare, implement and test user specifications and requirements.
	Software Engineers (261303)	Designs, develops, modifies documents and tests, implements, installs and supports software applications.
	Multimedia Specialists (261201)	Creates and manipulates graphic images, animations, sound, text and video into multimedia programs. These programs are used to produce CD-ROMS, information kiosks, multimedia presentations, websites and entertainment and education products.
	Network and Support Professionals (263)	To be finalized in 2007
	ICT Security Specialists (262102)	Establishes, manages and administers an organisation's ICT security policy and procedures, to ensure preventative and recovery strategies are in place, and minimise the risk of internal and external security threats.
	<ul style="list-style-type: none"> <li>• Dimensional Controllers</li> </ul>	
	Database Administrator (262101)	Plans, develops, maintains and supports an organisation's database management system to ensure optimal database integrity, security, reliability and performance.
	Telecommunications Engineering Professionals (2633)	Design, construct, install, service and support an organisation's telecommunications environment

Generic Occupation	Specialisation	Occupational Descriptor
<b>PROFESSIONALS</b>		
Education Professionals - Including academics and researchers (24)	<p>Early Childhood Workers (241101)</p> <p>School Teachers (241)</p> <ul style="list-style-type: none"> <li>• Maths</li> <li>• Science</li> <li>• D &amp; T Specialisations</li> </ul> <p>Higher Education Lecturers (including Academics and Researchers) (242)</p>	<p>Plans, organises and conducts activities to help pre-primary school students to develop a wide variety of skills including speech, reading, writing, motor skills and social interaction. Registration or licensing is required.</p> <p>Educate students in pre-primary, primary, secondary or special institutions by teaching a range of subjects within a prescribed curriculum to students and promote students' social, emotional, intellectual and physical development.</p>
Education Professionals - Including academics and researchers (24)	<ul style="list-style-type: none"> <li>• Space-satellite engineers, geomatics specialists, GIS, Remote sensing, Earth observation, mechanical engineers (cf engineers).</li> <li>• <b>Astronomy</b> - Multi-wavelength astronomers - radio, optical, etc, astrophysicists, cosmologists, software engineers (cf ICT professionals).</li> <li>• <b>Marine biosciences</b> - oceanographers, marine biologists, marine ecosystems scientists, environmental scientists (cf Natural &amp; Physical Science professionals).</li> <li>• <b>African Origins</b> - Archeologists, medical, anthropologists, curators &amp; fossil extractors, bio-stratigraphers, palaeontologists, visual engineers (cf Natural &amp;</li> </ul>	<p>Educate tertiary students in one or more subjects within a prescribed course of study at universities and technical Higher Education and Training Institutes</p>

Generic Occupation	Specialisation	Occupational Descriptor
<b>PROFESSIONALS</b>		
<b>Health Professionals (25)</b>	Physical Science professionals).	
	Physics - Quantum physics, solid state physics, particle physics, computational physics	
	Environmental Health Officers (251301)	Develops, enforces and evaluates environmental health policies, programs and issues, and oversees the implementation and monitoring of laws and environmental and health legislation. Registration or licensing may be required.
	Occupational Health and Safety Officers (251302)	Develops; implements and evaluates policies and programs to ensure safe and healthy working conditions, and assists injured staff through the workers' compensation and rehabilitation process.
	Pharmacists (2515)	Compound and dispense pharmaceuticals and other drugs and medicines and conduct research on production, storage, quality control and distribution of drugs and related supplies.
	Physiotherapists (252501)	Assesses; treats and prevents disorders in human movement caused by injury or disease. Registration or licensing is required.
	General Medical Practitioners (253101)	Diagnoses, treats and prevents human physical and mental disorders and injuries. Registration or licensing is required.
	Internal Medicine Specialists (2533)	Diagnose and treat internal human disorders and diseases using specialist testing, diagnostic and medical techniques. Medical Registrars who are training as Internal Medicine Specialists are included in this group.
	Pathologist (253905) • Forensic Scientists	Identifies, diagnoses and reports on the presence and stages of diseases and possible sources of infection in body tissues, fluids, secretions and other specimens. Registration or licensing is required.
	Radiologists & Radiographers (253906)	Diagnoses and treats diseases of the human body using radiant energies such as X-rays, ultrasound, gamma rays and radio waves. Registration or licensing is required.
	Registered Nurses (2544)	Provide nursing care for patients in hospitals, nursing homes, extended care facilities, other health care facilities, and in the community.
Primary Health Care Nurses (254413)	To be finalized in 2007	



Specialisation		Occupational Descriptor
<b>PROFESSIONALS</b>		
Legal, Social and Welfare Professionals (27)	Legal Professionals (271)	Provide legal advice, prepare and draft legal documents, conduct negotiations on behalf of clients, plead cases before or hear cases in courts and tribunals, and interpret, analyse, administer and review the law.
	<ul style="list-style-type: none"> <li>• Attorneys</li> <li>• Compliance Officers</li> </ul> Social (and Community) Workers (272501)	Assesses the social needs of individuals and groups, and assists people to develop and use the skills and resources needed to resolve social and other problems. Registration or licensing may be required.
<b>TECHNICIANS</b>		
Agricultural, Medical and Science Technicians (311)	Science Technicians (3114)	Inspects animal carcasses, internal organs and meat processing facilities for disease to ensure compliance with government and industry standards with respect to quality and health.
	Earth Science Technicians (311402)	Collects and tests earth and water samples, records observations and analyses data in support of Geologists or Geophysicists.
	Clinical Technicians	To be finalized in 2007
	Chemistry Technicians (311401)	Performs laboratory tests on organic and inorganic chemicals, analyses test data and carries out technical functions in support of Chemists or Chemical Engineers in a wide variety of areas such as fuels, agricultural products, food, pharmaceuticals, paints, metals, plastics, textiles, detergents, paper, fertilisers and cosmetics
	<ul style="list-style-type: none"> <li>• Chemical Instrumentation Officer</li> <li>• On-line Analyser</li> <li>• Laboratory Technicians</li> <li>• Chemical Laboratory Assistants</li> </ul>	
Building and Engineering Technicians (312)	Biological Science Technicians (311403)	Identifies and collects living organisms and conducts field and laboratory studies in support of Life Scientists or Environmental Scientists.
	<ul style="list-style-type: none"> <li>• Phlebotomy Technicians</li> </ul> Medical Technologists / Technician (3112)	Operate anesthetic, cardiac, operating theatre and medical testing equipment, perform and assist with laboratory tests, and fill prescriptions in support of Health Professionals.
	Civil Engineering Draftspersons and Technicians (3122)	Assist in civil engineering research, design, construction, operations and maintenance
	Architectural Technicians (3121)	Perform technical functions to assist Construction Managers, Architects and Surveyors by supervising and inspecting construction sites, estimating time, costs and resources; inspecting plumbing work; and collecting and evaluating survey data and preparing maps and plans.

Generic Occupation	Specialisation	Occupational Descriptor
<b>TECHNICIANS</b>		
Building and Engineering Technicians (312)	Electrical Engineering Draftspersons and Technicians (3123)	Assist in electrical engineering research, design, manufacture, assembly, construction, operation and maintenance of equipment, facilities and distribution systems.
	Electronic Engineering Draftspersons and Technicians (3124)	Assist in electronic engineering research, design, manufacture, assembly, construction, operation and maintenance of equipment, facilities and distribution systems.
	Mechanical Engineering Technicians (312502)	Conducts tests of mechanical systems, collects and analyses data, and assembles and installs mechanical assemblies in support of Mechanical Engineers and Engineering Technologists.
	<ul style="list-style-type: none"> <li>• NDE Technician</li> <li>• Hydraulics and Pneumatics Technicians</li> </ul>	
	Mechanical Engineering Draftspersons and Technicians (312501)	Prepares detailed drawings and plans of mechanical engineering work in support of Mechanical Engineers and Engineering Technologists.
	<ul style="list-style-type: none"> <li>• Tool Design Technician</li> </ul>	
	<ul style="list-style-type: none"> <li>• Robotics Technician</li> </ul>	
	Metallurgical and Materials Technicians (312902)	Tests materials as part of mineral and metal processing and refining, or for research into metals, ceramics, polymers and other materials in support of Metallurgists and Materials Engineers. Registration or licensing may be required
	<ul style="list-style-type: none"> <li>• Materials Testers</li> <li>• Foundry Metallurgists</li> <li>• Polymer Technician</li> </ul>	
	Mining Technicians (312903)	Oversees the safety of mining operations and supervises Miners. Registration or licensing is required.
	Chemical and Biochemical Engineering Technicians (312910)	To be finalized in 2007
	Transport Electrical and Mechanical Engineering Technicians	To be finalized in 2007
	Mechatronics Technicians (323502)	Repairs and maintains integrated industrial systems based on mechanical, electrical, electronic and information technology and advanced technology components
	Aircraft and Avionics Technicians (312904)	To be finalized in 2007
	<ul style="list-style-type: none"> <li>• Aircraft Maintenance</li> </ul>	

Generic Occupation	Specialisation	Occupational Descriptor
<b>TECHNICIANS</b>		
Building and Engineering Technicians (312)	Technicians • Aviation Technician Industrial / Product Development Technologist (233909)	To be finalized in 2007
ICT Hardware Technicians (313101)	ICT Hardware Technicians (313101)	Supports and maintains computer systems and peripherals by installing, configuring, testing, troubleshooting, and repairing hardware.
ICT Support Technicians (3131)	ICT Support Technicians (3131)	Provide support for the deployment and maintenance of computer infrastructure and web technology and the diagnosis and resolution of technical problems.
Manufacturing and Process Technicians (314)	Manufacturing Technicians (3141) Polymer Technologists Production Technicians Mobile Plant Technicians	Maintain and optimise all aspects of the manufacturing process.  To be finalized in 2007 To be finalized in 2007 To be finalized in 2007
Other Specialist Technician	Market Research Technicians Postal Technicians	To be finalized in 2007 To be finalized in 2007
<b>TRADE AND CRAFT WORKERS (SKILLED TRADES WORKERS)</b>		
Automotive Electricians and Mechanics (321)	Automotive Electrician (321101) • Autoionics Technicians Motor Mechanics (321201) • Vehicle Service Technicians	Install, maintain and repair electrical wiring and electronic components in motorised vehicles.  Maintains, tests and repairs petrol engines and the mechanical parts of light weight motor vehicles such as transmissions, suspension, steering and brakes. Registration or licensing may be required.
Mechanical Engineering Trades Workers (323)	Aircraft Maintenance Engineers (323101)	Inspects, tests, aligns, repairs and installs aircraft electrical and avionic system components. Registration or licensing may be required.
	Sheet metal Trades Workers (322201) • Metal Pressing	Marks out, shapes, forms and joins sheet metal and other materials to make products or components.
Fabrication Engineering Trades Workers (322)	Structural Steel and Welding Trades Workers (3223) • ASME Coded Welders • Nuclear Qualified Welders	Cut, shape, join and repair metal parts of iron and steelwork structures, pressure pipes, ships, boilers or other vessels.
	Metal Fabricators (322301) • Boilermakers	Marks off and fabricates structural steel and other metal stock to make or repair metal products and structures including boilers and pressure vessels.

Generic Occupation	Specialisation	Occupational Descriptor
<b>Mechanical Engineering Trades Workers (323)</b>	<b>TRADE AND CRAFT WORKERS (SKILLED TRADES WORKERS)</b>	Fit and assemble the fabricated metal parts into products, and set up machining tools, production machines and textile machines, operate machining tools and machines to shape metal stock and castings.
	<ul style="list-style-type: none"> <li>• Mechanical Builders</li> <li>• Mechanics Repairs</li> </ul>	Fits, assembles, grinds and shapes metal parts and sub-assemblies to fabricate production machines and other equipment.
	Fitter and Turner (323202)	Sets up, adjusts and maintains industrial or domestic sewing machines, or machines used in the production of yarn, textiles or footwear.
	Textile, Clothing and Footwear Mechanic (323205)	Fits and assembles metal parts and sub-assemblies to fabricate production machines and other equipment.
	Fitter (General) (323201) Machine Tool Setters	Fabricate, assemble, maintain and repair metal precision instruments.
	Precision Metal Trades Workers (3233)	Installs, maintains, troubleshoots and repairs stationary industrial machinery and mechanical equipment.
	Millwrights (323501)	Repairs and maintains integrated industrial systems based on mechanical, electrical, electronic and information technology and advanced technology components
	Mechatronics Technician / Trades Worker (323502)	Assembles and installs rigging gear such as cables, ropes, pulleys and winches to lift, lower, move and position equipment, structural steel and other heavy objects. Registration or licensing may be required.
	Riggers (821701)	Assembles, calibrates, installs and overhauls mechanical precision instruments and equipment.
	Precision Instrument Maker and Repairer (323304) <ul style="list-style-type: none"> <li>• Instrument Mechanics and Instrument Specialists</li> </ul>	Repairs damage to metal, fibreglass and plastic body work on vehicles and forms replacement vehicle panels. Registration or licensing may be required.
Panel beaters (324101)	Manufacture and repair prototype production units and purpose-built vehicle bodies, and install, repair and replace the interior trim of vehicles.	
Vehicle Body builders and trimmers (3242)	Prepares surfaces of vehicles, matches and mixes colours and applies paint. Registration or licensing may be required	
Panel beaters, Vehicle Body Builders, Trimmers and Painters (324)	Vehicle Painters (324301)	

Generic Occupation	Specialisation	Occupational Descriptor
	<b>TRADE AND CRAFT WORKERS (SKILLED TRADES WORKERS)</b>	
Manufacturing Trades Workers (325)	General Manufacturing Trades Workers (3251) Integrated Manufacturing Lines Worker Chemical, Gas, Petroleum and Power Generation Plant Operators (3992)	To be finalized in 2007  Control the operation of chemical production equipment, pump gas and oil from wellheads, refine and process petroleum products, and operate boilers, turbogenerators and associated plant to generate electrical power.
Construction Trades Workers (33)	<ul style="list-style-type: none"> <li>• Chemical Manufacturing</li> <li>Plastics Manufacturing Trades Worker (325105)</li> <li>• Blow and Injection Moulders</li> </ul> Bricklayers (331101)	To be finalized in 2007  Lays bricks, pre-cut stone and other types of building blocks in mortar to construct and repair walls, partitions, arches and other structures. Registration or licensing may be required
	Carpenters and Joiners (3312)	Construct, erect, install, renovate and repair structures and fixtures made of wood, plywood, wallboard and other materials, and cut, shape and fit timber parts to form structures and fittings.
	Floor Finishers and Painters (332)	Install and repair soft and resilient floor coverings, and apply paint, varnish, wallpaper and other finishes to protect, maintain and decorate the surfaces of buildings and structures.
Construction Trades Workers (33)	Glaziers, Plasterers and Tiler (333)	Cut and install flat glass, apply plaster and secure plasterboard and suspended ceilings, and lay tiles on roofs, walls and floors.
	Plumbers (3341)	Install, maintain and repair pipes, drains, gutters and metal roofing, mechanical services and related equipment for water supply, gas, drainage, sewerage, heating, cooling and ventilation systems.
Electricians (341)	Electricians (Special Class) (341102)	Assembles and installs rigging gear such as cables, ropes, pulleys and winches to lift, lower, move and position equipment, structural steel and other heavy objects. Registration or licensing may be required.
Electronics & Telecommunications Trades Workers (342)	Air-conditioning & Refrigeration Mechanics (342101) Electronics Trades Workers (3423)	Assembles, calibrates, installs and overhauls mechanical precision instruments and equipment.  Maintain, adjust and repair electronic equipment such as commercial and office machines, video and audio equipment, and electronic instruments and control systems; and transmit and receive radio messages.

Generic Occupation	Specialisation	Occupational Descriptor
	<b>TRADE AND CRAFT WORKERS (SKILLED TRADES WORKERS)</b>	
Electronics & Telecommunications Trades Workers (342)	Electronics Instrument Trades Worker (342304)	Installs, modifies, maintains and repairs electronic instruments and control systems. Registration or licensing may be required.
	Telecommunications Trades Workers (3424)	Install, maintain and repair data transmission equipment, aerial lines, conduits, cables, radio antennae and telecommunications equipment and appliances.
	Electronic Equipment Trades Worker	To be finalized in 2007
Food Trades Workers (351)	Chefs (351301)	Plans and organises the preparation and cooking of food in dining or catering establishments.
	Binders, Finishers & Screen Printers (3921)	Bind books and other publications, finish printed products by hand and machine, prepare stencils, and set up and operate power-driven and hand-operated screen print equipment.
Printing Trades Workers (392)	Graphic Pre-Press Trades Workers (392201)	Manipulates, sets and composes text and graphics into a format suitable for printing and other visual media.
	Printing Machinists (392301)	Produces books, magazines, newspapers, brochures, posters, leaflets, packaging materials and stationery using printing presses.
	Cabinetmakers (394101)	Fabricates or repairs wooden furniture, and fits and assembles prepared wooden parts to make furniture.
Wood Trades Workers (394)	Wood Machinists (394203)	Cuts, planes, turns, shapes and sands wood stock to specifications.
	Furniture Finishers (394201) • Wood Finishers	Applies finishes such as stain, lacquer, paint, oil and varnish to furniture, and polishes and waxes finished furniture surfaces
	Boat builders and Shipwrights (3991)	Construct, fit out and repair boats and ships.
Other Trades Workers (399)	Chemical Plant Operators (399201)	Controls the operation of chemical production plant
	Chemical Production Machine Operator (711901) • Distillation Specialists	Operates machines to produce chemical goods such as soaps, detergents, pharmaceuticals, toiletries and explosives.
Jewellers (3994)	Jeweller (399401) • Diamond Sorters and Polishers • Jewellery Designers	Makes and repairs jewellery such as rings, brooches, chains and bracelets; crafts objects out of precious metals; or cuts, shapes and polishes rough gemstones to produce fashion or industrial jewels
Performing Arts Technicians (3995)	Broadcast Transmitter Operator (399501) Camera Operator (Film, TV, video) (399502)	Operates consoles to control radio or television broadcast transmitters. Operates consoles to control radio or television broadcast transmitters.

Generic Occupation	Specialisation	Occupational Descriptor
Performing Arts Technicians (3995)	Light Technicians (399503)	TRADE AND CRAFT WORKERS (SKILLED TRADES WORKERS) Positions and controls lighting equipment for stage performances or television, video or film productions.
	Sound Technician (399504)	Designs and applies make up to actors, presenters and other performing artists.
	Television Equipment Operator (399507)	Operates television equipment to record, edit, mix and prepare material for broadcast.
	Photographic Assistants	To be finalized in 2007
Health & Safety Technicians	Fire Detection Technicians	To be finalized in 2007