



LGSETA

CREATING GREATER IMPACT

SECTOR SKILLS PLAN 2022/2023



ENGAGEMENT



PLANNING



SKILLS



TRAINING



ADVANCED TRAINING



LEARNING



DATA



RESEARCH

LGSETA

LOCAL GOVERNMENT SECTOR EDUCATION AND TRAINING AUTHORITY

SECTOR SKILLS PLAN

2022/2023 Update

FOREWORD

It is a great pleasure to present the updated five-year Local Government (LG) Sector Skills Plan (SSP) for the period 2022/2023. The Local Government Sector Education and Training Authority (LGSETA) is responsible for developing the LG SSP as mandated by the Skills Development Act, 1988 Section 10 (1) (a) and guided by the Department of Higher Education and Training (DHET) SSP Framework and Requirements updated in 2021. LGSETA has a specific mandate to facilitate skills development within this sector in accordance with the National Development Plan (NDP) 2030, National Skills Development Plan (2030), Human Resource Development Strategy for South Africa (HRDS-SA) 2010-2030, White Paper for Post School Education and Training and the Economic Reconstruction and Recovery Plan.

This updated SSP is a national document to be used by all local government stakeholders including government departments, municipalities, local government entities, officials, employers, unions, policy makers and SETA staff, and should be used as one of a range of key documents to inform skills planning and strategic decision making in the sector. The SSP aims to address priority occupations and skills development interventions determined by the sector for the purposes of enhancing skills and responding to the need for a skilled, competent, ethical and capable local government workforce. As stated by His Excellency, President Cyril Ramaphosa, job creation is at the centre of the Economic Reconstruction and Recovery Plan (ERRP) (2020). The SSP identifies suitable skills development interventions that are required to ensure effective implementation of the ERRP in the local government sector.

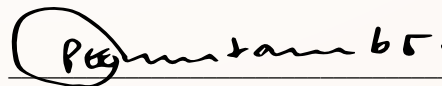
It is important to note that the SSP is reliant on up-to-date and accurate data to inform skills development priorities, so that we can support the sector with relevant interventions aimed at empowering employees in the workplace as well as unemployed learners, in order to make a difference in the sector.

We sincerely thank all the stakeholders that form part of the local government sector, as well as the various research partners who have contributed to helping us understand our sector better. We understand that the challenges experienced as a result of COVID-19 have impacted on the Workplace Skills Plan (WSP) and research processes, but we are grateful for the commitment the sector has shown under these trying circumstances. We further thank those who have contributed to the development of this SSP, which informs the development of the LGSETA Strategy and the Annual Performance Plan (APP). As part of our mandate, we will continue to work with our municipalities and stakeholders to facilitate capacity and help improve skills planning and development processes to ensure municipalities and entities submit reliable and accurate data through the submission of WSPs. LGSETA continues to strive towards achieving service excellence to enable transformation and achieving a highly skilled and capable local government across South Africa.



MR INEELING MOLETE
LGSETA CEO

DATE: 30 July 2021



MR PHUMLANI MNTAMBO
LGSETA CHAIRPERSON

DATE: 30 July 2021

ACRONYMS

| | | | |
|----------------|---|-----------------|---|
| AET | Adult Education and Training | NSA | National Skills Authority |
| AGSA | Auditor General of South Africa | NSDP | National Skills Development Plan |
| APP | Annual Performance Plan | NSDS | National Skills Development Strategy |
| AGSSA | Association of Quantity Surveyors of South Africa | OFO | Organising Framework for Occupations |
| ATR | Annual Training Report | PDCA | Plan Do Check Act |
| CESM | Classification of Educational Subject Matter | PDI | Previously Disadvantaged Individual |
| CoGTA | Department of Co-operative Governance and Traditional Affairs | PIVOTAL | Professional, vocational, technical and academic learning |
| CSIR | Council for Scientific and Industrial Research | PPM | Public-Private Partnership |
| DDM | District Development Model | PSET | Post-School Education and Training |
| DEFF | Department: Environment, Forestry and Fisheries | PWD | People with Disabilities |
| DG | Discretionary Grant | QCTO | Quality Council for Trade and Occupations |
| DHET | Department of Higher Education and Training | QMR | Quarterly Monitoring Reports |
| DoL | Department of Labour | RPL | Recognition of Prior Learning |
| DPLG | Department of Provincial and Local Government | SACN | South African Cities Network |
| DPME | Department of Planning, Monitoring and Evaluation | SACPLAN | South African Council for Planners |
| DWS | Department of Water and Sanitation | SAGI | South African Geometrics Institute |
| ETQA | Education and Training Quality Assurance | SAICA | South African Institute of Chartered Accountants |
| GDP | Gross Domestic Product | SAICE | South African Institute for Civil Engineers |
| HEI | Higher Education Institution | SALGA | South African Local Government Association |
| HEMIS | Higher Education Management Information system | SAMWU | South African Municipal Workers' Union |
| HRD | Human Resource Development | SAQA | South African Skills Authority |
| HTFV | Hard-to-Fill Vacancy | SDF | Skills Development Facilitator |
| ICT | Information and Communication Technology | SIC | Standard Industrial Classification |
| IDP | Integrated Development Plan | SMME | Small, Micro and Medium Enterprises |
| IMATU | Independent Municipal and Allied Trade Union | SPLUMA | Spatial Planning and Land Use Management Act |
| KPA | Key Performance Area | SSP | Sector Skills Plan |
| LED | Local Economic Development | Stats SA | Statistics South Africa |
| LGSETA | Local Government Sector Education and Training Authority | TVET | Technical Vocational Education and Training |
| LGTAS | Local Government Turnaround Strategy | UFS | University of the Free State |
| M&E | Monitoring and Evaluation | UNDP | United Nations Development Partnership |
| MISA | Municipal Infrastructure Support Agent | VCET | Vocational and Continuing Education and Training |
| MOU | Memorandum of Understanding | VUT | Vaal University of Technology |
| MTSF | Medium-Term Strategic Framework | WIL | Work-integrated Learning |
| NDP | National Development Plan | WITS | University of Witwatersrand |
| NGP | New Growth Path | WSP | Workplace Skills Plan |
| NQF | National Qualifications Framework | | |

EXECUTIVE SUMMARY

The Local Government SETA (LGSETA) derives its legislative mandate from the Skills Development Act of 1998 (Act 97 of 1998). Under Section 10 (1) (a) of the Act, each SETA must develop a Sector Skills Plan (SSP) within the framework of the National Skills Development Plan (NSDP) 2030. The LGSETA has prepared the updated five-year SSP for the 2022/23 period in accordance with the requirements of the Department of Higher Education and Training (DHET) and the policy context for skills planning, which includes the National Development Plan (NDP) 2030, Human Resource Development Strategy (HRD-SA) 2010 – 2030, White Paper for Post School Education and Training (2013), Youth Employment Accord, Local Government Turnaround Strategy, Urban Development Framework: Implementation Plan (2018), White Paper on Transforming Public Service Delivery (Batho Pele White Paper), the Economic Reconstruction and Recovery Plan (ERRP) and the associated Economic Reconstruction and Recovery Skills Strategy.

The SSP is based on research and monitoring of trends in the local government sector. As part of its labour market mechanism, the LGSETA has built its own data system, which supports the statistical information reflected in this document. The SSP draws primarily on the Workplace Skills Plan (WSP) data analysis, but information is supplemented by other research and stakeholder engagements.

Chapter One: “Sector Profile” includes an overview of the scope of coverage for LGSETA and outlines the key role players in the sector such as the Department of Cooperative Governance and Traditional Affairs (CoGTA), the South African Local Government Association (SALGA) and the Department of Water and Sanitation (DWS). The chapter discusses the economic performance of the local government sector, which includes a discussion around the notion of service delivery, due to local government being a public service rather than an economic sector. For the second year, the chapter also looked at how the COVID-19 pandemic affects local government. The pandemic has heightened demand for efficient delivery of frontline functions such as health, peace and security, and social development. Thus, improving service delivery in response to the COVID-19 pandemic has become local government's first priority (National Treasury, 2021). However, the pandemic has negatively impacted the ability of local government to collect revenue raised from service delivery to households and businesses (Magubane, 2020), which, along with the closure of some municipalities due to COVID-positive cases, may hamper service delivery. Looking at the employer and labour market profiles of the sector, the current financial year saw a 100% submission rate of WSPs from all 257 municipalities—an improvement from last year. Based on WSP data, employment is at 264,898 people and with the inclusion of local government entities, increased to 274, 837 employees. In terms of employment equity, many occupations are transformed, with over three quarters of all employees being African. The overall educational profile of the staff in local government is fairly low. Approximately 65,5% (171,442) of employees have matric or higher. Of concern is that 15,4% (3,156) of manager- related occupations have educational attainment below matric. The sector has not employed many people with disabilities nationally, with only 4,848 (1,76%) reportedly being a person living with a disability. There is a fairly healthy spread across age categories in all provinces, with little risk of replacement demand due to retirement.

Chapter Two: “Key Skills Change Drivers” presents an analysis of the key factors affecting skills demand and supply in the local government sector. There is a myriad of factors affecting skills demand and supply and this includes changes that affect the way work is done in the sector. The five main skills change drivers are constraints to service delivery (urban and rural), technological change and digitisation, local economic development, spatial integration and inclusive development (urban and rural) and political change. Technological change and digitisation will be affected by the pandemic, as it accelerates the uptake of the fourth industrial revolution (4IR), necessitating training in data analysis, cyber security and digital learning, among others. Policy frameworks affected include the Disaster Management Act. The COVID-19 pandemic has resulted in the swift adoption of 4IR technologies to increase productivity and service delivery. It also ensured that local economic development becomes more vibrant, responsive, and sustainable to counteract the impact of the pandemic.

Chapter Three: “Occupational Shortages and Skills Gaps” deals with understanding the extent of skills mismatches in the sector. It focuses on the supply and demand for skills at an occupational level. An assessment of skills demand was undertaken at occupational level, including a perspective against strategic occupations, which were defined according to LGSETA's strategic focus areas.

Occupational shortages or scarce skills were identified through the analysis of WSP data. Occupational shortages identified include electricians, civil engineers, finance manager, water plant operator and ICT project manager. Skills gaps or top-up skills were defined for each of the eight major Organising Framework of Occupations (OFO) groups. Supervisory skills form the number one skills gap most prevalent across occupations. Those OFO groups with the greatest number of reported skills gaps are service and sales workers, clerical support workers, elementary occupations and professionals. As a result of the COVID-19 pandemic, health and safety-related occupations and skills, as well as 4IR-related occupations and skills such as cyber security technicians and data analysts, may also be in higher demand. Change management and the adoption of remote working practices also need to be fast tracked.

The supply of skills was not assessed on a macro level but rather focused on the specific learning pathways affecting the strategic occupations. The indicators for the supply of skills in those learning areas were based on the changes in enrolment and graduate numbers expressed as a percentage. The reason is that expressing the numbers in absolute terms is not useful, as the proportion of skills that will flow into local government from the pool is not known (except for specialised local government programmes). Instead, the changes in supply (up or down) will give an indication on the tightening or loosening of supply constraints on the sector. The Sectoral Priority Occupations and Interventions (SPOI) List was informed by the supply and demand indicators, qualitative inputs from provinces and key research findings.

Chapter Four: “SETA Partnerships” presents a model for partnerships, which builds on the stakeholder analysis in chapter one. The chapter outlines the institutions with whom LGSETA has partnered, the nature, objectives and value of these partnerships, the challenges and successes of the partnerships and the approach which should be taken to strengthen partnerships which are currently not working well. The chapter also presents the partnerships into which LGSETA plans to enter, summarising the gaps which will be addressed by these new partnerships, and discussing LGSETA’s most successful partnership approach.

Chapter Five: “SETA Monitoring and Evaluation” outlines the SETA’s current approach to monitoring and evaluation (M&E), reflecting on aspects such as how M&E data was used to support research planning and the extent to which they were achieved. LGSETA uses M&E to inform decisions and payments, and now also uses it to inform planning a significant milestone in the evolution of the organisation. Additionally, Chapter 5 outlines LGSETA’s plan of action regarding M&E and the measures which will be put in place to ensure 2021/22 priorities are addressed and 2022/23 priorities are achieved.

The final chapter, “Skills Priority Actions” presents the findings from previous chapters and reflects on five priority actions for the sector, in line with the strategic focus areas of the SETA, reflecting a more integrated strategic process. The strategic focus areas were identified through an assessment of key policies affecting skills demand and supply. The strategic focus areas were derived mainly from the municipal key performance areas (KPA’s), ERRP and Skills Strategy, the Discretionary Grant (DG) Strategic Framework Priorities and the District Development Model. The five strategic focus areas are enhancing good governance, leadership and management capabilities; promoting sound financial management and financial viability; enhancing infrastructure and service delivery; enhancing municipal planning and promoting spatial transformation and inclusion. At the top of the skills priority actions list, are priorities that are particularly important in light of the COVID-19 pandemic. Interventions supported by LGSETA will continue to target these strategic areas as well as those newly identified by the research, to ensure all skills needs in the sector are addressed.

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RESEARCH PROCESS AND METHODS

The research that informs the SSP comprises quantitative and qualitative methodologies, leveraging a three-pronged strategy of document review, data analysis, and stakeholder consultations. This section provides a description of each element of the strategy. Additionally, it discusses the methodology used in determining the occupational shortages and skills gaps.

Document Review (Secondary Research Process)

The document review involved a review of relevant literature to consolidate the knowledge available and provide context to the planning process. Key policy documents and strategies for organisations operating with the same intentions in the sector were analysed. Further studies on skills gaps and needs within specific areas of the local government sector were further examined and incorporated into the analysis. Table 0.1 provides an overview of the research reports commissioned by LGSETA, which were used to inform various chapters of this SSP.

Data Analysis (Quantitative—Secondary Data)

The only regular source of occupation-specific data comes from WSP submissions by employers. Informed by WSP data, the labour market analysis was conducted at an occupational level. While the data quality is not ideal, it still represents the most feasible means of profiling the sector and assessing the stock of skills. The limitations of the data can be overcome by:

- Seeking additional sources where findings can be compared and corroborated; and
- Validating findings through qualitative stakeholder engagements.

Stakeholder Consultation (Qualitative—Primary Data)

The final element of the methodology is the qualitative stakeholder consultation. The purpose of stakeholder consultations is to identify and validate occupational shortages, skills gaps, change drivers and skills priorities. Data collected from stakeholders is validated using WSP data, Statistics South Africa (Stats SA), the Auditor-General's report and consultations with professional bodies.

Occupational Shortages and Skills Gaps

The process of identifying skills gaps and occupational shortages will be informed by a skills analysis, which draws on the data collected through the WSP submissions and will be supplemented through interviews and questionnaires. Through interviews and questionnaires, stakeholders will provide input on the priorities for occupational shortages and skills gaps; initially determined through an analysis of WSP data.

For occupational shortages and skills gaps, WSP data informed the number of posts impacted. In the case of occupational shortages, employee turnover figures served to confirm occupational scarcity. The proportion of over 55-year-olds (those facing imminent retirement) served as a leading indicator of pending occupational scarcity. Skills gaps flagged by stakeholders were mapped to Organising Framework for Occupations (OFO) codes based on WSP data.

Skills supply information, in particular the skills pipeline per priority occupation, was informed by WSP and DHET data. The skills supply and demand insights enabled by the above process helped inform the Sectoral Priority Occupations and Interventions (SPOI) List and recommendations outlined in this document. These insights also help inform the LGSETA's strategy.

Table o-1 Summary of Research Projects

| Topic | Nature (Design) of the Study (Quantitative or Qualitative) | Objectives of the Study | Data Collection Tool | Sample Size and Scope of the Study | Time Frame of the Study |
|---|--|---|--|--|-------------------------|
| The viability of e-techniques towards service delivery in the local government sector | A mixed methods approach was used to collect qualitative and quantitative data from ICT or corporate managers. | This explored the challenges faced by the local government sector in the implementation of e-service delivery with a view to propose the best model of e-service delivery, tapping into international and regional experiences. The skills essential for effective and efficient e-service delivery in South African municipalities were unpacked. The study also intended to develop a concept document on e-service delivery in the local government sector and explore the impact of e-service delivery in the local government sector. Another output of the study was a research article. | <ul style="list-style-type: none"> • Structured email questionnaire • Telephonic interview guide | <ul style="list-style-type: none"> • 17 ICT or corporate managers | 2020/21 |
| Research report on utilising green manufacturing as a tool to address youth unemployment and promote sustainable local economic development | A mixed methods approach was used; including desktop research of LGSETA supplied documents and an international review and interviews with stakeholders from multiple organisations. | <ul style="list-style-type: none"> • Conduct an exploratory analysis on the role of the municipalities and other key stakeholders in embracing opportunities in the green manufacturing industry for the youth and present a list of well researched and commercially viable green manufacturing projects that are well suited for communities depending on the available processing and feed material requirements; • Benchmarking with the international and regional experiences, propose the best strategies to enable green manufacturing in addressing the youth unemployment with a particular focus on the local government sector; • Propose skills interventions for green manufacturing in the local government sector; • Identify relevant incubation platforms to support youth in the green manufacturing profession; • To develop a concept document on the role of green manufacturing in the promotion of local economic development; • To write a research article to be published by the LGSETA in a recognised journal or magazine that has a national footprint on local government matters. | <ul style="list-style-type: none"> • N/A—Desktop research | <ul style="list-style-type: none"> • N/A | 2020/21 |

| Topic | Nature (Design) of the Study (Quantitative or Qualitative) | Objectives of the Study | Data Collection Tool | Sample Size and Scope of the Study | Time Frame of the Study |
|--|--|---|---|---|-------------------------|
| Perspectives on the CET and TVET colleges infrastructure development support | A mixed methods approach was used to collect qualitative and quantitative data from various stakeholders | <ul style="list-style-type: none"> To explore international best practice on the support provided to CET and TVET colleges within the context of infrastructure development support; To explore the impediments faced by the CET and TVET colleges on infrastructure development support equipment/ workshops/connectivity/ICT); To identify the role of the LGSETA in addressing the challenges faced by the CET and TVET colleges in the context of infrastructure development support; To make recommendations on the methodology to address such challenges; To develop a concept document on the perspectives on the CET and TVET colleges infrastructure development support (equipment/ workshops/ Connectivity/ ICT) in the South African context; To write a research article to be published by the LGSETA in a recognised journal or magazine that has a national footprint on local government matters. | <ul style="list-style-type: none"> Interview tool | <ul style="list-style-type: none"> 22 key informant interviews | 2020/21 |
| Evaluating the role of public-private partnerships in addressing learners/ graduates' absorption into the local government labour market | A mixed methods approach was used to collect qualitative and quantitative data from various stakeholders | <ul style="list-style-type: none"> To explore the role played by existing PPPs in addressing the learner/ graduates obtaining work exposure and being absorbed into the local government sector; To conduct a literature review on international practices of PPPs, and how effective those are in addressing the learner/graduates' absorption into employment; To identify and analyse the best working strategy between local government and the private sector in promoting an environment conducive for learner/ graduates' absorption; To propose strategic partners and their roles in addressing a lack of absorption of learners/graduates in municipalities; To write a research article to be published by the LGSETA in a recognised journal or magazine that has a national footprint on local government matters. | <ul style="list-style-type: none"> Survey tool Interview tool | <ul style="list-style-type: none"> 40 SDF facilitator surveys 93 interviews | 2020/2021 |

| Topic | Nature (Design) of the Study (Quantitative or Qualitative) | Objectives of the Study | Data Collection Tool | Sample Size and Scope of the Study | Time Frame of the Study |
|---|---|---|---|---|-------------------------|
| <p>Embracing local economic development through the identification of skills needs of both cooperatives as well as small medium enterprises, focusing on established and emergent cooperatives as well as on small and emerging enterprises</p> | <p>A mixed methods approach was used to collect qualitative and quantitative data from various stakeholders</p> | <ul style="list-style-type: none"> • To develop a database on the established and emergent cooperatives in the local government sector; • To develop a database on small and emerging enterprises in the local government sector; • To identify the skills need for the small and emerging enterprises in the local government sector; • To explore international and regional best practises in addressing skills development challenges hindering the success of the Co-operatives and SMME's; • To unpack on the strategic role-players instrumental in the capacity building for the cooperatives and SMMEs and their roles; • To make recommendations on the support to be provided to the co-operatives and SMMEs in the context of skills development; • To prepare a research article to be published by the LGSETA in a recognised journal or magazine that has national footprint on local government matters. | <ul style="list-style-type: none"> • Survey tool • Interview tool | <ul style="list-style-type: none"> • 1 119 SMMEs • 708 cooperatives | <p>2020/21</p> |
| <p>The role of local government in repositioning the role of inland small-scale fisheries with regards to food production and economic development in response to the COVID-19 pandemic</p> | <p>Qualitative—desktop research and interviews</p> | <ul style="list-style-type: none"> • To examine how the COVID-19 pandemic has prioritised the need to increase economic development in the rural areas and within that context, determine what the role of local government would be to enable the growth and development of inland small-scale fisheries; • To identify possible threats and opportunities presented by the pandemic and within that context, determine what the role of local government would be; • To write a research article to be published by the LGSETA in a recognised journal or magazine that has a national footprint in local government matters. | <ul style="list-style-type: none"> • N/A, Desktop research | <ul style="list-style-type: none"> • N/A (however, two interviews conducted) | <p>2020/21</p> |

| Topic | Nature (Design) of the Study (Quantitative or Qualitative) | Objectives of the Study | Data Collection Tool | Sample Size and Scope of the Study | Time Frame of the Study |
|---|--|---|--|--|-------------------------|
| LGSETA project to assess and identify skills needs within the water services sector in the nine provinces of South Africa | Qualitative and quantitative | <ul style="list-style-type: none"> • To assess and determine the skills gap between the current municipal staff scenario and what is required in terms of the Water Act and Regulation 813; • To highlight the vision and objectives of training operational staff to improve service delivery in the Water Sector in all nine provinces. | <ul style="list-style-type: none"> • Survey questionnaire | <ul style="list-style-type: none"> • 257 municipalities | 2020/21 |

CHAPTER 1

SECTOR PROFILE

1.1 INTRODUCTION

Local government plays a critical role and is at the proverbial coalface of service delivery. Based on the premise that the level of skills of officials in local government impacts the effectiveness of the organisations to carry out their mandate, the skills and competence represent significant factors, which influence the quality of life of citizens and the prospect for economic growth.

The main purpose of this chapter is to present a profile of the local government sector that serves as a foundation for the SSP by defining the scope of coverage, who the key role players are and the profile of the sector, with regard to employers and employees. It also clarifies the concept of service delivery in the context of skills in local government, as the economic impact of local government is measured mainly through its delivery of services.

The data used in this section is primarily drawn from the WSP submissions. Various aspects of this chapter, such as the key role players and economic performance, were informed by research conducted by LGSETA on issues such as 'Research on the Effects of Skills Mismatch in the Local Government Sector and How it can be Addressed', 'A Critical Analysis of Competency Levels of Senior Managers in Municipalities' and 'Research on Exploring Factors Affecting Governance in Local Government Institutions'.

1.2 SCOPE OF COVERAGE

The scope of coverage of all SETAs is defined by the primary focus of organisations demarcated, according to the Standard Industrial Classification (SIC) Codes. Table 1-1 summarises the LGSETA's scope, based on the SIC code and a description of the primary activities thereof.

Table 1-1 Scope of Coverage for LGSETA

| SIC CODE | SIC DESCRIPTION |
|----------|--|
| 30101 | Production, processing and preservation of meat products by local governments |
| 41110 | Production, collection and distribution of electricity |
| 41117 | Generation of electric energy by local governments |
| 50223 | Construction of pylons for electric transmission lines by local government |
| 50493 | Any utility or agency, wholly or partially owned by a municipality, providing local government services under contractors of municipality |
| 62520 | Retail trade via stalls and markets |
| 71213 | Urban, suburban and inter-urban bus and coach passenger lines operated by local government |
| 71220 | Other non-scheduled passenger land transport |
| 74132 | Salvaging of distressed vessels and cargoes |
| 74133 | Maintenance and operation of harbour works, pilotage, lighthouses, etc. |
| 74134 | Operation of airports, flying fields and air navigation facilities |
| 88217 | Roads |
| 88218 | Municipal public works functions (specifically assigned) |
| 88219 | Municipal fencing and fences |
| 8821A | Municipal roads |
| 8821B | Street lighting |
| 88930 | Building and industrial plant cleaning activities |
| 91200 | Regional services council activities |
| 91201 | All functions, services and facilities provided by a metropolitan council, as determined by 84(1), (2) and (3) of Act 117 of 1998—Local Government Municipal Structure Act of 1998 |
| 91202 | Category B Municipalities: All functions, services and facilities provided by local council, as determined by 84(1), (2) and (3) of Act 117 of 1998 |
| 91200 | Regional services council activities |

| SIC CODE | SIC DESCRIPTION |
|----------|--|
| 91201 | All functions, services and facilities provided by a metropolitan council, as determined by 84(1), (2) and (3) of Act 117 of 1998—Local Government Municipal Structure Act of 1998 |
| 91202 | Category B Municipalities: All functions, services and facilities provided by local council, as determined by 84(1), (2) and (3) of Act 117 of 1998 |
| 91203 | Category C Municipalities: All functions, services and facilities provided by a district council and district area management, as determined by 84(1), (2) and (3) of Act 117 of 1998 Local Government Municipal Structures Act 1998 |
| 91204 | Organised local government—any statutory or regulatory body assigned the function as per the Constitution of the Republic of South Africa to deal with matters at the Executive Level within Local Government. |
| 91300 | Local government activities |
| 91301 | Metro police |
| 91302 | Traffic management/law enforcement |
| 91303 | Air pollution |
| 91304 | Municipal planning |
| 91305 | Trading regulations |
| 91306 | Billboards and the display of advertisements in public places |
| 91307 | Control of public nuisances |
| 91308 | Control of undertakings that sell liquor to the public |
| 91309 | Licensing of dogs |
| 9130A | Licensing and control of undertakings that sell food to the public |
| 9130B | Noise pollution |
| 9130C | Street trading |
| 9130F | Land use planning |
| 9200B | Pre-primary education and activities of after-school centres by local authorities |
| 93304 | Social work in local governments |
| 94001 | Refuse and sanitation |
| 94002 | Health and community services |
| 94005 | Other community work in local governments |
| 96001 | Recreational, cultural and sporting activities by local governments |
| 96191 | Beaches and amusement facilities and fairs |
| 96192 | Pounds |
| 96193 | Public places |
| 96313 | Provision and operation of libraries of all kinds by local government |
| 96321 | Museum activities and preservation of historical sites and buildings by local governments |
| 96331 | Parks and gardens |
| 96332 | Zoos |
| 96414 | Local sports facilities |
| 96493 | Municipal parks |
| 99001 | Building regulations |
| 99031 | Cemeteries |
| 99032 | Facilities for the accommodation, care and burial of animals |

1.3 KEY ROLE PLAYERS

The table below illustrates the key role players who operate within the realm of local government. An effective stakeholder analysis is fundamental to a comprehensive understanding of the context in which LGSETA is operating. An overly narrow definition of stakeholders may cause collaborative opportunities to be misleading, that could have resulted in a more effective operation of LGSETA and the sector as a whole.

Table 1-2 Key Role Players

| Stakeholder | Role | NSDP Objective |
|--|---|--|
| Government Departments | | |
| Department of Cooperative Governance and Traditional Affairs (CoGTA) | To play an oversight and support role for municipalities through the implementation of competency training programmes for municipal officials | Supports Outcome 4.3 — Improving the level of skills in the SA workforce through skills development to improve efficiency and service delivery |
| Department of Water and Sanitation (DWS) | To play an oversight and support role and collaborate on initiatives relating to water qualifications and interventions | Supports Outcome 4.1 — Identify and increase production of occupations in high demand including supporting key delivery services that support economic sectors |
| National Treasury | To be an advisory and play a support role relating to the latest trends and developments as well as to co-fund strategic projects | Supports Outcome 4.1 — Identify and increase production of occupations in high demand including skills development to improve efficiency and service delivery |
| Department of Environment, Forestry and Fisheries | To play an oversight and advisory role regarding the development of environmental-related qualifications and implementation of learnerships | Supports Outcome 4.2 — Linking education and the workplace through supporting green economy-related occupations and interventions |
| Department of Public Works and Infrastructure (DPWI) | To play an oversight and support role regarding the implementation of EPWP programmes linked to improving the environment | Supports Outcome 4.6 — Skills Development for Entrepreneurship and cooperative development through SME initiatives linked to employment and improving efficiency |
| Department of Small Business Development | To play an oversight and support role relating to identified training programmes for SMMEs, cooperatives and community development initiatives | Supports Outcome 4.6 — Skills development for entrepreneurship and cooperative development through SME initiatives linked to employment and improving efficiency |
| Department of Tourism | To play an oversight and advisory role regarding the implementation of the National Tourism Sector HR Strategy (TSHRS) 2017–2027 linked to local government initiatives including LED and SMME skills | |
| Auditor-General South Africa (AGSA) | Collaborate to ensure combined assurance and increase reliance placed on the work conducted by Internal Audit | NSDP Outcome 4.3 — Improving the level of skills in the South African workforce |
| Statistics of South Africa | Research collaboration on gaps relating to quality of data that supports skills planning and research | NSDP Outcome 4.1 — Identify and increase the production of occupations in high demand |
| South African Career Development Association (SACDA) | Collaborate on gaps in the delivery of career development interventions by the LGSETA | NSDP Outcome 4.8 — Support and promote career development services as a profession and empower staff and youth development practitioners |
| Government Communication and Information Systems (GCIS) | Collaboration on research dissemination and publications | To disseminate the research findings to local government stakeholders through publishing of the research articles |

| Stakeholder | Role | NSDP Objective |
|--|--|--|
| State Information Technology Agency (SITA) | Enhancing infrastructure and service delivery and promote the efficiency of LGSETA through the use of information technology | NSDP 4-3: Improving the level of skills in the South African workforce (internal capacity) and facilitate improvement of service to the public through the provision of information technology, information systems and related services |
| National School of Government (NSG) | To work collaboratively on initiatives regarding professional development and capacity building initiatives regarding SDFs and municipal officials | NSDP Outcome 4-3: Improving the level of skills in the South African workforce |
| The Institute of Risk Management South Africa | Collaborate to provide guidance and best practices in risk management principles and concepts and create adequate, effective and efficient governance, risk and compliance processes | NSDP Outcome 4-3: Improving the level of skills in the South African workforce |
| Council for Scientific and Industrial Research Council (CSIR) | Research collaboration to establish a capability to forecast the demand and supply of water services skills (potable water supply and sanitation services) in the local government sector | NSDP Outcome 4-1: Identify and increase the production of occupations in high demand |
| Local Government Agencies | | |
| South African Local Government Association (SALGA) | To collaborate on strategic initiatives and assist with coordination and roll-out of interventions relating to councillors | Supports Outcome 4.3 — Improving the level of skills in the South African workforce through skills development to improve efficiency and service delivery |
| Municipal Infrastructure Support Agency (MISA) | To collaborate on strategic objectives to support infrastructure initiatives | Supports Outcome 4.3 — Improving the level of skills in the South African workforce and Outcome 4.4 — Increase access to occupationally directed programmes by supporting infrastructure initiatives to improve efficiency |
| Organised Labour | | |
| South African Municipal Workers Union (SAMWU) | To collaborate and assist with coordination and roll-out of interventions relating to Worker Leadership Programme, RPL and identified skills needs | Supports Outcome 4.7 — Encourage and support worker initiated training |
| Independent Municipal and Allied Trade Union (IMATU) | | |
| Councils and Professional Bodies | | |
| South African Institute for Civil Engineers (SAICE) | To collaborate and play an advisory and support role by assisting with identification of best practice employers and coordination of learners for professionalisation and workplace learning | Supports Outcome 4.1 — Identify and increase production of occupations in high demand and Outcome 4.2 — Linking education and the workplace |
| South African Council for Planners (SACPLAN) | | |
| South African Geometrics Institute (SAGI) | | |
| South African Council for the Property Valuers Profession (SACPVP) | | |
| Water Institute of Southern Africa (WISA) | | |
| Association for Skills Development in SA (ASDSA) | | |
| South African Emergency Services Institute (SAESI) | | |

| Stakeholder | Role | NSDP Objective |
|---|---|--|
| Education Providers | | |
| TVETs | To collaborate and support the implementation of WIL and training of lecturers and curriculum development | Supports Outcome 4.2 – Linking education and the workplace and outcome 4.4 – Increase Access to Occupationally Directed programmes namely, artisans and Outcome 4.5 – Support public colleges as key providers by focusing on improving quality and increasing throughput rate |
| Public HEIs | To collaborate and support individual bursaries relating to scarce and critical skills as well as conduct research-related work in line with the Research Agenda | Supports outcome 4.1 – Identify and increase production of occupations in high demand and increase throughput rate including number of PhD graduates in the sector |
| Stendon University | To collaborate and facilitate implementation of the 4-year degree programme on Disaster Manager for disaster management practitioners | Supports Outcome 4.1 – Identify and Increase Production of Occupations in High Demand and increase the throughput rate |
| Education Bodies | | |
| SETAs (Services SETA, EWSETA, HWSETA and PSETA) | To facilitate quality assurance and skills development initiatives that are cross-cutting as well as specific partnerships on entrepreneurship with the Services SETA | Supports Outcome 4.3 – Improving the level of skills in the SA workforce |

1.4 ECONOMIC PERFORMANCE

Municipal Revenue and Expenditure Analysis

The Financial Census of Municipalities (STATS SA, 2019) showed that municipalities across South Africa received an income of R444,5 billion in 2018, and this increased to over R490,7 billion in 2019, resulting in a 10,4% increase. Expenditure in the same years was R490,7 billion (STATS SA, 2019). The internally collected revenue accounted for 35,4% of total income made up of electricity and water sales, refuse removal, sanitation and sewerage charges and other revenue (fresh produce market). The remaining 64,6% includes income from grants and subsidies received from national, provincial and local government, other income and deficits as well as and interest earned from various sources including fines, licenses and permits and rentals (STATS SA, 2019).

Revenue for local government, revenue and expenditure grew at an average of 7% over 2015/16 and 2019/20 as reflected in Table 1-3 below.

Table 1-3 Projected Municipal Revenue and Expenditure

| '000 | 2015/16 | 2016/17 | 2017/18 | 2018/19 | 2019/20 (Q2) ¹ |
|-------------|---------------|---------------|---------------|---------------|---------------------------|
| Revenue | R 398 216 508 | R 418 920 105 | R 447 499 057 | R 489 707 000 | R 261 609 000 |
| Expenditure | R 398 216 508 | R 418 920 105 | R 447 499 057 | R 489 707 000 | R 115 691 000 |

Source: LGSETA SSP update 2019, Financial Census of Municipalities 2019 and quarterly financial statistics June 2020

However, there are always challenges with municipal budgets for revenue and actual cash collected. Between January 2020 and June 2020, uncollected municipal revenues grew by 16,3%. The weakened financial condition of numerous municipalities was magnified owing to the consequences arising from the COVID-19 pandemic (National Treasury, 2021). On the other hand, the National Treasury's 2020 Budget Review noted that provinces had limited tax raising powers and revenue generation capabilities and therefore received a greater share from the fiscus than municipalities.

¹ The municipal revenue and expenditure for quarters 3 and 4 of the year 2019/20 have not yet been published by STATS SA.

Financial pressure in provinces coupled with weak financial management are leading to accruals in provinces, which exceeded R13,3 billion on 31 March 2019—R6,7 billion of this over 30 days (National Treasury, 2020).

The COVID-19 pandemic has heightened demand for efficient delivery of frontline functions such as health, peace and security, and social development. Thus, improving service delivery in response to the pandemic has become local government's first priority (National Treasury, 2020). Provinces and municipalities are deemed to play a vital role in assisting the public health department to combat the pandemic. During the period March 2020 to February 2021, municipalities' expenditure in response to the pandemic amounted to R4,2 billion out of the R11 billion supplement funds granted to the local government equitable share (National Treasury, 2021).

It is worth noting that the pandemic has negatively impacted the ability of local government to collect revenues raised from service delivery to households and businesses (Magubane, 2020). A significant drop in revenue collections was noted at the end of Quarter 4 in 2019/20. According to the Budget Review 2021, only 20% of billed revenue was collected in the last quarter of 2019/20, as opposed to a 93% collection rate in the previous year's last quarter (National Treasury, 2021). This could have an impact on basic service delivery such as refuse removal, and the supply of water and electricity. Furthermore, some municipalities have been forced to close due to an increased number of positive COVID-19 cases among staff, which impacted service delivery to surrounding communities (Nair, 2020).

In addition to COVID-19, the recent civil unrest, increased expectations of efficient service delivery, but also places pressure on municipalities' ability to collect revenue, with widespread job losses among the citizenry and a negative impact on economic development. LED can be utilised to rebuild and minimise future unrest within communities, but this is dependent on service delivery being realised so as to uplift socio-economic development.

Opportunities for ensuring more effective revenue and expenditure management arise from ensuring that municipalities are staffed with appropriately skilled workers to minimise outsourcing of core services and waste due to incompetence. As municipalities' training requirements are partly driven by the budget cycle, any training related to municipal budgeting should be carefully timed as to maximise the benefits of such training to the municipalities. Ideally, skills audits should be conducted before training takes place. However, due to the budget reallocations and financial constraints as a result of COVID-19, many skills development programmes are likely to be delayed.²

Due to the significant funding received and dispersed by local government, the effective use of this funding is critical to the development and wellbeing of local communities. The latest consolidated Auditor-General Report for the 2019/2020 financial year noted a continued reluctance by municipalities to implement the recommendations made by Auditor-General. This results in a continued deterioration of accountability for financial and performance management. Municipal audit outcomes have been worsening over the years. According to the Integrated Annual Report (AGSA, 2020), only 20 of South Africa's 257 municipalities (8%) managed to obtain clean audits (unqualified with no findings) in the 2018/19 financial year. The audit outcomes show that 13% of the municipalities (33) received a disclaimer, the worst possible audit outcome, as compared to 31 municipalities the previous year³.

Local Economic Development by SMMEs and Cooperatives

A recent research study conducted by LGSETA explored the existing support structures provided to small, medium and micro enterprises (SMMEs) and cooperatives in local communities. The study also analysed the skills needs of SMMEs and cooperatives to efficiently adopt to local economic development. Some of the identified skills gap includes financial management, plumbing, business management, communication and marketing (LGSETA, 2021).

Although these institutions play a vital role in enhancing the local economy, they seldom survive in the market owing to challenges such as funding limitations and lack of necessary skills. Furthermore, the majority of SMMEs operate under local municipalities, and consequently, the latter could influence these SMMEs. They should ensure that the local business environment is improved in an attempt to attract more SMMEs (LGSETA, 2021).

² <https://transformsa.co.za/2013/01/training-skills-development-in-sa-municipalities/>

³ <https://www.businesslive.co.za/bd/national/2020-06-24-municipal-audit-outcomes-are-deteriorating-further/>

Green Manufacturing to Address Youth Unemployment

In 2021, LGSETA undertook a study which analysed job opportunities that would be created through a green economy (LGSETA, 2021). As of 2020, the youth employment rate was at 56,0%, indicating the urgent need for creation of more sustainable jobs in South Africa. A green economy will allow for the creation of new opportunities such as solar technicians, solar panel installers and qualified quantity surveyors. The local governments should introduce initiatives including training and learning programmes to capacitate youth to undertake these opportunities.

Defining Service Delivery for Local Government

Other sectors in the economy that are predominantly in the private sector, have a direct link to the economy in that their contribution to the Gross Domestic Product (GDP) and international competitiveness can be quantified. For the local government sector, service delivery effectiveness is the measure by which the impact of the sector is measured.

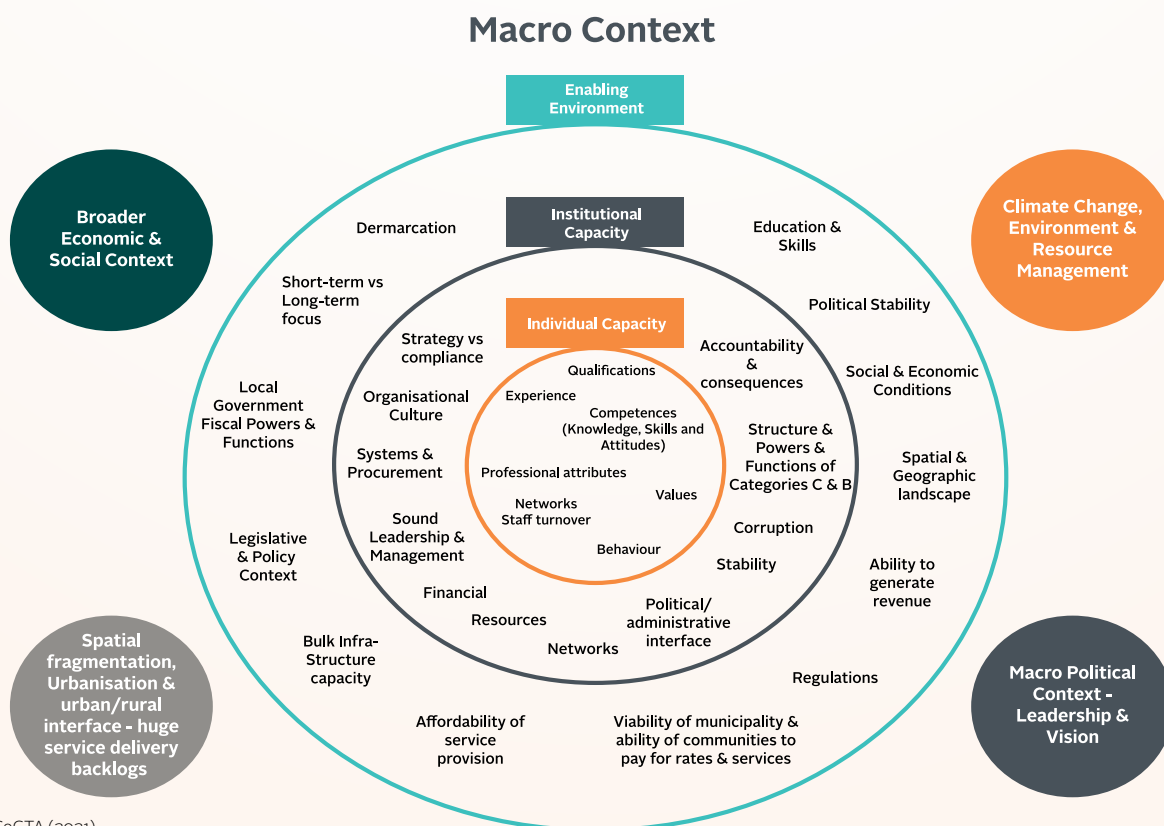
The scope of what constitutes service delivery for local government is articulated in several documents. Of particular importance is section 152 of the Constitution, which states the objectives of local government as:

1. To provide democratic and accountable government for local communities;
2. To ensure the provision of services to communities in a sustainable manner;
3. To promote social and economic development;
4. To promote a safe and healthy environment; and
5. To encourage the involvement of communities and community organisations in the matters of local government.

Capacity in Local Government

The United Nations Development Partnership (UNDP) defines capacity as a multi-dimensional construct with three distinct components, namely: individual capacity, institutional capacity, and environmental capacity. This is shown in Figure 1-1 (Department of Cooperative Governance and Traditional Affairs (CoGTA), 2021) as concentric circles within a macro context. It is proposed that changes made at the centre of the circles (individual capacity) radiate outwards, creating changes in the institutional capacity, supported by an enabling environment and ultimately, changing the macro contextual factors such as “service delivery backlogs”.

Figure 1-1 Multi-Dimensional Concept of Capacity



Source: CoGTA (2021)

Therefore, while LGSETA might not directly affect institutional capacity or the environment in which municipalities operate, changes to staff represent a key lever for social change and should remain the focal point of strategies, while still monitoring indicators at the institutional and environmental level.

Service Delivery Analysis

The analysis included here is for perspective and context, and while there is overlap, does not represent the M&E indicators discussed later in the SSP. M&E indicators are more closely aligned to specific interventions, where changes can be directly attributed to the interventions.

Unemployment

South Africa's official unemployment rate rose to 32,6% between January and March (the first quarter) of 2021, from 32,5% in the last quarter of 2020 (STATS SA, 2021). A major issue of concern remained the extremely high youth unemployment numbers. The latest Quarterly Labour Force Survey Report shows that youth unemployment for those between the ages of 15 and 24 years is at 63,3% (STATS SA, 2021). Municipalities contribute directly and indirectly to employment through their Local Economic Development (LED) strategies. Their ability to impact on unemployment levels locally is greatly dependent on the local context. The capacity and skills of municipal officials to effect economic change in their areas also varies widely across the country.

Basic Services and Infrastructure

There were 2,9 million indigent households in 2019, as identified by municipalities. This represents a decline of 0,7 million indigent households from 2018 across South Africa (STATS SA, 2019). The table below illustrates the number of households who benefited from the provision of basic services, according to the Non-Financial Census of Municipalities (2019).

Table 1-4 Provision of Basic Services

| | # | % |
|--------------------------|---------|-------|
| Provision of water | 2,2 mil | 75,9% |
| Provision of electricity | 1,8 mil | 62,0% |
| Solid waste management | 2,0 mil | 69,0% |
| Sewerage and sanitation | 1,5 mil | 51,7% |

Source: (STATS SA, 2019)

The high demand for free basic services especially water, solid waste management and electricity is often the cause of violent service delivery protests when municipalities fail to deliver these services efficiently. Service delivery protests saw a decline in 2020 where there were 102 protests as opposed to 218 protests in the previous year (Municipal IQ, 2021). According to managing director of Municipal IQ, this overall slump was a result of the COVID-19 national lockdown from March to August 2020. He further added that past records indicated this was the period where service protests were more pronounced. An economist from Municipal IQ further added that the decline in service delivery protests observed in 2020 should not be attributable to the endorsements of municipalities, as numerous consumers continuously express their dissatisfaction on social media platforms (Municipal IQ, 2021).

Performance Reports

Performance reports released by the Auditor-General (AG) are a critical indicator to measure changes in performance. The AG reports represent an interim outcome⁴ between changes in the levels of skills and the desired changes in the above service delivery areas. According to the AG, weaknesses remain in performance reporting processes, however, the overall audit outcome has improved with 66 auditees showing improvement in their reporting (AGSA, 2021). According to the latest Integrated Annual Report of the Auditor-General for the 2019/20 financial year, the quality of annual performance reports has remained poor, with only 39% submitting good quality reports.

⁴ In the theory of change, an interim outcome would be the outcomes of activities that occur as a result of activities but do not represent the final impact. In this case, changes due to activities will result in more positive AG findings which will in turn result in improved service delivery.

This represents a 6% increase in the submission of poor reports from the 33% recorded in the 2018/19 financial year.⁵ Furthermore, a media press release from AGSA dated March 2021 indicated that 69% of the municipalities were not compliant with legislation, a decrease from 73% in 2018/19. AGSA reported that “Compliance with supply chain management legislation slightly improved from the previous year,” however, “uncompetitive and unfair procurement processes and inadequate contract management remain common.” (AGSA, 2021).

1.5 EMPLOYER PROFILE

According to the LGSETA's Work Skills Plan (WSP) (2021), there are 257 municipalities in South Africa, of which eight are metropolitan municipalities, 205 are local municipalities, and 44 are district municipalities. The table below provides this overview.

Table 1-5 Number of Municipalities by Province

| Province | Metropolitan municipality | District municipality | Local Municipality | Total |
|---------------|---------------------------|-----------------------|--------------------|------------|
| Eastern Cape | 2 | 6 | 31 | 39 |
| Free State | 1 | 4 | 18 | 23 |
| Gauteng | 3 | 2 | 6 | 11 |
| KwaZulu-Natal | 1 | 10 | 43 | 54 |
| Limpopo | N/A | 5 | 22 | 27 |
| Mpumalanga | N/A | 3 | 17 | 20 |
| North West | N/A | 4 | 18 | 22 |
| Northern Cape | N/A | 5 | 26 | 31 |
| Western Cape | 1 | 5 | 24 | 30 |
| Total | 8 | 44 | 205 | 257 |

Source: LGSETA WSP Submissions, 2021

The greatest proportion of employers in the sector is local municipalities. While there are only a few metropolitan municipalities, they are the largest employers and contribute the most in terms of skills development. KwaZulu-Natal has the highest number of municipalities with 54, followed by the Eastern Cape with 39 municipalities. Gauteng has the lowest number of municipalities overall (11), three of the eight metropolitans fall within the province, making this province a key employer.

In terms of WSP/ATR submissions, LGSETA achieved a 100% submission over the past six years (2016 – 2021), except in 2020 whereby a 99% submission rate was observed. While all metropolitan (8) and district (44) municipalities submitted WSP/ATRs, one of the 205 local municipalities did not submit.

Table 1-6 WSP/ATR submissions 2018 – 2021 by Municipal Type

| | 2018 | | 2019 | | 2020 | | 2021 | |
|--------------------|------------|-------------|------------|-------------|------------|------------|------------|-------------|
| | Total | Submitted | Total | Submitted | Total | Submitted | Total | Submitted |
| Metro | 8 | 8 | 8 | 8 | 8 | 8 | 8 | 8 |
| Local | 205 | 205 | 205 | 205 | 205 | 204 | 205 | 205 |
| District | 44 | 44 | 44 | 44 | 44 | 44 | 44 | 44 |
| Total | 257 | 257 | 257 | 257 | 257 | 256 | 257 | 257 |
| Submissions | | 100% | | 100% | | 99% | | 100% |

Source: LGSETA WSP submissions 2018 to 2021

⁵ <https://www.news24.com/citypress/news/shocking-municipal-leadership-sees-r32bn-lost-to-fraud-and-corruption-20200701>

Municipal Entities and Other Employers in the Sector

To assist with service delivery, some municipalities establish municipal entities. These entities are accountable to the municipality that established them in terms of governance, financial accountability and performance. There has been a consolidation in the number of municipal entities, with the total number of organisations falling from 50 in 2015, to 40 in 2021 (*GovPage, 2021*).

Table 1-7 presents the number of WSP and ATR submissions from non-municipality levy payers that pay levies to LGSETA. These are typically municipal state-owned companies (SOCs) referred to as municipal-owned entities such as Pikitup or the Johannesburg Development Agency (both owned by the City of Johannesburg). An example of a local government levy paying entity is the Municipal Infrastructure Support Agency (MISA) or the Municipal Demarcation Board. In 2021, there was a decrease in the number of non-municipality submissions, with a total of 36 submissions from such entities, in comparison to 37 submissions in 2020.

Table 1-7 Number of Non-Municipality WSP and ATR submissions 2021

| Province | Municipal Owned Entities | LG Entities | Other Private Entities |
|---------------|--------------------------|-------------|------------------------|
| Eastern Cape | 4 | | 1 |
| Free State | 1 | | 1 |
| Gauteng | 3 | 3 | 10 |
| KwaZulu-Natal | | | 2 |
| Limpopo | 1 | | 1 |
| Mpumalanga | | | 4 |
| North West | | 1 | 2 |
| Western Cape | | | 2 |
| Northern Cape | | | |
| Total | 9 | 4 | 23 |

Source: LGSETA WSP submissions 2021

1.6 LABOUR MARKET PROFILE

According to the 2021 WSP submissions, municipalities employed 264 898 workers. With the inclusion of municipal entities (as additional constituents of LGSETA), total employment came to 274 837. This figure is less than the figure reported by STATS SA, totalling 266,648 full-time workers employed by municipalities. The reason for this discrepancy is due to Stats SA including occupational shortages as well as part-time occupations in their data.

The eight metropolitan councils employ more people than the 205 local municipalities combined. The district municipalities are small in comparison, with only 21,700 employees nationally. 9,939 workers are employed by the municipal entities or other organisations (non-municipalities). The top three employers are Gauteng, KwaZulu-Natal and Western Cape. Although Gauteng has the lowest number of municipalities, it has the greatest number of employees nationally (77,739), of which 78,9% (61,328) are concentrated in the three metros. WSP submissions show that KwaZulu-Natal employed a total of 53,232 workers in 2021, a minimal decrease from 53,254⁶ in the previous year. On the other hand, Western Cape's employment figures increased over the past year from 44,261 employees in 2020 to 44,511 employees in 2021. Only 3,1% (8,406) of the total employment is located in Northern Cape municipalities.

⁶ The figures from WSP submissions differ slightly from those of Stats SA due to differences in data collection methods.

Table 1-8 Provincial Distribution of Employees by Municipality Type in 2021

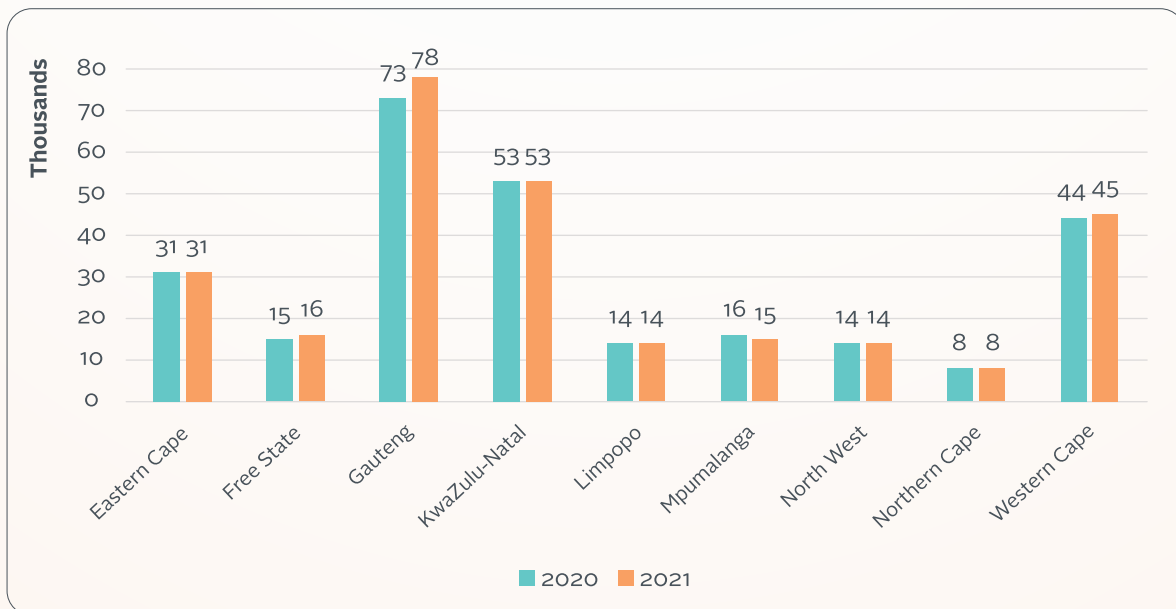
| Province | District | Local | Metropolitan | Other | Grand Total |
|--------------------|---------------|----------------|----------------|--------------|----------------|
| Eastern Cape | 5 387 | 13 166 | 12 105 | 340 | 30 998 |
| Free State | 594 | 11 398 | 3 391 | 683 | 16 066 |
| Gauteng | 970 | 7 696 | 61 328 | 7 745 | 77 739 |
| KwaZulu-Natal | 5 798 | 19 618 | 27 757 | 59 | 53 232 |
| Limpopo | 3 706 | 10 657 | - | 18 | 14 381 |
| Mpumalanga | 870 | 14 145 | - | 402 | 15 417 |
| North West | 1 495 | 11 980 | - | 612 | 14 087 |
| Northern Cape | 553 | 7 853 | - | - | 8 406 |
| Western Cape | 2 327 | 16 943 | 25 161 | 80 | 44 511 |
| Grand Total | 21 700 | 113 456 | 129 742 | 9 939 | 274 837 |

Source: LGSETA WSP Submissions 2021

The COVID-19 pandemic and the recent civil unrest have put pressure on the fiscus. This may result in a decrease in employment and freezing of posts, as municipalities re-prioritise their budgets to address socio-economic decline worsened by the pandemic and unrests.

The figure below illustrates the change in provincial employment between 2020 and 2021. Gauteng was the only province that experienced a significant growth in this period, showing 5% employment growth. Employment in the Western Cape and Free State experienced a slight improvement (1% each) from the previous year. Limpopo, North West, Eastern Cape, KwaZulu-Natal and Northern Cape showed constant employment rates over the past year. Changes that occurred in each province are reflected in Figure 1-2.

Figure 1-2 Provincial Employment 2020 versus 2021



Source: LGSETA WSP Submissions 2020 and 2021

Stats SA conducted a census of municipalities in 2019 (STATS SA, 2019). Given the 100% submission rate, it represents a reliable figure of total employment in the South African local government sector. The figures in Table 1-9 refer to employment in the 257 municipalities, excluding municipal entities.

Table 1-9 Total Employment in the Local Government Sector by Province

| Province | Full-time | | Part-time | | Vacant posts | | Total | |
|---------------------|----------------|----------------|---------------|---------------|---------------|---------------|----------------|----------------|
| | 2018* | 2019 | 2018* | 2019 | 2018* | 2019 | 2018* | 2019 |
| Eastern Cape | 27 634 | 30 575 | 591 | 322 | 3 471 | 3 239 | 31 696 | 34 136 |
| Free State | 15 342 | 15 528 | 619 | 822 | 7 316 | 7 129 | 23 305 | 23 508 |
| Gauteng | 75 970 | 76 929 | 687 | 4 576 | 11 315 | 18 821 | 87 972 | 100 326 |
| KwaZulu-Natal | 48 429 | 49 582 | 3 982 | 4 612 | 9 791 | 8 092 | 62 202 | 62 286 |
| Limpopo | 13 963 | 13 957 | 33 | 217 | 3 014 | 4 195 | 17 010 | 18 369 |
| Mpumalanga | 14 219 | 14 728 | 206 | 128 | 3 113 | 3 271 | 17 538 | 18 127 |
| North West | 13 143 | 13 053 | 603 | 993 | 2 345 | 1 901 | 16 115 | 15 947 |
| Northern Cape | 8 126 | 8 264 | 1 180 | 85 | 1 108 | 1 053 | 10 428 | 9 402 |
| Western Cape | 44 339 | 44 032 | 2 357 | 2 085 | 4 984 | 5 868 | 51 680 | 51 985 |
| South Africa | 261 165 | 266 648 | 10 258 | 13 840 | 46 457 | 53 569 | 317 946 | 334 086 |

Source: STATS SA (2019)

*Some figures have been revised.

While many organisations have adopted remote working, the negative impact of COVID-19 on the workforce has already culminated, as South Africans continue to experience job losses since the effect of the national lockdown (Business Tech, 2020). Thus, it can be expected that total employment in the local government sector will experience declines.

Race and Gender Profile of Employees

In terms of labour market profile, race and gender distribution is shown in Table 1-10. The majority of employees in the sector are African (79,2%), with African males making up 46,4% of employees, with a further 32,9% being African females. The next most represented racial group is Coloured, who represent 13,5% of total employment, largely due to the high proportion of Coloured employees in Western Cape municipalities (71%), of which 46,5% are male. Whites and Indians make up the balance of employment, with 5,0% and 2,3% of employment, respectively.

Table 1-10 Provincial Distribution of Employees by Race and Gender

| | African | | Coloured | | Indian | | White | | Total |
|--------------------|----------------|---------------|---------------|---------------|--------------|--------------|--------------|--------------|----------------|
| | Male | Female | Male | Female | Male | Female | Male | Female | |
| Eastern Cape | 15 589 | 11 200 | 1 863 | 905 | 76 | 52 | 775 | 538 | 30 998 |
| Free State | 9 460 | 5 589 | 229 | 141 | 6 | 2 | 382 | 257 | 16 066 |
| Gauteng | 39 784 | 30 100 | 1 202 | 1 032 | 350 | 316 | 2 936 | 2 019 | 77 739 |
| KwaZulu-Natal | 26 183 | 19 678 | 603 | 526 | 3 405 | 1 710 | 703 | 424 | 53 232 |
| Limpopo | 8 296 | 5 712 | 28 | 21 | 11 | 9 | 179 | 125 | 14 381 |
| Mpumalanga | 9 116 | 5 731 | 59 | 89 | 11 | 25 | 220 | 166 | 15 417 |
| North West | 8 159 | 5 142 | 173 | 130 | 17 | 14 | 267 | 185 | 14 087 |
| Northern Cape | 2 870 | 1 509 | 2 422 | 1 301 | 13 | 3 | 156 | 132 | 8 406 |
| Western Cape | 7 969 | 5 718 | 17 236 | 9 074 | 191 | 137 | 2 525 | 1 661 | 44 511 |
| Grand Total | 127 426 | 90 379 | 23 815 | 13 219 | 4 080 | 2 268 | 8 143 | 5 507 | 274 837 |

Source: LGSETA WSP Submissions 2021

There is a substantially higher number of males employed in this sector than females, with almost two thirds (59,5%) of posts being held by males nationally, and 40,5% held by females. There is a similar distribution provincially, with Gauteng being slightly more equal (56,9% male, 43,1% female). Northern Cape has the least equal male to female proportion of employees, with an employee profile that is 65% male (5,461) and only 35% female (2,945).

Table 1-11 indicates that in the local government sector 75,9% (21,062) of managers are African, with the remaining 24,1% (6,679) being Indian, Coloured or White. There is a similar structure to the professional occupations, with 76,7% (22,121) of professionals being African and 23,3% (6,718) Indian, Coloured or White. Interestingly, while only 38,8% (10,772) of managers are female, women outnumber their male counterparts in the clerical support occupations. The two most male dominated occupational groups are plant and machine operators and assemblers and skilled agricultural, forestry, fishery, craft and related trades workers, with the proportion of female workers in this group being only 17,0% and 24,4% respectively.

Table 1-11 Race and Gender Profile Per OFO Major Groups

| Occupational Group | Male | | | | Female | | | |
|---|----------------------------|--------------------------|-------------------------|-----------------------|---------------------------|--------------------------|-------------------------|-----------------------|
| | African | Coloured | Indian | White | African | Coloured | Indian | White |
| Managers | 12 592 (45,4%) | 2 096 (7,6%) | 486 (1,8%) | 1 795 (6,5%) | 8 470 (30,5%) | 1 105 (4%) | 257 (0,9%) | 940 (3,4%) |
| Professionals | 10 306 (35,7%) | 1 467 (5,1%) | 490 (1,7%) | 1 374 (4,8%) | 11 815 (40,9%) | 1 769 (6,1%) | 474 (1,6%) | 1 164 (4%) |
| Technicians and associate professionals | 12 935 (44,5%) | 2 501 (8,6%) | 807 (2,8%) | 1 162 (4%) | 9 369 (32,2%) | 1 242 (4,3%) | 381 (1,3%) | 661 (2,3%) |
| Clerical support workers | 11 104 (25,6%) | 3 872 (8,9%) | 381 (0,9%) | 692 (1,6%) | 19 082 (44%) | 5 465 (12,6%) | 748 (1,7%) | 1 999 (4,6%) |
| Service and sales workers | 21 331 (51,7%) | 3 431 (8,3%) | 733 (1,8%) | 1 427 (3,5%) | 12 394 (30%) | 1 336 (3,2%) | 225 (0,5%) | 385 (0,9%) |
| Skilled agricultural, forestry, fishery, craft and related trades workers | 7 211 (58,5%) | 1 150 (9,3%) | 313 (2,5%) | 654 (5,3%) | 2 658 (21,6%) | 191 (1,5%) | 23 (0,2%) | 134 (1,1%) |
| Plant and machine operators and assemblers | 11 482 (64,7%) | 2 591 (14,6%) | 340 (1,9%) | 322 (1,8%) | 2 754 (15,5%) | 156 (0,9%) | 12 (0,1%) | 90 (0,5%) |
| Elementary occupations | 40 465 (54,3%) | 6 707 (9%) | 530 (0,7%) | 717 (1%) | 23 837 (32%) | 1 955 (2,6%) | 148 (0,2%) | 134 (0,2%) |
| Grand Total | 127 426 (46,4%) | 23 815 (8,7%) | 4 080 (1,5%) | 8 143 (3%) | 90 379 (32,9%) | 13 219 (4,8%) | 2 268 (0,8%) | 5 507 (2%) |

Source: LGSETA WSP Submissions 2021

The overall educational profile of staff in local government is fairly low, but shows slight improvement from 2020. Table 1-12 indicates 65,5% (171,442) of employees have a matric or higher—a 1,9% increase from 2020. Of concern is that 15,4% (3,156) of managers have educational attainment below matric (NQF 4), this proportion decreased from 18,0% in 2020. Only 10,5% (27,534) of employees in local government have educational attainment of NQF Level 7 or higher, with only 7,0% (433) of ward councillors holding degrees (NQF 7 – 10). A significant contributor to this challenge is that rural municipalities have a very limited labour pool to draw from and the educational profile outside of main centres is generally lower.

Table 1-12 also highlights the need for adult education, with 17,2% (44,799) of employees having NQF level 1 or lower in 2021, compared to 19,3% (49,629) in 2020. Although a slight improvement in the rate of employees having NQF level 1 or lower was observed in 2021, AET remains a strategic priority for LGSETA.

Table 1-12 Educational Profile by OFO Major Group⁷

| OFO MAJOR GROUP | % <NQF 1 | % NQF 1 | % NQF 2 | % NQF 3 | % NQF 4 | % NQF 5 | % NQF 6 | % NQF 7 | % NQF 8 | % NQF 9 | % NQF 10 |
|------------------|---------------|---------------|---------------|-----------------|------------------|-----------------|------------------|------------------|-----------------|---------------|--------------|
| Managers | 1 640 (8%) | 204 (1%) | 513 (2,5%) | 799 (3,9%) | 4 135 (20,2%) | 1 616 (7,9%) | 3 760 (18,4%) | 5 284 (25,8%) | 1 750 (8,5%) | 710 (3,5%) | 68 (0,3%) |
| Ward Councillors | 218 (3,5%) | 234 (3,8%) | 255 (4,1%) | 715 (11,6%) | 2 913 (47,2%) | 727 (11,8%) | 679 (11%) | 311 (5%) | 84 (1,4%) | 21 (0,3%) | 17 (0,3%) |
| Professionals | 671 (2,4%) | 176 (0,6%) | 565 (2%) | 1 136 (4,1%) | 4 518 (16,4%) | 2 203 (8%) | 8 687 (31,5%) | 7 149 (25,9%) | 2 038 (7,4%) | 421 (1,5%) | 18 (0,1%) |

⁷ Percentages may not equate to 100% due to decimal points being restricted to 2.

| OFO MAJOR GROUP | % <NQF 1 | % NQF 1 | % NQF 2 | % NQF 3 | % NQF 4 | % NQF 5 | % NQF 6 | % NQF 7 | % NQF 8 | % NQF 9 | % NQF 10 |
|---|--------------------------|------------------------|--------------------------|--------------------------|---------------------------|---------------------------|---------------------------|--------------------------|-------------------------|-------------------------|-----------------------|
| Technicians and associate professionals | 1 008 (3,6%) | 3 264 (11,6%) | 1 129 (4%) | 1 665 (5,9%) | 6 851 (24,4%) | 4 128 (14,7%) | 6 760 (24,1%) | 2 420 (8,6%) | 700 (2,5%) | 93 (0,3%) | 38 (0,1%) |
| Clerical support workers | 1 116 (2,8%) | 648 (1,6%) | 1 714 (4,3%) | 2 636 (6,6%) | 15 489 (39%) | 6 746 (17%) | 7 523 (19%) | 2 945 (7,4%) | 706 (1,8%) | 148 (0,4%) | 6 (0%) |
| Service and sales workers | 2 920 (7,1%) | 1 275 (3,1%) | 1 797 (4,4%) | 3 517 (8,6%) | 19 071 (46,5%) | 7 605 (18,5%) | 3 764 (9,2%) | 847 (2,1%) | 166 (0,4%) | 22 (0,1%) | 35 (0,1%) |
| Skilled agricultural, forestry, fishery, craft and related trades workers | 484 (4%) | 455 (3,7%) | 1 142 (9,4%) | 1 317 (10,8%) | 3 214 (26,4%) | 3 026 (24,8%) | 1 831 (15%) | 430 (3,5%) | 274 (2,2%) | 10 (0,1%) | 0 (0%) |
| Plant and machine operators and assemblers | 2 205 (12,5%) | 1 246 (7%) | 3 794 (21,5%) | 2 598 (14,7%) | 4 862 (27,5%) | 1 589 (9%) | 1 108 (6,3%) | 173 (1%) | 103 (0,6%) | 0 (0%) | 1 (0%) |
| Elementary occupations | 11 087 (16,1%) | 15 948 (23,1%) | 9 879 (14,3%) | 10 472 (15,2%) | 17 235 (25%) | 1 942 (2,8%) | 1 926 (2,8%) | 415 (0,6%) | 119 (0,2%) | 7 (0%) | 5 (0%) |
| Grand Total | 21 349 (8,2%) | 23 450 (9%) | 20 788 (7,9%) | 24 855 (9,5%) | 78 288 (29,9%) | 29 582 (11,3%) | 36 038 (13,8%) | 19 974 (7,6%) | 5 940 (2,3%) | 1 432 (0,5%) | 188 (0,1%) |

Source: LGSETA WSP Submissions 2021

Employees with Disability

From the WSPs and ATRs submitted in 2021, municipalities employ about 4,848 people with disabilities (PWD). Table 1-13 illustrates the provincial distribution of PWD within each of the demographic groups as a proportion of all employees.

Table 1-13 Distribution of Employees with Disabilities as Proportion of All Employees

| Province | African | | Coloured | | Indian | | White | | Total | |
|--------------------|-------------|--------------|-------------|--------------|------------|--------------|------------|--------------|-------------|--------------|
| Eastern Cape | 1455 | 0,529% | 21 | 0,008% | 4 | 0,001% | 15 | 0,005% | 1495 | 0,544% |
| Free State | 93 | 0,034% | 2 | 0,001% | 0 | 0,000% | 7 | 0,003% | 102 | 0,037% |
| Gauteng | 578 | 0,210% | 27 | 0,010% | 9 | 0,003% | 117 | 0,043% | 731 | 0,266% |
| KwaZulu-Natal | 387 | 0,141% | 12 | 0,004% | 92 | 0,033% | 39 | 0,014% | 530 | 0,193% |
| Limpopo | 101 | 0,037% | 0 | 0,000% | 0 | 0,000% | 6 | 0,002% | 107 | 0,039% |
| Mpumalanga | 107 | 0,039% | 2 | 0,001% | 1 | 0,0004% | 10 | 0,004% | 120 | 0,044% |
| North West | 66 | 0,024% | 3 | 0,001% | 0 | 0,000% | 3 | 0,001% | 72 | 0,026% |
| Northern Cape | 27 | 0,010% | 31 | 0,011% | 0 | 0,000% | 13 | 0,005% | 71 | 0,026% |
| Western Cape | 386 | 0,140% | 1056 | 0,384% | 7 | 0,003% | 171 | 0,062% | 1620 | 0,589% |
| Grand Total | 3200 | 1,16% | 1154 | 0,42% | 113 | 0,04% | 381 | 0,14% | 4848 | 1,76% |

Source: LGSETA WSP submissions 2021

The total number of people with disabilities employed in the local government sector as per 2021 WSP submissions is 4,848 or 1,76% of all employees in the sector. Of this total, 3,200 (66,0%) are African, 1,154 (23,8%) are Coloured, 113 (2,3%) are Indian and 381 (7,9%) are White. Western Cape is the largest employer of people with disabilities, employing a total of 1,620 people with disabilities, followed closely by Eastern Cape which employs 1,495 people with disabilities. Northern Cape and North West are the smallest employers of this demographic, employing only 71 and 72 people with disabilities respectively.

Age Profile of Employees

The age profile of a workforce is important (see Table 1-14). There needs to be a spread between the three age categories. An over-representation in the 55+ category, for example, could place the municipalities in danger in several years as a large cohort retires at the same time. Similarly, a very young workforce may impact negatively on service delivery due to overall lack of experience.

The current profile, based on the 2021 WSP submissions data, shows a fairly healthy spread across the age categories in all provinces, with the majority of employees aged between 35 and 55. Limpopo's age structure in district municipalities shows a very low proportion of youth in the workforce at 227 (6%) and a high proportion of employees older than 55 years of age (2,096 or 57%). Apart from Limpopo, Free State's local and district municipalities are the only municipalities with less than 50% of employees in the middle-aged category. It can be also noted that only the municipalities from Limpopo, consist of more than 40% of employees over the age of 55. Long-term, this could lead to an ageing workforce with an insufficient pipeline for continuity of service. Assessments into which occupations are affected will provide greater insight into the skills planning implications (Chapter 3).

Table 1-14 Age Profile of Employees by Municipality

| Province | Local Municipality | | | District Municipality | | | Metropolitan | | | | | |
|--------------------|--------------------|---------------|---------------|-----------------------|---------------|--------------|---------------|---------------|---------------|-------|--------|-------|
| | < 35 | 35-55 | > 55 | < 35 | 35-55 | > 55 | < 35 | 35-55 | > 55 | | | |
| Eastern Cape | 1,974 | 8,454 | 2,738 | 837 | 3,586 | 964 | 1,394 | 7,977 | 2,734 | | | |
| | 15% | 64% | 21% | 16% | 67% | 18% | 12% | 66% | 23% | | | |
| Free State | 945 | 5,974 | 4,479 | 69 | 294 | 231 | 324 | 2,235 | 832 | | | |
| | 8% | 52% | 39% | 12% | 49% | 39% | 10% | 66% | 25% | | | |
| Gauteng | 783 | 4596 | 2317 | 78 | 736 | 156 | 10472 | 38186 | 12670 | | | |
| | 10% | 60% | 30% | 8% | 76% | 16% | 17% | 62% | 21% | | | |
| KwaZulu-Natal | 3,551 | 12,081 | 3,986 | 895 | 3,542 | 1,361 | 5,641 | 18,387 | 3,729 | | | |
| | 18% | 62% | 20% | 15% | 61% | 23% | 20% | 66% | 13% | | | |
| Limpopo | 1159 | 6767 | 2731 | 227 | 1383 | 2096 | No Metro | | | | | |
| | 11% | 63% | 26% | 6% | 37% | 57% | | | | | | |
| Mpumalanga | 1,744 | 8,508 | 3,893 | 185 | 541 | 144 | | | | | | |
| | 12% | 60% | 28% | 21% | 62% | 17% | | | | | | |
| North West | 1,644 | 7,629 | 2,708 | 204 | 1,065 | 226 | | | | | | |
| | 14% | 64% | 23% | 14% | 71% | 15% | | | | | | |
| Northern Cape | 945 | 4,919 | 1,989 | 101 | 347 | 105 | | | | | | |
| | 12% | 63% | 25% | 18% | 63% | 19% | | | | | | |
| Western Cape | 2,648 | 9,555 | 4,740 | 555 | 1,459 | 314 | | | | 5,805 | 15,345 | 4,011 |
| | 16% | 56% | 28% | 24% | 63% | 13% | | | | 23% | 61% | 16% |
| Grand Total | 15,393 | 68,483 | 29,581 | 3,151 | 12,953 | 5,597 | 23,636 | 82,130 | 23,976 | | | |
| | 14% | 60% | 26% | 15% | 60% | 26% | 18% | 63% | 18% | | | |

Source: LGSETA WSP Submissions, 2021

1.7 CONCLUSION

The local government sector covers a diverse grouping of 274,837 employees covered by 59 SIC codes. The sector is well transformed in terms of race, but further effort is required in terms of gender (currently 40,5% female) and people with disabilities (currently less than 2%). While there has been slight improvement over the past year, LGSETA must continue to focus on increasing the gender and disability transformation imperatives through its skills interventions. Similarly to 2020, in 2021, the education levels in the sector are relatively low, with 17,2% of employees having the highest level of education lower or equal to NQF Level 1. There was only a 1,86% increase over the past year in the number of employees who have a matric or higher. In addition, 15,4% of manager-related occupations have less than an NQF 4 educational level. Given that many of the occupations in the sector are in the elementary category, raising the educational profile of the sector will go some way to addressing some of the challenges identified in the chapters that follow. COVID-19 and the civil unrest have impacted local and national government, with results such as decreases to municipal revenues and budget reallocations.

Responding to this pandemic will require effective and efficient service delivery by local government. This will be enabled by the District Development Model (DDM), Strategic Partnerships Model, and the Economic Reconstruction and Recovery Plan (ERRP) and its associated Skills Strategy to address Local Economic Development (LED), technology and 4IR, youth unemployment initiatives and service delivery across the nine municipal service areas (including energy, water and sanitation, waste and refuse management, economic development, community services, public safety and security, settlements and housing, town and regional planning, and transport, roads and storm water). This is expressed in the Strategic Skills Priorities in Chapter 6, which speak to ERR skills strategy interventions to improve governance, financial management, infrastructure delivery, spatial transformation, and planning. This calls for improved attention to skills gaps such as health and wellness to deliver COVID-19 related relief and water reticulation practitioners for efficient service delivery. The occupations, skills gaps and learning interventions that are required and the partnerships that support that, are given in Chapters 3 and 4 respectively.

The data used in this section is primarily drawn from the WSP submissions as well as Stats SA. It is significant to note that while the responsibility for the accuracy of the data cited remains with employers, LGSETA continues to assist to improve the quality of WSP and ATR submissions. This is part of improving the quality and credibility of the SSP, through improving its systems for data collection and building the capacity of officials mandated to oversee the identification and implementation of skills development interventions for the sector.

CHAPTER 2

KEY SKILL CHANGE DRIVERS

2.1 INTRODUCTION

This chapter identifies factors driving change in the local government sector and influencing skills demand and supply, either positively or negatively. The chapter also presents the implications of these factors for skills development in the sector. The five factors affecting skills demand and supply, described in the section below, remain the same as in the previous SSP and have been confirmed through interviews with senior HR-related officials and provincial SDF consultations. These factors were further informed by various research studies including: 'Embracing Local Economic Development through the Identification of Skills Needs of Both the Cooperatives and Small Medium Enterprises (SMMES)'; 'The Viability of e-Techniques Towards Service Delivery in the Local Government Sector'; 'The Role of Local Government in Re-positioning the Role of Inland Small-Scale Fisheries with Regards to Food Production and Economic Development in Response to the COVID-19 Pandemic'; and 'Research Project on Utilising Green Manufacturing as a Tool to Address Youth Unemployment and Promote Sustainable Local Economic Development'.

The second aspect of this chapter focuses on the alignment of sector skills planning to national strategies and plans namely the National Development Plan, New Growth Path, Human Resource Development Strategy for South Africa, Industrial Policy Action Plan, and Economic Reconstruction and Recovery Plan and associated Skills Strategy.

2.2 FACTORS AFFECTING SKILLS DEMAND AND SUPPLY

The five major change drivers this chapter will focus on are Constraints to Service Delivery, Technological Change and Digitisation, Local Economic Development, Spatial Integration and Inclusive Development and Political Change.

1. Constraints to Service Delivery (Urban and Rural)

Service delivery is reportedly hampered by context-specific financial and human capital constraints, which are aggravated by a lack of consultation and demotivation from municipal staff in both urban and rural areas. Furthermore, service delivery has been constrained by periodic closures of municipalities due to the impact of COVID-19, preventing municipalities from functioning optimally. Additionally, in urban areas, service delivery is constrained by service delivery protests, thereby affecting skills planning. There should be a commitment from municipal management to focus on developing human capital and a performance culture that enables effective and sustainable service delivery. It also requires municipal staff to be equipped with resources to be able to operate from home due to the closure of municipalities as a result of COVID-19.

The local labour market, from which municipalities draw their human resources, is limited to a greater degree in rural areas than in urban areas, making it difficult for municipalities to recruit individuals with the required skills. This constraint is exacerbated through the challenge faced by rural municipalities in terms of skills shortages and their inability to attract skills of the required quality. It is proposed that alternative funding arrangements be investigated to support the ability of rural municipalities to attract skilled workers in addition to other projects to make the sector more attractive. Rural municipalities also have ties with traditional authorities. Municipal officials in these areas, therefore, need to have a sound understanding of the governance frameworks relating to traditional authorities, particularly in respect of land use and management. The LGSETA research study on the assessment of skills capacity requirements of traditional leaders shows that there is a need for political commitment from political office bearers to take bold decisions on the role and involvement of traditional authorities in the service delivery and good governance process (LGSETA, 2018).

The District Development Model (DDM) is being rolled out by government to fast-track service delivery. The model plans to prioritise the management of urbanisation, growth and development; support local economic drivers; accelerate land release and land development; invest in infrastructure for integrated human settlements, economic activity and the provision of basic services. The development of rural and township economies will be prioritised to ensure that small businesses are supported and properly regulated. This model will require well-run municipalities with public servants skilled in planning, coordination and management among other important skills. The DDM should result in a targeted and strategic approach to skills planning and development.

2. Technological Change and Digitisation

In local government, the adoption of new technologies has varied across municipalities. The bigger metros have introduced new technologies in the delivery of municipal services in areas such as water and electricity metering. Apart from customer interfaces, the role of technology in modern municipal infrastructure is likely to gain importance as ageing equipment gets upgraded and replaced. Another aspect of technology is the Fourth Industrial Revolution (4IR), which is altering the way communities live and work through a fusion of technologies, blurring the lines between the physical, digital and biological spheres. Key areas of the 4IR include, but are not limited to, virtual reality, robotics, big data analytics and cloud computing. 4IR will result in new roles being assigned, which will require new, higher level skills and knowledge and this will require people to be upskilled. Key occupations identified as critical for the 4IR with regard to the local government sector include data analysts, cyber security specialists, drone engineers, virtual meeting specialists and software programmers. The pressures that individuals, organisations, and societies face to continue daily operations amidst COVID-19 have further accelerated the uptake of the 4IR. The pandemic has increased reliance on advanced technologies for digital learning, working remotely, keeping healthy and to transform economies. This has enhanced the need to place focus on training in relation to digital and 4IR related skills such as computer skills, internet, and data analysis. This is supported by the study conducted by the SETA on the Viability of e-Techniques towards Service Delivery (2021) which shows that municipalities are understaffed with personnel responsible for Information and Communications Technology (ICT) matters. Therefore, municipalities should be capacitated with experienced and qualified people to enable them to provide e-services effectively and efficiently to community members. Going forward, it is useful for metros to think of how technologies can be utilised to address challenges such as traffic congestion, outdated infrastructure, safety, rising costs of healthcare, demand for education and increasing costs of education and energy consumption. This has implications for capabilities required including sense-making, service requests management, integrating video, sensors and data, and machine learning prediction.

3. Local Economic Development

Local Economic Development (LED) is an approach towards economic development which allows and encourages local people to work together to achieve sustainable economic growth and development, resulting in economic benefits and an improved quality of life for all residents in a local municipal area (COGTA, 2016). Local Economic Development places a focus on interventions to improve and develop skills in a number of key areas, such as the green economy, Small, Medium and Micro Enterprises (SMME) in both the informal (township economy) and formal economy, cooperatives and tourism.

The commitment by the South African Government to move towards a green economy in response to the issues of climate change over the next few decades has a significant impact on all sectors. The LGSETA study on the current state of green skills in municipalities, with special focus on wastewater treatment facilities, found that there is a lack of green skills in local government. The majority of municipalities do not have provision for green jobs or occupations, as they are still operating with traditional technologies. However, as most of the infrastructure is ages and is in need of an overhaul, the introduction of new technologies is likely to lead to the need for different sets of skills. Further research conducted by the SETA with a focus on green skills to address youth unemployment, shows that a green economy offers the potential for new jobs to be created and for existing jobs to change, which requires adjusting training and skills relevant for green jobs including scientific and engineering skills, to research and develop renewable energy production (LGSETA, 2021).

Furthermore, research studies reveal that small businesses and cooperatives are catalysts for economic growth and job creation. For example, the SMME sector created two million jobs in the year-to-first quarter 2019, when most economic sectors contracted during the same period (LGSETA, 2021). Tourism contributes significantly to employment and GDP growth. One of the key strategic objectives for the Tourism Sector Human Resource Development (TSHRD) Strategy in South Africa relates to improving local government orientation to TSHRD Strategy. To address this, the National Department of Tourism (NDT) is working collaboratively with local government structures to integrate TSHRD Strategy awareness into programmes offered to councillors. There is also a need to align the Rural Tourism Strategy to the new DDM approach within municipalities.

4. Spatial Integration and Inclusive Development (Urban and Rural)

As encapsulated in the National Spatial Development Framework, transformation of rural and urban areas is required to realise the vision of creating an integrated, inclusive, sustainable and competitive national economy. New forms of urban living and urban spaces will become drivers for innovation, creativity and societal transformation. Large rural areas, trending towards greater densification in nodes and along interconnecting nodes will experience far more concentrated development and more agricultural land for productive use. Smaller rural areas will undergo sizable counter-urbanisation of middle-income South Africans in search of greater tranquillity, which will result in greater housing developments, and an injection of finances in the local economy. These will have a cumulative impact on the demand for and supply of skills (DALRRD and DPME, 2018).

Urban development will result in the creation of smart cities. A smart city is a municipality that uses ICT to optimise the quality and performance of urban services. Smart cities will revolutionise how key basic services such as energy, transportation and utilities are provided (SALGA, 2018). Use of data will ensure efficiencies as wastages can be identified and addressed quickly and to make predictions to make decisions to improve the lives of citizens (eThekweni Municipal Academy). Smart cities will therefore not only require new, higher-level skills but will require continuously evolving technology. The LGSETA is exploring possible strategic partnership with the New York University to promote the implementation of smart cities.

5. Political Change

President Cyril Ramaphosa previously announced that the local government elections would take place on Wednesday, 27 October 2021, which has since come under review by the Independent Electoral Commission. Local government elections potentially have implications for skills development in terms of new leadership. The continual transformation and institutionalised upskilling of the local government workplace is reportedly undermined by electoral political leadership change as well as political appointments and coalition politics. The change in leadership further affects the administration of local government by disrupting business continuity and institutional memory, thereby hampering the skills transfer necessary for sustained quality service delivery and internal capacity of skills development. This may contribute to the challenges relating to lack of skills and development of staff, improper management, lack of institutional controls, and fruitless and wasteful expenditure cut across all spheres of local government. This sentiment was corroborated by South African Scenarios 2030, which revealed that “state capacity has been systemically undermined by corruption and poor skills at critical levels.” As a result, service delivery protests may continue across communities affected by poor performance and officials who they consider unresponsive and unaccountable. These symptoms also indicate that political change exerts a critical impact on what can be achieved regarding skills retention, sourcing of skills, internal transfer and skills development by external interventions.

There have been allegations of corruption around COVID-19 funds. This fact, together with some criticism of lockdown regulations, has created an environment where political parties are not working together. This disconnect, if it starts sowing social discord, has the potential to frustrate the development of the local government sector and this is further exacerbated by economic conditions and the impact of equipping leadership, management and employees' requisite knowledge and skills needed to respond to the unprecedented changes of COVID-19.

2.3 POLICY FRAMEWORK AFFECTING SKILLS DEMAND AND SUPPLY

The LGSETA is influenced by its mandate, as derived from legislature, policy as well as the mandate and the strategies and policies of the local government sector. Section 152 (2) of the South African Constitution states that: “Local government must strive, within its financial and administrative capacity, to achieve the objectives set out.” The wide range of responsibilities places a high burden on municipalities in terms of skills and competencies. If the service delivery impact, as described in section 1.4 is to be realised, the sector will need assistance from its key partners in order to provide a targeted approach supporting the needs in the sector, particularly in during and in the aftermath of COVID-19. Table 2-1 provides a list of the documents which will inform LGSETA's strategic direction.

Table 2-1 Legislative, Policy and Strategic Documents informing LGSETA Strategic Focus

| Strategies/ Policies Impacting on LG | Implications for Skills Development in the LG Sector | Planned Interventions by the SETA to Support National Strategy |
|---|---|---|
| The New Growth Path (NGP): Framework | Government adopted the New Growth Path (NGP) as the framework for economic policy and the driver of the country's jobs strategy. Of relevance to local government are the green economy and facilitating effective spatial development. Furthermore, the National Skills Accord identifies eight commitments in relation to training and skills development that must be implemented by the constituencies to achieve the New Growth Path | LGSETA will work with municipalities, and education and training providers to identify “green occupations” and suitable interventions for both new entrants and existing workers. The SETA is committed to supporting LED to support job creation and business |
| Youth Employment Accord | The Youth Empowerment Accord has six commitments to develop youth absorption programmes. LGSETA has and continues to support government's drive to empower youth by facilitating access to skills development programmes that include learnerships, internships, workplace learning, and bursaries | Through its bursaries, learnerships and other funding vehicles, LGSETA facilitates access to learning opportunities for youth in the occupations prioritised on the Sectoral Priority Occupations and Interventions List |
| Green Economy Accord | The Green Economy Accord includes commitments by stakeholders toward a greener economy in South Africa. LGSETA commissioned a study on the current state of green skills in municipalities, with special focus on wastewater treatment facilities. The findings point to a lack of such skills in local government | LGSETA will need to focus on skills interventions aimed at developing “green skills”. |
| National Development Plan 2030 | A main focus area of the NDP is to build “capable state.” Eight areas have been identified to achieve this. Local government has a key role to play in Focus Area 2 (Make the public service and local government administration careers of choice) | LGSETA has prioritised councillors and traditional leaders to raise the professional profile of LG |
| National Skills Development Plan 2030 | The NSDP 2030 highlights the need for LGSETA to partner with PSET institutions including Universities and TVET colleges for a longer-term and to ensure closer alignment between funding, planning and monitoring mechanisms. | The NSDP highlights the need for integration of LGSETA with PSET institutions via research partnerships and the need for LGSETA to ensure closer alignment between funding, planning and monitoring mechanisms. |
| White Paper for Post School Education and Training (2013) | The implication for the LG sector is to ensure a stronger and more co-operative relationship between education and training institutions and the workplace, and facilitating a post-school education and training system that responds to the needs of individual citizens and employers | LGSETA has established partnerships with selected TVET colleges and HEIs to support the development and implementation of appropriate learning programmes to address identified needs of the sector |
| White Paper on Transforming Public Service Delivery (Batho Pele White Paper) | The White Paper on Transformation of the Public Service sets out eight transformation priorities, among which, transforming service delivery is key. This creates a need for the LG sector to ensure public services are provided with training opportunities aimed at improving service delivery | LGSETA supports this national strategy focusing on training on Batho Pele principles to enhanced service delivery across municipalities |
| Local Government Turnaround Strategy (LGTAS) | The LGTAS identified key areas of concern that included: leadership, financial management, economic development and spatial development. There is a need to focus on the skills relating to these functions on an ongoing basis | The development of capacity in municipalities to support LED is low with a limited supply of skills flowing into key occupations. This requires a focus on the LED learnerships (NQF 4 and 5) as well as the core skills including analytical skills, developmental economics, SMME and cooperative development |

| Strategies/ Policies/ Impacting on LG | Implications for Skills Development in the LG Sector | Planned Interventions by the SETA to Support National Strategy |
|---|--|---|
| Back to Basics Strategy | The Back-to-Basics approach was formulated as part of the government's plan of action to revitalise local government. The main goal of the programme was to improve the functioning of municipalities to better serve communities by getting the basics right. There is a need in ensuring well-functioning municipalities through the implementation of the B2B strategy | LGSETA will need to work with other spheres of government to actively implement objectives set towards putting people first, delivering basic services, good governance, sound financial management and building capacity |
| Integrated Urban Development Framework: Implementation Plan | The plan identifies policy priorities and interventions to ensure all levels of government and all components of the state contribute to the progressive integration of urban development investments to realise the urban dividend, and to provide a national framework for municipalities to manage continuing urbanisation more efficiently and equitable. Municipalities are identified as lead agencies in areas relating to transportation, housing, urban renewal, and local economic development | The skills prioritised for funding relate to technical occupations that are core to service delivery in municipalities namely town planners, civil and electrical engineers/technicians, water and wastewater treatment operators, technical project managers, and property valuers. LGSETA will continue to work with municipalities to address specific needs |
| Disaster Management Act, No. 53 of 2005 | The Disaster Management Act (as amended) is relevant in light of the response by the public sector to the COVID-19 pandemic. The full impact of the pandemic is still to be felt, however, in the short term, the impact is being felt by local government through working restrictions and budget reallocations. This is likely to have a knock-on effect on service delivery plans and the skills required to work | The DG Framework includes a specific focus to ensure business continuity and eliminates disaster management impact through skills development initiative. Targeted interventions have been identified |
| District Development Model (DDM) | The DDM is intended to improve the planning and service delivery capacities of municipalities. This will require an increased focus on collaboration and project management skills | The DDM is intended to improve the planning and service delivery capacities of municipalities. This will require an increased focus on collaboration and project management skills. The DDM will be piloted in the Waterberg and OR Tambo municipalities |
| Economic Reconstruction and Recovery Plan (ERRP) and ERR Skills Strategy | The plan focuses on interventions to allow large numbers of young people to access opportunities in the short-term to ensure that they are able to be absorbed into high-potential growth sectors in order to boost job creation and up-skill workers as to enhance productivity. The ERR Skills Strategy presents key interventions to support the ERRP from a skills perspective | A list of targeted interventions were identified in the ERRP and ERR Skills Strategy and these agree with the SPOI list (e.g. supporting municipal infrastructure occupations to contribute to the 25 000 jobs required by the Skills Strategy). Other ERRP and ERR Skills Strategy interventions adopted include the updating or amending of learning programmes, supporting skills programmes to facilitate infrastructure and supporting internships for youth graduates. Skills gaps interventions relate more to meeting municipal service area skills demands that will support the re-training of workers and unemployed learners |

2.4 CONCLUSION

The key implications of change drivers on skills supply and demand identified relate largely to the impact of political change on institutional memory in municipalities, population changes caused by urbanisation and rural development and the new skills which will be required through the creation of smart cities. The DDM, COVID-19 and the rise of 4IR have resulted in various implications on the key change drivers identified. The DDM will provide a targeted skills planning and development approach to address rural and township economies and transforming rural and urban areas to become integrated, inclusive, sustainable, and competitive. The COVID-19 pandemic has resulted in the swift uptake of 4IR technologies to increase productivity and service delivery. It has also created impetus on ensuring local economic development becomes more vibrant, responsive and sustainable to counteract the devastating impact of COVID-19. The NDP encourages local government to be a career destination of choice, and this requires the need for competent public servants and creating a pipeline of graduates in municipal service areas with requisite skills to deal with change and new technologies.

CHAPTER 3

OCCUPATIONAL SHORTAGES AND SKILLS GAPS

3.1 INTRODUCTION

Skills planning forms a key component of skills development and informs planning and decision-making. Sharrock and Chabane (2015) define skills planning as “the supply of, and demand for, skills so that interventions can be implemented at the points of breakdown, improving the overall efficiency of the labour market”. For skills planning to be effectively implemented, labour market information must be analysed at a detailed occupational level. This better facilitates the transfer into an operational plan, as interventions can be identified based on the need at occupational level, whether it be a skills gap (top-up or critical skill) or an occupational shortage (scarce skill).

Occupational shortages, skills gaps and the Sectoral Priority Occupations and Interventions List were determined based on the analysis of WSP data and are supported by consultations with local government representatives across the country. There were several research projects which informed this chapter, including ‘Evaluating the Role of Public-Private Partnerships in Addressing Learners’/Graduates’ Absorption into The Local Government Labour Market’, and ‘Research Project on Utilising Green Manufacturing as a Tool to Address Youth Unemployment and Promote Sustainable Local Economic Development’, among others.

The analysis of skills in this chapter is undertaken using the lenses of skills gaps, occupational shortages and strategic occupations. The approach used to determine skills gaps and occupational shortages, as well as the identification of strategic occupations is outlined in the sections below.

3.2 OCCUPATIONAL SHORTAGES AND SKILLS GAPS

3.2.1 Occupational Shortages (Scarce Skills)

Three indicators for demand side shortages are used in the analysis of scarce skills. They are:

1. **Occupational shortages.** The recruitment process represents the interface between the supply and demand for skills. Therefore, when a vacancy proves difficult to fill, it is associated with scarcity in the local government sector.
2. **Turnover:** Employers reported on workers leaving the employment of the municipal sector as part of the WSP submission. These exits are classified as resignations, retirements and other non-voluntary terminations, including death, dismissal, and medical boarding. Since resignations may be voluntary, a higher than average rate suggests excess demand, which makes the existing staff more mobile.
3. **Imminent retirement:** The proportion of employees older than 55 years of age was also included as a risk indicator for future skills shortages. If there are a large percentage of workers in this age category, there will be a significant cohort of experienced skills leaving the sector in the next 5 – 10 years. If this is not met by a requisite inflow of skills, a shortage will occur (or be exacerbated).

Based on the WSP submissions in 2021, municipalities (and other entities) identified 4 605 occupational shortages. This is up from the 3 360 posts reported in the previous year. It should be noted that this is not an exhaustive list of vacancies but includes a list of those identified by stakeholders as being occupational shortages. In March 2021, STATS SA reported the total number of vacancies to be 53 569. That means that based on the current assessment that underpins the WSP submissions, roughly 8,6% of all vacancies are considered occupational shortages.

A key element of the vacancy analysis is to examine the reasons why a vacancy was identified as scarce. These reasons fall either within the market or organisational scarcity categories. In Figure 3-1, skills-related drivers of scarcity are indicated by blue bars. These drivers of scarcity are described below.

Table 3-1 Reasons for Reported Scarcity by Percentage

| Reason for Scarcity | Reported Scarce (Hard to Fill) Vacancies |
|---|--|
| Recruitment process slow | (333) 35,54% |
| Lack of funding | (267) 28,5% |
| Lack of relevant qualification (skills related) | (93) 9,93% |
| Lack of relevant experience (skills related) | (85) 9,07% |
| Lack of attractiveness to local government sector | (53) 5,66% |
| Poor remuneration/different salary grading | (42) 4,48% |
| Unsuitable job location/geographical location | (31) 3,31% |
| Political interference | (15) 1,60% |
| Equity consideration | (14) 1,49% |
| New/emerging occupation (Skills related) | (3) 0,32% |
| Labour/union issues | (1) 0,11% |
| Unsuitable working hours | - |

Source: LGSETA WSP submissions, 2021

The reasons for scarcity are discussed below, each with an example of a related occupation to provide context to the overall drivers of scarcity⁸.

Skills Related Drivers of Scarcity (for Occupational Shortages)

Skills-related drivers of scarcity are a function of skills supply and demand. Scarcity resulting from such factors is typically responsive to skills development initiatives. Skills-related drivers of scarcity include:

1. **Relevant Qualification**—the linkage between an occupation and the respective qualification needed to fill the post effectively. This accounted for 9,93% of the reasons for scarcity, bringing attention to the fact that the highest skills related driver of scarcity is not having supply of the relevant qualification. This may be due to the number of learners entering and completing the relevant programmes as well as equity considerations mentioned in the point above. Occupations such as town planning technician and plumber are occupations with relatively high skills related vacancies due to a lack of relevant qualifications.
2. **Relevant Experience**—lack of experience with regard to a vacant occupation that might require a specific skill/skill set. This also relates to the sector itself, where individuals do not have the relevant local government experience. This accounted for 9,07% of the reasons for scarcity. Engineering manager is an example of an occupation driving the skills related vacancies due to a lack of relevant experience.
3. **New or Emerging Occupations**—occupations where there are few people in South Africa with the requisite skills/training lead time. This only accounted for 0,32% of reasons for scarcity, indicating that occupations in the local government sector are largely well-established. There are no notable occupations that are hard to fill due to the role being new or emerging, highlighting the presence of well-established occupations within the local government sector.

⁸ Table 3-2 provides more occupations linked to the identified reasons identified in Table 3-1.

Non-Skills Related Drivers of Scarcity (for Occupational Shortages)

Non-skills related drivers of scarcity tend to be more of a function of the way in which a municipality operates and what it has to offer, than the state of the labour market. These factors are typically outside the influence of skills development initiatives, with the exception of a few. Non-skills related drivers of scarcity include:

1. **Recruitment process** — the biggest driver of reported scarcity (accounting for 35,54%). Over a third of the vacancies in this analysis, were cited to be due to a slow recruitment process. Given that a slow recruitment process is a fulfilment process issue, as opposed to a skills-related driver, scarce skills stemming from this cause have been excluded from the analysis. A slow recruitment process is given as the reason for occupational shortages within management roles such as supply chain manager, chief financial officer, human resources manager and municipal manager.
2. **Funding** drivers behind scarce skills are due to a lack of funding and at times a vacancy not being budgeted for. Some of the entities can be supported through revised funding allocations for certain SETA interventions—allowing for the training and in-house development of potential candidates for certain occupational shortages and more specifically vacancies. This accounted for 28,50% of the reasons for scarcity. A lack of funding is named as the reason for the reported vacancies of disaster management officers and traffic officers.
3. **Lack of attractiveness of the local government sector** relates to the degree to which potential applicants and incumbents view local government as an attractive and competitive employer. At 5,66% of reasons for scarcity, the sector is relatively attractive, however there are occupations that have been reported as experiencing a shortage due to a lack of sector attractiveness. These include civil engineering technicians and internal audit managers.
4. **Poor remuneration or different salary gradings** refers to there being an insufficient budget for a post or the remuneration does not prove to be attractive enough for a candidate to take the job. This accounted for 4,48% of the reasons for scarcity. There are no highly reported occupations that are hard to fill due to poor remuneration or different salary gradings.
5. **Unsuitable job location or geographic location** relates to the location of a municipality not being attractive to prospective candidates. Under the drivers of change, the dynamics of geographically dispersed employers were discussed. Smaller municipalities in remote areas have a smaller labour market to draw on. Therefore, there are likely to be local scarcities, especially in highly specialised areas. Furthermore, where a more general shortage is experienced, it will be felt most severely in the rural and/or remote areas. This accounted for 3,31% of the reasons for scarcity. Electrical engineer and town planner are reported to experience skills shortages due to an unsuitable geographic or job location.
6. **Political interference** relates to disruptions caused by political forces e.g. political parties. Long-term, unmonitored appointments also drive scarcity when qualified candidates are not taken into consideration. This accounted for 1,60% of the reasons for scarcity. There are no highly reported occupations that are hard to fill due to political interference.
7. **Equity consideration** relates to not finding a suitable person from a specific demographic group (employment equity is considered). Similar to relevant experience, there may be sufficient skills but not in target population groups for employment equity purposes; this accounted for 1,49% of the reasons for scarcity. There are no highly reported occupations that are hard to fill due to equity considerations.
8. **Labour/union issues** relate to prior consultation with or resistance faced from labour unions when filling a position, both of which may delay the filling of a position or mark it as unattractive if subject to dispute. This accounted for 0,11% of reason for scarcity. There are no highly reported occupations that are hard to fill due to labour/ union issues.
9. **Unsuitable working hours** relates to a scarcity due to a position having long or odd hours. This did not account as a reason for scarcity; hence there are no reported occupations that are hard to fill due to unsuitable working hours.

The table below is informed by Workplace Skills Plan/Annual Training Report (WSP/ATR) data and provides input on the number and nature of occupational shortages (degree of skills-related sources of scarcity) and the proportion of imminent retirement and resignations per occupation (% over 55 and % resigned). An analysis of the 2021 WSP/ATR data informed the occupations perceived to be harder to fill. These will be affirmed and contextualised through consultations.

Table 3-2 Hard-to-Fill-Vacancies (HTFV)

| Occupation | Total Vacancies | # Orgs Reporting Vacancy | Degree of Skills-related Sources of Scarcity | % Over 55 | % Resigned | # Skills-related Vacancies | Main Reason for Shortage |
|---|-----------------|--------------------------|--|-----------|------------|----------------------------|---|
| Technical | | | | | | | |
| 2019-311201 - Civil Engineering Technician | 23 | 10 | 50% | 13% | 2% | 11,50 | Lack of attractiveness of local government sector/lack of relevant experience |
| 2019-215101 - Electrical Engineer | 14 | 5 | 60% | 17% | 1% | 8,40 | Lack of relevant experience/unsuitable job location/geographical location (especially rural/semi urban areas) |
| 2019-214401 - Mechanical Engineer | 8 | 6 | 17% | 30% | 0% | 1,33 | Lack of attractiveness of local government sector/recruitment process slow |
| 2019-311203 - Town Planning Technician | 28 | 5 | 40% | 18% | 14% | 11,20 | Lack of relevant qualifications/recruitment process slow |
| Planning and Development | | | | | | | |
| 2019-216401-1 - Town Planner | 14 | 9 | 22% | 12% | 4% | 3,11 | Unsuitable job location/geographical location (especially rural/semi urban areas) |
| Compliance | | | | | | | |
| 2019-242211 - Internal Auditor | 15 | 7 | 29% | 11% | 6% | 4,29 | Recruitment process slow |
| Water & Environmental Services | | | | | | | |
| 2019-642601 - Plumber | 79 | 7 | 43% | 30% | 1% | 33,86 | Lack of relevant qualifications |
| 2019-541907 - Disaster Management Officer | 11 | 6 | 50% | 21% | 1% | 5,50 | Lack of Funding/lack of relevant experience |
| Traffic | | | | | | | |
| 2019-541201 - Traffic Officer | 65 | 6 | 17% | 18% | 1% | 10,83 | Lack of funding |
| Management | | | | | | | |
| 2019-132104 - Engineering Manager | 29 | 11 | 55% | 31% | 5% | 15,82 | Lack of relevant experience |
| 2019-132401-12 - Supply Chain Manager | 27 | 12 | 33% | 18% | 7% | 9,00 | Recruitment process slow |
| 2019-121101-8 - Chief Financial Officer (CFO) | 22 | 22 | 18% | 22% | 10% | 4,00 | Recruitment process slow |
| 2019-121104 - Internal Audit Manager | 11 | 9 | 44% | 17% | 5% | 4,89 | Lack of attractiveness of local government sector/recruitment process slow |

| Occupation | Total Vacancies | # Orgs Reporting Vacancy | Degree of Skills-related Sources of Scarcity | % Over 55 | % Resigned | # Skills-related Vacancies | Main Reason for Shortage |
|--|-----------------|--------------------------|--|-----------|------------|----------------------------|---|
| 2019-132302-1 - Building Site Manager / Agent | 11 | 5 | 20% | 25% | 0% | 2,20 | Recruitment process slow |
| 2019-132405 - Fleet Manager | 8 | 7 | 29% | 32% | 0% | 2,29 | Recruitment process slow |
| 2019-121301-1 - Planning & Development Manager | 11 | 11 | 18% | 21% | 5% | 2,00 | Recruitment process slow |
| 2019-121201 - Human Resource Manager | 13 | 10 | 10% | 29% | 1% | 1,30 | Recruitment process slow |
| 2019-111203-5 - Municipal Manager | 14 | 14 | 7% | 31% | 11% | 1,00 | Recruitment process slow |
| 2019-133101-3 - ICT / IT Manager | 15 | 13 | 23% | 17% | 6% | 3,46 | Lack of attractiveness of local government sector |
| Property Management | | | | | | | |
| 2019-335913 - Building Inspector | 49 | 14 | 29% | 23% | 1% | 14,00 | Recruitment process slow |

Source: LGSETA WSP submissions, 2021

The following key observations were taken into consideration to finalise the Sector Priority Occupations and Interventions (SPOI) List:

- **Technical**
 - Engineer occupations in particular appear as occupational shortages, with a high degree of skills-related driven scarcity civil and electrical occupations.
 - Electrical engineer has the highest percentage of skills-related scarcity (60%).
- **Planning and Development**
 - The degree of skills-related sources of scarcity in the category is at 22%.
 - Vacancies reported are town planners.
- **Compliance**
 - The data reveals that internal auditor shows a higher occupational shortage than its managerial counterpart (internal audit manager), with 15 vacancies across seven organisations.
 - 29% of the vacancies are due to skills-related sources of scarcity.
- **Water and Environmental Services**
 - Plumber is the most vacant occupation in this category, with 79 vacancies and is also the occupation with one of the largest degree of skills-related sources of scarcity (43%). However, this occupation tends to be conflated with water reticulation practitioner, particularly as far as interventions are concerned.
- **Management**
 - The data shows that occupations related to management have a high level of skills-related scarcity.
 - Supply chain manager and engineering manager have the highest reported vacancies (27 and 29, respectively), with engineering manager demonstrating one of the highest percentages of imminent retirement (31%).

The above is further supported through LGSETA commissioned research. Most notably the research report “Research on the Effects of Skills Mismatch in the Local Government Sector and How it Can Be Addressed” where it is stated that engineers, planners and financial specialists are lacking in municipalities.

The need for health and safety related occupations has already emerged as an occupational shortage in the sector. As a result of the COVID-19 pandemic, this shortage may become more apparent as the need for healthcare has heightened. Furthermore, there may be higher demand for 4IR-related occupations such as cyber security technicians and data analysts (Rasool, 2020). This is largely attributed to the shift to remote working which requires effective application and integration of technologies, data usage and data manipulation.

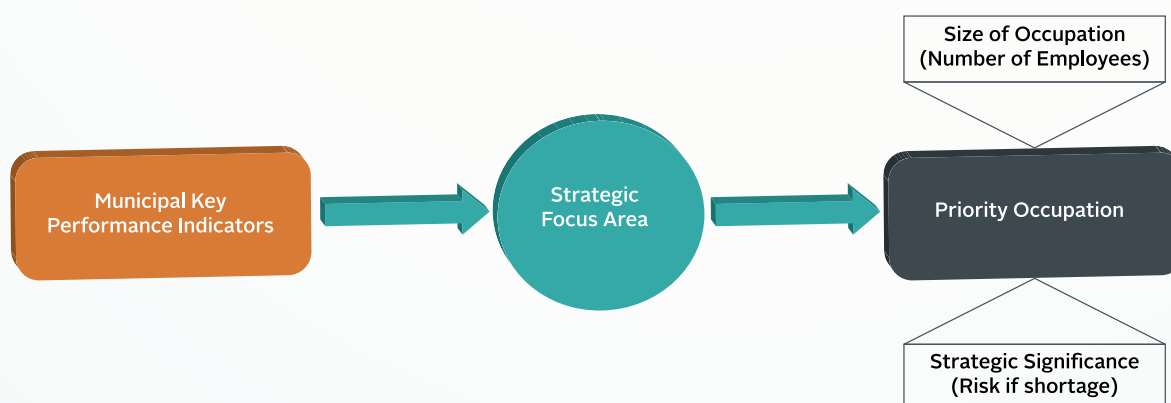
Strategic Occupations as a Point of Reference

Although strategic occupations do not necessarily represent hard-to-fill vacancies, these are occupations that are none the less important as they align to the SETA's strategic focus areas, which are derived from the municipal Key Performance Areas (KPAs). This means that there is a direct logical flow from key operational areas of municipalities to the strategic occupations (Strategic Occupations List) being analysed. The two main criteria used in the selection of strategic occupations are:

- Size of the occupation: If an occupation has very few incumbents across the entire sector, detailed skills planning at sector level is not feasible or necessary.
- Strategic significance: This refers to the impact of the occupation on the sector. In other words, if there were a shortage in this occupation, would it have a potential impact on service delivery?

As depicted in Figure 3-1, strategic occupations are based on strategic focus areas. Given changing circumstances over time, the Strategic Occupations List will be regularly reviewed and improved to include the most relevant occupations for the sector.

Figure 3-1 Selection of Strategic Occupations based on Strategic Focus Areas



The strategic occupations presented under each of the strategic focus areas are discussed below:

Table 3-3 Strategic Occupations

| Strategic Focus Area | Strategic Focus Area Summary | Sub-Focus Area | Strategic Occupation |
|--|--|---|---|
| Strategic Focus Area 1: Enhancing good Governance, Leadership and Management Capabilities | Relates to key programmes such as councillor development, union leadership management capacity in response to the National Development Plan 2030 requirements in order to enhance service delivery and optimised performance in local government | Management and leadership | <ul style="list-style-type: none"> • Local or Provincial Government Legislator (2019-111101) • Ward councillors (2019-111104) • Mayors (2019-111105) • Municipal Manager (2019-111201) • General Manager Local Authority (2019-111203) • Corporate Services Manager (2019-121902) • Office Manager (2019-134904) |
| | | Building capacity of workplace training systems | <ul style="list-style-type: none"> • Skills Development Facilitator (2019-242302) • HRD Manager (2019-121202) • Training Officers (2019-242401) |

| Strategic Focus Area | Strategic Focus Area Summary | Sub-Focus Area | Strategic Occupation |
|--|---|---|--|
| Strategic Focus Area 2: Promoting Financial Viability and Management | The importance of improving financial governance in local government is noted in many key strategic documents such as the NDP. The financial management reform, which started in 2003 with the enactment of the Municipal Finance Management Act/ Programme, continued with the enforcement of the minimum competencies in 2007 (LGSETA 2017) | Finance | <ul style="list-style-type: none"> Chief Financial Officer (2019-121101) * Finance Manager (2019-121101) * Credit Manager (2019-121103) |
| | | Internal Audit | <ul style="list-style-type: none"> Internal Audit Manager (2019-121104) Internal Auditor (2019-242211) |
| | | Supply Chain Management | <ul style="list-style-type: none"> Supply Chain: Supply Chain Manager (2019-132401) * Supply Chain Practitioner (2019-333905) |
| Strategic Focus Area 3: Enhancing Infrastructure and Service Delivery | Infrastructure Development and Basic Services includes placing a focus on the hard skills related to providing improved service delivery and core services of the municipality | Project Management— infrastructure related projects | <ul style="list-style-type: none"> Programme or Project Management (2019-121905) * |
| | | Water | <ul style="list-style-type: none"> Water Production and Supply Manager (2019-134918) Water Plant Operator (2019-313201) * Water Process Controller (2019-313203) * Plumbers (2019-642601) Water Reticulation Practitioner (2019-642605) |
| | | Electrical | <ul style="list-style-type: none"> Electrical Engineer (209-215101) * Electrical Engineering Technician (2019-311301) * Electrical Foreman (2019-312103) Electrician (2019-671101) |
| | | Built Environment | <ul style="list-style-type: none"> Civil Engineer (2019-214201) * Civil Engineering Technologist (2019-214202) * Civil Engineering Technician (2019-311201)* Building Site Inspector (2019-335913) * |
| | | Emergency Services | <ul style="list-style-type: none"> Disaster Management Coordinator/Officer (2019-541907) Traffic Officer (2019-541201) Fire Fighter (2019-541101) Emergency Service and Rescue Official (2019-541902) |
| Strategic Focus Area 4: Enhancing Municipal Planning | This focus area includes addressing gaps in order to realise an improvement in the planning cycle and overall service delivery of the municipalities | Local Economic Development | <ul style="list-style-type: none"> LED Officer/Coordinator (2019-242103) Economist / Economic Advisor (2019-263101) |
| | | Social Planning | <ul style="list-style-type: none"> Social Services Manager (2019-134401) |
| | | Integrated Development Plan (IDP) and Community Participation | <ul style="list-style-type: none"> Community Development Worker (2019-341201) |
| | | Spatial Planning | <ul style="list-style-type: none"> GIS Specialist/Technician (2019-351302) * Urban and Regional Planner (2019-216401) * Town Planning Technician (2019-311203) |
| | | Cross-Cutting | <ul style="list-style-type: none"> Policy and Planning Manager (2019-121301) |

| Strategic Focus Area | Strategic Focus Area Summary | Sub-Focus Area | Strategic Occupation |
|---|---|------------------|--|
| Strategic Focus Area 5: Promoting Spatial Transformation and Inclusion | Spatial transformation and inclusion focuses on developing communities undermined by depressed economic conditions, increasing impact of climate change, regressing social cohesion, poor coordination in planning, access to land, bulk services, limited decentralisation in housing delivery, transport challenges and safety and security | Spatial Planning | <ul style="list-style-type: none"> • Traditional Leaders (2019-111301) • GIS Specialist/Technician (2019-351302) * • Urban and Regional Planner (2019-216401) * • Town Planning Technician (2019-311203) |

3.2.2 Skills Gaps (Top-Up Skills)

The analysis of the supply and demand for skills through the WSP submissions and other skills-related research provided valuable input into the identification of skills gaps. The skills gap in this context refers to critical skills, which are a gap in the competence or skills set of existing employees.

The table below lists the top 20 skills gaps by Major OFO Group. The top 20 skills gaps were identified through the analysis of WSP ATR data and will be supplemented by further consultation with stakeholders. Additionally, it indicates the number of staff for which the skill gap had been reported, via WSPs, and the extent to which the skill gaps apply to each OFO Major Group. This view is particularly useful to guide the extent of training required by OFO Major Group, once training interventions have been decided upon for each skill gap.

Table 3-4 List of Skills Gaps

| | Skills Gap | Total Staff | Managers | Professionals | Technicians and Associate Professionals | Clerical Support Workers | Service and Sales Workers | Trades | Operators | Elementary Occupations |
|----|--|-------------|--------------------------------------|--|---|--|------------------------------------|---------------------------|--------------------------------------|---|
| 1 | Supervisory | 605825 | Business Support Manager | Professional Principal Executive Officer | Engineering Foreman | Dispatch Clerk / Officer / Operator / Assistant / Worker | Team Leader (Tm Ldr) | Electrician | Grader Driver | Instrument Artisan Assistant |
| | | | Superintendent-general | Registered Nurse (Community Health) | Water Plant Operator | Administration Clerk / Officer | Security Officer | Plumber | Plant Operator | Electrical or Telecommunications Trades Assistant |
| | | | Secretary General | Business Support Project Manager | Office Administrator | General Clerk | Fire Fighter | Automotive Motor Mechanic | Truck Driver (General) | Commercial Cleaner |
| 2 | Financial Management | 571842 | Councillor | Secretary General | Finance Clerk / Officer | Accounting Clerk | Cashier | | | Meter Reader |
| | | | Office Manager | Accounting Officer | Office Administrator | Accounts Clerk | | | | Water Meter Reader |
| | | | Finance Manager | | Buying Clerk | Administration Clerk / Officer | | | | |
| 3 | Peace Officer Training | 372066 | Superintendent-general | | | | Watchman | | | |
| | | | | | | | Fire Fighter | | | |
| | | | | | | | Traffic Officer | | | |
| 4 | Protocol Management | 296737 | Councillor | | | | | | | |
| | | | Ambassador | | | | | | | |
| | | | Member of MayCo. | | | | | | | |
| | | | Mayor | | | | | | | |
| | | | Secretary General | | | | | | | |
| 5 | Computer Literacy | 235039 | Councillor | Registered Nurse (Community Health) | Enrolled Nurse | Library Assistant | Security Officer | Electrician | Truck Driver (General) | Commercial Cleaner |
| | | | Health and Safety Manager | Retail Pharmacist | Water Plant Operator | General Clerk | Non - commissioned Police Official | Landscape Gardener | Earthmoving Plant Operator (General) | Electrical or Telecommunications Trades Assistant |
| | | | Commissioned Fire and Rescue Officer | Environmental Health Officer | Office Administrator | Accounts Clerk | Fire Fighter | Automotive Motor Mechanic | Delivery Driver | |
| 6 | Service-Oriented Delivery—Municipal Service Areas | 154388 | Programme or Project Manager | Environmental Health Officer | Water Plant Operator | General Clerk | Traffic Officer | Electrician | Delivery Driver | Commercial Cleaner |
| | | | | Registered Nurse (Community Health) | Enrolled Nurse | Library Assistant | Security Officer | Bricklayer | Truck Driver (General) | Earthmoving Worker |
| | | | | Safety, Health, Environment and Quality (SHE&Q) Practitioner | Motor Vehicle Licence Examiner | Accounts Clerk | Fire Fighter | Plumber | Earthmoving Plant Operator (General) | |
| 7 | First Aid in the workplace | 152957 | Food and Beverage Coordinator | Civil Engineer | Water Plant Operator | | Fire Fighter | Electrician | Truck Driver (General) | Commercial Cleaner |
| | | | | | Civil Engineering Technician | | Security Officer | Plumber | Earthmoving Plant Operator (General) | Electrical or Telecommunications Trades Assistant |
| | | | | | Office Administrator | | Traffic Officer | Automotive Motor Mechanic | Delivery Driver | Meter Reader |
| 8 | Adult Education and Training (AET) - ABET Levels 1, 2, 3 and 4 | 143672 | | | | | Security Officer | Gardener | Truck Driver (General) | General Worker |
| | | | | | | | Caretaker | Bricklayer | Pumping Plant Operator | Handyperson |
| | | | | | | | Non - commissioned Police Official | Plumber | Plant Operator | Cleaner (Non-domestic) |
| 9 | Health and Wellness | 135098 | Employee Wellness Consultant | Nurse Clinician | Enrolled Nurse | | | | | |
| | | | Community Health Manager | Registered Nurse (Community Health) | Nursing Assistant | | | | | |
| 10 | Presentation Skills | 132944 | Commissioned Fire and Rescue Officer | Registered Nurse (Community Health) | Office Administrator | Library Assistant | | | | |
| | | | Business Support Manager | Librarian | Fire Investigator | General Clerk | | | | |
| | | | Office Manager | Environmental Health Officer | Enrolled Nurse | Accounts Clerk | | | | |
| 11 | Project Management | 128474 | Councillor | Professional Principal Executive Officer | Valuation Advisor / Analyst / Officer | Administration Clerk / Officer | | | | |
| | | | | Project Auditor | Community Development Facilitator | Administration Officer | | | | |
| | | | | | ICT Systems Analyst | Senior Officer | | | | |

| | Skills Gap | Total Staff | Managers | Professionals | Technicians and Associate Professionals | Clerical Support Workers | Service and Sales Workers | Trades | Operators | Elementary Occupations |
|----|--|-------------|--------------------------------------|--|--|------------------------------------|---|----------------------------------|--|---|
| 12 | MS Excel 2010 Intermediate | 124243 | | Registered Nurse (Community Health) Librarian | Office Administrator Building Inspector | General Clerk Library Assistant | | | | |
| | | | | Environmental Health Officer | Enrolled Nurse | Accounts Clerk | | | | |
| | | | | | | | | | | |
| 13 | MS Word Intermediate | 121777 | Councillor | Registered Nurse (Community Health) | Enrolled Nurse | Library Assistant | | | | |
| | | | Commissioned Fire and Rescue Officer | Environmental Health Officer | Water Plant Operator | General Clerk | | | | |
| | | | Member of Mayoral Committee | Retail Pharmacist | Office Administrator | Administration Clerk / Officer | | | | |
| 14 | Ethics | 110340 | Councillor | Civil Engineer | Water Plant Operator | General Clerk | Traffic Officer | Electrician | Delivery Driver | Commercial Cleaner |
| | | | Director (Enterprise / Organisation) | Electrical Engineer | Office Administrator | Library Assistant | Security Officer | | Earthmoving Plant Operator (General) | Garden Workers |
| | | | Executive Director | Town Planner | Civil Engineering Technician | Administration Officer | Non - commissioned Police Official | | Driver-messenger | |
| 15 | Report Writing | 100446 | Commissioned Fire and Rescue Officer | Registered Nurse (Community Health) | Office Administrator | General Clerk | Security Officer | Electrician | Earthmoving Plant Operator (General) | Commercial Cleaner |
| | | | Acquisitions Manager | Communication Coordinator | ICT Communications Assistant | Library Assistant | Traffic Officer | Plumber | Agricultural Mobile Plant (Equipment) Operator | Aquaculture Farm Worker / Assistant |
| | | | Administrative Attaché | Environmental Health Officer | Building Inspector | Program or Project Administrators | Non - commissioned Police Official | Refrigeration Mechanic | Truck Driver (General) | |
| 16 | Occupational Health and Safety | 94701 | | Environmental Health Officer | Water Plant Operator | | | Electrician | Plant Operator | Commercial Cleaner |
| | | | | Safety, Health, Environment and Quality (SHE&Q) Practitioner | Water Process Controller | | | Plumber | Truck Driver (General) | Water Process Worker |
| | | | | Occupational Safety and Health (OSH) Advisor / Coordinator / Officer/ Professional | | | | Electrician (General) | Road Making Machine Operator | Handyperson |
| 17 | Emotional Intelligence | 91079 | Business Support Manager | Registered Nurse (Community Health) | Building Inspector | General Clerk | Traffic Officer | Electrician | Earthmoving Plant Operator (General) | Commercial Cleaner |
| | | | Commissioned Fire and Rescue Officer | Business Support Project Manager | Office Administrator | Library Assistant | Security Officer | Civil Engineering Constructor | Truck Driver (General) | Electrical or Telecommunications Trades Assistant |
| | | | ICT Project Manager | Librarian | Purchasing Officer | Administration Clerk / Officer | Non - commissioned Police Official | Landscape Gardener | Agricultural Mobile Plant (Equipment) Operator | |
| 18 | Local Government Law and Public Administration | 88946 | Councillor | Communication Coordinator | | General Clerk | Traffic Officer | | | |
| | | | Office Manager | | | Library Assistant | | | | |
| | | | | | Fire Investigator | Administration Clerk / Officer | | | | |
| 19 | Employee Assistance | 77425 | Human Resource Manager | | Employee Wellness Practitioner | | | | | |
| 20 | Fire Fighting—Elementary course | 60087 | Commissioned Fire and Rescue Officer | Park Ranger | Water Plant Operator | Library Assistant | Security Officer | Agricultural Horticulture Worker | Truck Driver (General) | |
| | | | Environmental Health Manager | Environmentalist | Electrical Foreman | General Clerk | Fire Fighter | Electrician | Agricultural Mobile Plant (Equipment) Operator | |
| | | | | Environmental Officer | | Accounts Clerk | Alarm, Security or Surveillance Monitor | Electrician (General) | Driver-messenger | |

Source: LGSETA WSP submissions, 2021

The following key observations apply with regard to skills gaps, as highlighted by the table above:

- The end-user computing skills gap is relevant to all OFO Major groups.
- Financial management skills emerged as the second largest skills gap, predominantly for managers, professionals and clerical support workers.
- The OFO groups with the greatest number of reported skills gaps are managers, technicians and associate professionals, professionals and clerical support workers.
- Elementary occupations have been reported as least relevant for the skills gaps flagged by employers.

The remainder of this section deals with occupational shortages and skills gaps of strategic importance to LGSETA, as informed by research undertaken. These are occupations and skills related to public-private partnerships (PPPs), green manufacturing, local economic development, traditional leadership and infrastructure development for Technical and Vocational Education and Training (TVET) and Community Education and Training (CET) colleges.

PPPs Skills Development Programmes

A recent research study conducted by LGSETA evaluated the role of PPPs in addressing learners/graduates' absorption into the local government labour market (LGSETA, 2021). The majority of the projects undertaken under the PPP agreements entered between local municipalities and private institutions included a skills development component and subsequently, the study emphasised skills development, as well as the extent to which PPPs can enhance youth absorption into the labour market. The local municipalities intended to benefit from the private sector's capital, resources, infrastructure, expertise and skills through these partnerships.

The study found that local municipalities were under-capacitated and required more graduates to complement their existing employee numbers. This lack of capacity also contributed to the failure of several internships and learnerships introduced by LGSETA, due to an inadequacy of personnel to coach the learners. Furthermore, it was indicated that a combination of technical and soft skills, as well as any on-the-job training, would assist in addressing the skills mismatch in South Africa (LGSETA, 2021).

Key occupational groups where skills development opportunities were provided through the PPPs included clerical support workers (41%), professionals (15%), technicians and associated professionals (18%) among others (LGSETA, 2021).

Green Manufacturing Skills

In 2021, LGSETA undertook a study which indicated that a green economy would provide opportunities to create new jobs or change existing ones (LGSETA, 2021). Being an essential component in generating those opportunities, skills interventions should be established in all the stages of development—from childhood development phase to adult phase. These interventions should consist of awareness and training initiatives around the importance of green practices and should also seek to target numerous relevant stakeholders including government, private sector and community members among others.

There is currently a substantial lack of skills for the efficient implementation of the “green economy” in South Africa. Some key skills gaps identified in the study include scientific and engineering skills, as well as skills required at every stage of recycling (such as skills for waste collection and separation and entrepreneurial skills). In addition, it was found that there is a lack of design and technical skills required to adopt and address technical issues arising from new technologies.

Local Economic Development Skills

In 2021, LGSETA commissioned another study to identify skills needs of both cooperatives and SMMEs which are required for the adoption of local economic development. Through quantitative and qualitative data collection methods (surveys and interviews with 1 119 SMMEs and 708 cooperatives), the study found that the key basic skills needs for SMMEs in all sectors include management, communication and human resource skills. SMMEs also require specific technical skills such as information technology, mechatronics, and mechanical engineering skills.

On the other hand, the main skills gaps identified for cooperatives include administrative, marketing, plumbing and managerial (both business and financial management) skills (LGSETA, 2021).

LGSETA also sought to identify any COVID-19 related skills gaps required in cooperatives and SMMEs across South Africa (LGSETA, 2021). The skills gaps identified include occupational health and safety skills, first aid training and digital marketing.

Traditional Leadership Skills

Based on the nature of the traditional leader occupation, the skills gaps will always be critical skills and not occupational shortages (scarce skills). This creates the need to understand its development needs. Therefore, in 2018, LGSETA sought to assess the skills capacity requirements for traditional leadership for the promotion of municipal service delivery. Throughout the study, a skills audit for traditional leadership and its institution was also conducted. During the interviews, all the traditional leaders indicated that they believed that providing them with the relevant training would capacitate them to complete their mandate in a more effective and efficient manner (LGSETA, 2018).

In addition to the above, the traditional leaders identified several skills needs during the consultations, which include communication, record management, information management, financial management, report writing, project management, team building, administration, policy and regulation, presentation, land-use management, public management, and conflict-resolution skills among others (LGSETA, 2018).

TVET and CET Colleges' Infrastructure Development Skills

A research study was conducted in 2021 to investigate the infrastructure constraints faced by TVET and CET colleges across South Africa. The findings showed that there were significant opportunities available for capacity building in educational institutions. These include skills training programmes for all the stakeholders involved and linked to the CET and TVET colleges (LGSETA, 2021).

The study also explored the impact of COVID-19 on the classes, equipment and infrastructure requirements across the colleges (LGSETA, 2021). It revealed that the pandemic had a significant impact on educational institutions owing to a lack of equipment and skills required to provide remote learning opportunities to the learners during the period. This has resulted in an accelerated need to equip learners, lecturers, and administrative employees with the relevant ICT skills. The latter will enable the ongoing operations of the institutions during the pandemic and will also enhance the quality of learning programmes provided. Teaching and administrative staff should be capacitated to handle both the virtual and face-to-face environments.

3.3 EXTENT AND NATURE OF SUPPLY

The supply of skills in this context refers to the formation of skills through education and training institutions, and how they flow into the various occupations in the sector. The educational profile shown in Table 1-12 (Chapter 1) shows that the sector draws on employees across the educational spectrum. While an argument can be made that the profile should include a higher proportion of employees from higher NQF levels, the reality is that skills are supplied from basic education, TVET, higher education and other learning institutions. As a result, a high-level analysis of entrants into the labour market is not useful for planning purposes in the context of the SSP. Instead, the flow of skills in key occupations is assessed so that the extent and nature of supply is ascertained at an occupational level. The Strategic Occupations List was used to filter the supply and areas of concern are noted.

The first step in determining the supply of skills into the strategic occupations is to identify what the **learning pathway** is for each occupation. The National Career Advisory Portal is an integrated online self-help career information portal. It contains information on occupations, learning pathways, public further and HEIs and the qualifications they offer (www.ncap.careerhelp.org.za). The learning pathways were concentrated into the most significant area of subject matter specialisation as per the Classification of Educational Subject Matter (CESM). The link to a CESM category enabled supply data to be drawn from the Higher Education Management Information system (HEMIS).

The indicators for the supply of skills in these learning areas were based on the changes in enrolment and graduate numbers expressed as a percentage. The reason is that expressing the numbers in absolute terms is not useful as the proportion of skills that will flow into local government from the pool is not known (with the exception of specialised local government programmes). Instead, the changes in supply (up or down) will give an indication on the tightening or loosening of supply constraints on the sector. Where there is a specific or specialised programme tied to the occupation, the actual numbers are cited where possible.

It is important to acknowledge that the measurement of the supply of skills is a difficult exercise. There are a number of factors that confound the analysis, the most significant are:

1. Often the pathway into a given occupation is nebulous. There is not necessarily a specific qualification or learning stream that feeds an occupation. For example: Office Manager (2017-134904) is a fairly generic management occupation. While there are competencies that are common to incumbents in the role, their respective paths could have come through any number of educational or professional nodes. For occupations where defining a learning pathway is not possible, they are excluded from Table 3-5.
2. There are also occupations where, even if there is a strong utilisation of a qualification, the requirements for employment are more dependent on **experience** (abbreviated to “Exp.” in the following table). In such a case, the number of graduates specialising in the designated subject area is less valuable than the dynamics within the occupations that feed into it. For example, a supply chain manager will be more affected by the dynamics within their occupation than the respective supply chain qualifications.

Table 3-5 shows each priority occupation with the most significant CESM code representing the learning pathway and enrolment/graduation data (as % change from 2018 to 2019 and as the raw value for 2019). The table shows the reliance on experience as a job requirement (point 2 above). Where this value is high, the impact of the graduate and enrolment figures will take much longer to diffuse into the occupation.

Table 3-5 Extent and Nature of Supply into Strategic Occupations for LG Sector (2018 – 2019)

| OFO | Occupation | No. of posts | Supply | | | | |
|-------------|---------------------------------|--------------|------------------------------|-------------------------------|------|--|---|
| | | | Learning Pathway (CESM CODE) | Code Linked Qualification | Exp. | % Change of Enrolments between 2018-2019 (& 2019 raw figure) | % Change of Graduates between 2018-2019 (& 2019 raw figure) |
| 2019-111203 | General Manager Local Authority | 47 | 190301 | 190301: Public Administration | High | 1,11% (22112) | 0,48% (5855) |

| OFO | Occupation | No. of posts | Supply | | | | |
|-------------|-------------------------------------|--------------|------------------------------|---|------|--|---|
| | | | Learning Pathway (CESM CODE) | Code Linked Qualification | Exp. | % Change of Enrolments between 2018-2019 (& 2019 raw figure) | % Change of Graduates between 2018-2019 (& 2019 raw figure) |
| 2019-121902 | Corporate Services Manager | 137 | 401 | 040101: Business Administration and Management, General | High | -10,05% (78598) | -4,89% (17373) |
| | | | | 040102: Purchasing, Procurement/Acquisitions and Contracts Management | | | |
| | | | | 040103: Logistics and Materials Management | | | |
| | | | | 040104: Office Management and Supervision | | | |
| | | | | 040105: Operations Management and Supervision | | | |
| | | | | 040106: Non-Profit/Public/Organisational Management | | | |
| | | | | 040107: Customer Service Management | | | |
| | | | | 040108: E-Commerce | | | |
| | | | | 040109: Transportation/Transportation Management | | | |
| | | | | 040110: Project Management | | | |
| | | | | 040199: Business Administration, Management and Operations, Other | | | |
| 2019-121101 | Finance Manager | 250 | 402 | 040201: Accounting | High | -6,23% (90820) | -3,29% (18436) |
| | | | | 040202: Auditing | | | |
| | | | | 040203: Accounting and Finance | | | |
| | | | | 040299: Accounting and Related Services, Other | | | |
| 2019-121103 | Credit Manager | 45 | 40607 | 040607: Credit Management | Me. | -0,73% (406) | 62,96% (132) |
| 2019-132401 | Supply Chain Manager | 16 | 40102 | 040102: Purchasing, Procurement/Acquisitions and Contracts Management | High | -23,09% (369) | -18,26% (115) |
| 2019-333905 | Supply Chain Practitioner | 99 | 40102 | 040102: Purchasing, Procurement/Acquisitions and Contracts Management | Low | -23,09% (369) | -18,26% (115) |
| 2019-121104 | Internal Audit Manager | 96 | 40202 | 040202: Auditing | High | -0,47% (9410) | -5,79% (2860) |
| 2019-242211 | Internal Auditor | 212 | 40202 | 040202: Auditing | Low | -0,47% (9410) | -5,79% (2860) |
| 2019-121905 | Programme or Project Manager | 206 | 40110 | 040110: Project Management | High | 0,06% (2119) | 13,69% (907) |
| 2019-134918 | Water Production and Supply Manager | 21 | 80705 | 080705: Water Resources Engineering | High | 15,16% (1261) | -4,13% (315) |

| OFO | Occupation | No. of posts | Supply | | | | |
|-------------|---------------------------------------|--------------|------------------------------|--|------|--|---|
| | | | Learning Pathway (CESM CODE) | Code Linked Qualification | Exp. | % Change of Enrolments between 2018-2019 (& 2019 raw figure) | % Change of Graduates between 2018-2019 (& 2019 raw figure) |
| 2019-313201 | Water Plant Operator | 865 | Learnerships | | Low | | |
| 2019-313203 | Water Process Controller | 650 | Learnerships | | Low | | |
| 2019-215101 | Electrical Engineer | 69 | 80901 | o80901: Electrical, Electronics and Communications Engineering | Low | -0,41% (80901) | 2,87% (3647) |
| 2019-311301 | Electrical Engineering Technician | 169 | 80901 | o80901: Electrical, Electronics and Communications Engineering | Low | -0,41% (80901) | 2,87% (3647) |
| 2019-214202 | Civil Engineering Technologist | 140 | 807 | o80701: Civil Engineering, General | Low | 3,07% (18516) | 8,19% (3190) |
| | | | | o80702: Geotechnical Engineering | | | |
| | | | | o80703: Structural Engineering | | | |
| | | | | o80704: Transportation and Highway Engineering | | | |
| | | | | o80705: Water Resources Engineering | | | |
| | | | | o80799: Civil Engineering, Other | | | |
| 2019-311201 | Civil Engineering Technician | 612 | 807 | o80701: Civil Engineering, General | Low | 3,07% (18516) | 8,19% (3190) |
| | | | | o80702: Geotechnical Engineering | | | |
| | | | | o80703: Structural Engineering | | | |
| | | | | o80704: Transportation and Highway Engineering | | | |
| | | | | o80705: Water Resources Engineering | | | |
| | | | | o80799: Civil Engineering, Other | | | |
| 2019-541201 | Traffic Officer | 2533 | N/A | | Low | N/A | |
| 2019-541101 | Fire Fighter | 2759 | Learnerships | | Low | | |
| 2019-541902 | Emergency Service and Rescue Official | 4 | 90718 | o90718: Emergency Medicine | Low | 5,08% (1058) | 12,35% (190) |
| 2019-671101 | Electrician (General) | 613 | Trade | | Low | | |
| 2019-642601 | Plumber (General) | 760 | Trade | | Low | | |

| OFO | Occupation | No. of posts | Supply | | | | |
|-------------|--|--------------|--|---|------|--|---|
| | | | Learning Pathway (CESM CODE) | Code Linked Qualification | Exp. | % Change of Enrolments between 2018-2019 (& 2019 raw figure) | % Change of Graduates between 2018-2019 (& 2019 raw figure) |
| 2019-242103 | LED Officer/Coordinator | 165 | Learnerships on Local Economic Development | | Low | | |
| 2019-263101 | Economic Advisor | 30 | 404 | 040401: Economics, General | Med | 1,24% (20200) | 1,19% (4117) |
| | | | | 040402: Applied Economics | | | |
| | | | | 040403: Managerial Economics | | | |
| | | | | 040404: Econometrics and Quantitative Economics | | | |
| | | | | 040405: Development Economics and International Development | | | |
| | | | | 040406: International Economics | | | |
| | | | | 040407: Natural Resource Economics | | | |
| | | | | 040499: Economics, Other | | | |
| 2019-134401 | Social Services Manager | 43 | 2007 | 200701: Sociology | High | 0,96% (11457) | -8,11% (2554) |
| | | | | 200702: Demography and Population Studies | | | |
| | | | | 200703: The Sociology of Developing Societies | | | |
| | | | | 200799: Sociology, Other | | | |
| 2019-216401 | Urban and Regional Planner | 165 | 20201 | 020201: City/Urban, Community and Regional Planning | Med | 5,02% (1953) | -1,96% (626) |
| 2019-351302 | Geographic Information Systems Technicians | 77 | 140501 | 140501: Geography | Low | -4,26% (5093) | 3,03% (1212) |
| 2019-311203 | Town Planning Technician | 63 | 20201 | 020201: City/Urban, Community and Regional Planning | Low | 5,02% (1953) | -1,96% (626) |

Source: HEMIS (2018), HEMIS (2019), WSP (2021), NCAP (n.d.)

Based on the above, the following flags have been raised:

1. Almost half of the occupations (9 out of 21) demonstrate a decline in the number of enrolments between 2018 and 2019. Of these, two (corporate services manager, supply chain practitioner) have double digit rates of decrease.
2. There was a sharp increase in the supply of credit managers, with graduations increasing by 62% to 132 in 2019.
3. There was a significant decrease in both enrolments and graduations for occupations (23% and 18% respectively) relating to supply chain manager and supply chain practitioners. There were more than three times more enrolments than there were completions in the same period.
4. The supply of water production and supply managers decreased by 4% to 315 in 2019. Enrolments in the same period were 1 261—an increase of 15,16% from 2018.
5. With regard to key auditing occupations, namely internal auditor and internal audit manager, the supply of these skills decreased by 6% each.

6. There was a 14% increase in the number of learners completing project management qualifications, however, the percentage increase in enrolments was only slight (0,06%).
7. The supply of electrical skills is slowly increasing.
8. LED is a KPA for municipalities. While there are learnerships for LED, it is not a defined learning pathway into a specific role. An analysis by the University of Pretoria (2017) found that there was a very low level of investment in LED learnerships and they are not necessarily implemented in a manner that will generate change. This is flagged for urgent development.
9. The number of learners completing economic advisory qualifications has increased slightly, while those completing qualifications for geographic information systems technicians have also increased.
10. Qualifications for social services manager saw an increase in enrolments and a decrease in completions. Urban and regional planner and town planning technician saw equal increases in the number of enrolments, but a decrease in the number of completions.

The matric pass rate for 2020 was 76,2%, down from 78,2% in 2019. However, more learners matriculated in 2020 (440 702) than in 2019 (400 761). This means the PSET system potentially received more entrants in 2021, necessitating an improvement in graduation rates and time-to-completion to free up space for the ever-increasing matriculant pool.

Limitations on movement and social distancing may lead to exponential growth in online learning, where short courses and micro-learning becoming an increasingly popular means of upskilling and re-skilling (Rasool, 2020). In many countries, blended learning, which incorporates both face-to-face and online learning methods, has been introduced to enhance the quality of education⁹. This method of learning could enable the SETA to continue to meet the demand for skills and training in the sector, even during the pandemic.

The following qualifications were developed by LGSETA ETQA department to support development of skills and supply and are awaiting registration from QCTO:

Table 3-6 Developed Qualifications

| No. | Qualification | Submitted |
|-----|--|-----------|
| 1 | Occupational Qualification Disaster Risk Officer | 2021 |
| 2 | Occupational Qualification Air Quality Technician | 2021 |
| 3 | Occupational Qualification Business Development Practitioner | 2019 |
| 4 | Occupational Qualification Water Liaison Practitioner | 2019 |
| 5 | Occupational Qualification Water and Sanitation Coordinator | 2019 |
| 6 | Occupational Qualification Financial Administration Manager | 2019 |

In addition, the following LGSETA qualifications were registered in the past year, and together with the existing list of LGSETA registered qualifications and learnerships in Annexure B, seek to address identified skills needs.

Table 3-7 LGSETA New Qualifications Registered

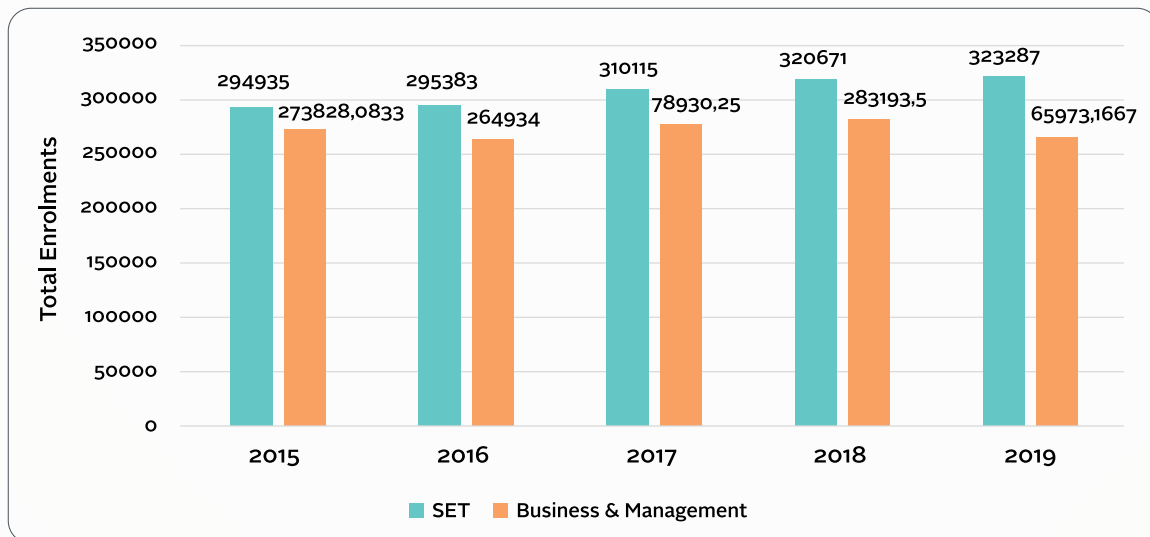
| Qualification | NQF Level | Credits | NLRD No. | Registration End Date |
|--|-----------|---------|----------|-----------------------|
| Occupational Certificate: Electrician | 4 | 360 | 91761 | 2023-06-30 |
| Occupational Certificate: Environmental Science Technician | 6 | 467 | 99508 | 2023-06-30 |
| Occupational Certificate: Firefighter | 4 | 149 | 98991 | 2023-06-30 |
| Occupational Certificate: Valuer (Municipal Property Assessor) | 5 | 120 | 99700 | 2023-06-30 |
| Occupational Certificate: Water Infrastructure Manager | 8 | 304 | 104623 | 2023-09-12 |
| Occupational Certificate: Water Process Controller | 3 | 181 | 102255 | 2025-02-26 |
| Occupational Certificate: Water Reticulation Practitioner | 4 | 236 | 102581 | 2023-06-30 |

⁹ <https://theconversation.com/education-post-covid-19-customised-blended-learning-is-urgently-needed-138647>

3.3.1 Enrolments and Completions

The local government sector occupations are most likely to draw from the Science, Engineering and Technology (SET) as well as business and management fields at higher education levels. Figure 3-2 and Table 3-8 show the potential supply of skills for municipalities based on enrolments at public HEIs from 2015 to 2019 and private HEIs and colleges in 2019.

Figure 3-2 Total enrolments in SET and Management and Business in public HEIs, 2015 -2019



Source: HEMIS, 2019

Since the enrolment ratios set by the National Plan for Higher Education (NPHEI) in 2001, there has been steady enrolment in SET and business and management in proportion to humanities and education. Private HEIs are also playing a significant role in contributing to increased access in areas as indicated in Table 3-8.

Table 3-8 Enrolments in LG sector related fields in private HEIs and private colleges 2019

| Field of study | Enrolments | |
|---|--------------|------------------|
| | Private HEIs | Private Colleges |
| Agriculture and Nature conservation | 260 | 796 |
| Business, commerce and management studies | 122 526 | 16 273 |
| Communication studies and language | 7 831 | 111 |
| Manufacturing, engineering and technology | 289 | 1 782 |
| Health sciences and social services | 2 547 | 1 605 |
| Services | 3 572 | 4 593 |
| Physical planning and construction | 235 | 2 770 |

Source: (DHET, 2019)

TVET colleges and private colleges are playing their part in contributing to skills for the sector, through the National Certificate Vocational (NCV) and occupational programmes. Table 3-9 highlights enrolments in relevant programmes for the sector in TVET colleges for 2019.

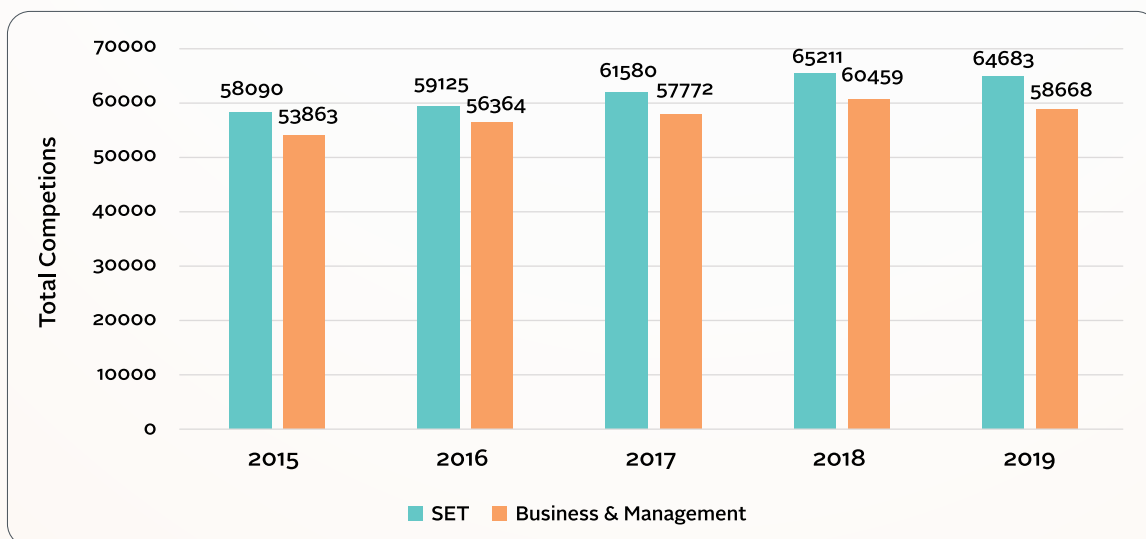
Table 3-9 Enrolments in LG sector relevant programmes in TVET colleges in 2019

| Programme | Enrolment |
|---|-----------|
| Civil Engineering and Building Construction | 9 639 |
| Electrical Infrastructure and Construction | 16 963 |
| Engineering and Related Design | 17 344 |
| Finance, Economics and Accounting | 8 368 |
| Information Technology and Computer Science | 7 745 |
| Management | 6 612 |
| Primary Agriculture | 4 403 |
| Safety in Society | 5 193 |

Source: (DHET, 2019)

Although enrolment in public universities in SET and management and business has been high, graduation figures, which indicate the skills supply for each year, are on the low side, suggesting that the sector has to compete with many other sectors for a limited number of graduates. Cohort analysis by the DHET has shown that a significant number of students do not graduate in minimum time for their programme. Figure 3-3 shows the number of graduates annually from 2015 to 2019 in the requisite sector fields.

Figure 3-3 Graduations in SET and Management and Business in Public HEI's, 2015 – 2019



Source: HEMIS, 2019

3.3.2 Sectoral Priority Occupations and Interventions List

Local and provincial drivers become key to understanding the dynamics and needs of municipalities and the nine provincial workshops highlighted distinct differences between provinces. For example, the vast distances between many of the municipalities in the Northern Cape mean that the supply of skills (in terms of available service providers) becomes more of a challenge than in a smaller more urbanised province like Gauteng. These differences will be articulated in the form of provincial occupational shortages (scarce skills) and skills gaps (top-up skills) lists that will be used to inform discretionary grant allocations.

3.4 SECTORAL PRIORITY OCCUPATIONS PROGRAMMES

The Sectoral Priority Occupations and Interventions (SPOI) List is a key output of the SETA, as 80% of the available discretionary budget must be spent on the identified programmes. It is used by DHET to inform enrolment and infrastructure planning by the Vocational and Continuing Education and Training (VCET) and university branches, as well as contributes to the compilation of the Occupations in High Demand List, published by the department every two years (DHET, 2016).

The Sectoral Priority Occupations and Interventions List was generated via a bottom-up approach, which informed the national list. District specific occupational shortages and skills gaps reports were generated for each province, taking into account indicators for shortages in an occupation; viz. reported occupational shortages, turnover (resignations) and imminent retirement. The SSP together with the SPOI list was reviewed and approved by the LGSETA Board. Table 3-10 shows the approach of LGSETA in developing the list as per the DHET’s guidelines.

Table 3-10 Approach to the Sectoral Priority Occupations and Interventions List

| Question in the SSP Guideline | LGSETA Approach to the Development of the Sectoral Priority Occupations and Interventions List |
|--|--|
| What methods (including consultative process) did the SETA employ in identifying occupations in the sectoral priority occupations? | The list is initially derived from WSP submissions showing occupational shortages, which are analysed on a number of factors to reveal the most strategic and impactful occupations. These factors include total vacancies, number of entities reporting vacancies, the degree of skills related sources of scarcity and staff turnover (nearing retirement and resigned). Stakeholder consultations were conducted across the provinces for validation of the initial analysis in preparation for the Final SSP, which was reviewed by and approved by the LGSETA Board |
| What informed the interventions indicated in the SETA Sectoral Priority Occupations and Interventions List? | The learning pathways identified in Chapter 3.3 were the primary mechanism for identifying the interventions. If the need is based on an occupational shortage, the intervention is based on suitability to close the gap |
| What are the envisaged outcomes from the identified interventions? | In the case of occupational shortages, the envisaged outcomes are an increase in supply into the labour pool for the given occupation to ease the supply constraints. In the case of skills gaps, the identified gap should be closed by the intervention. |
| What informed the quantities indicated in the SETA Sectoral Priority Occupations and Interventions List? | The number of occupational shortages, as assessed in the reported vacancies in WSP submissions, was used as an indicator of quantity |
| Is the SETA Sectoral Priority Occupations and Interventions List ranked in order? If so, what informed ranking? | No. The final occupations included in the Sectoral Priority Occupations and Interventions List can all be considered a high priority |

Table 3-11 2021 Sectoral Priority Occupations and Interventions List

| OFO Code | Occupation | Specialisation | INTERVENTION PLANNED BY THE SETA | ERR Skills Strategy | NQF Level | QUANTITY NEEDED | QUANTITY TO BE SUPPORTED |
|-------------|---------------------------------|---|--|---------------------|-----------|-----------------|--------------------------|
| 2019-642605 | Water Reticulation Practitioner | | National Certificate: Water and Wastewater Reticulation Services, ID 60169 | 7 | 2 | 2000 | 40 |
| | | | National Certificate: Water and Wastewater Reticulation Services, ID 60155 | 7 | 3 | | 40 |
| | | | Further Education and Training Certificate: Wastewater and Water Reticulation Services | 7 | 4 | | 60 |
| | | | RPL: Occupational Certificate: Water Reticulation Practitioner, ID 102581 | 7 | 4 | | 10 |
| | | | Skills Programmes | 4 | 2-5 | | 200 |
| 2019-313201 | Water Plant Operator | -Water Treatment Plant Technician -Water Treatment Plant Operator -Waste Water Plant Operator | National Certificate: Water and Wastewater Treatment Process Operations, ID 58951 | 7 | 2 | 2000 | 40 |
| | | | Further Education and Training Certificate: Water and Wastewater Treatment Process Control Supervision, ID 61709 | 7 | 4 | | 40 |
| | | | RPL: Occupational Certificate: Water Process Controller, ID 102255 | 7 | 3 | | 10 |
| | | | Skills Programmes | 4 | 2-5 | | 200 |
| 2019-121101 | Finance Manager | -Chief Financial Officer (CFO) | Bursary: Bachelor of Accounting | 7 | 7 | 100 | 30 |
| | | | Bursary: Bachelor of Accounting Hons | 7 | 8 | | 30 |
| 2019-121104 | Internal Audit Manager | | Bursary: Bachelor of Technology: Internal Auditing | 7 | 7 | 100 | 20 |
| | | | Bursary: Bachelor of Internal Auditing Hons | 7 | 8 | | 20 |
| | | | Certificate: Certified Internal Auditing | 7 | 6 | | 10 |
| 2019-216401 | Urban and Regional Planner | -Town Planner | Bursary and Internship: Bachelor of Technology in Town and Regional Planning | 5 | 7 | 100 | 30 |
| | | | Bursary and Internship-Bachelor of Town and Regional Planning Hons | 5 | 8 | | 30 |

| OFO Code | Occupation | Specialisation | INTERVENTION PLANNED BY THE SETA | ERR Skills Strategy | NQF Level | QUANTITY NEEDED | QUANTITY TO BE SUPPORTED |
|-------------|-------------------------|---|---|---------------------|-----------|-----------------|--------------------------|
| 2019-335913 | Building Inspector | | Bachelor of Construction: Construction Management | 7 | 7 | 100 | 60 |
| 2019-214201 | Civil Engineer | -Water and Wastewater Engineer -Construction Engineer -Transport Engineer -GIS and Landuse Management Engineer | Bursary: Bachelor of Engineering: Civil Engineering specialising in: - Environmental Engineering - Construction Management - Water - Transport - Urban Engineering | 7 | 7 | 500 | 100 |
| | | | Candidacy: Bachelor of Civil Engineering in specialisation area | 5 | 7 | | 50 |
| 2019-215101 | Electrical Engineer | -Power Distribution Engineer | Diploma: Electrical Engineering; Bachelor: Electrical Engineering | 7 | 7-8 | 100 | 40 |
| | | | WIL - HET ND: Electrical Engineering | 5 | 6 | | 20 |
| 2019-671101 | Electrician | -Construction Electrician -Electrician (Engineering) -Electrician (General) -Electrical Fitter | Apprenticeship: Electrician | 5 | 2-4 | 200 | 50 |
| | | | Electrical Engineering | 5 | 2 | | 20 |
| | | | Electrical Engineering | 5 | 3 | | 20 |
| | | | Electrical Engineering | 5 | 4 | | 20 |
| 2019-213302 | Environmental Scientist | -Environmental Water Use Specialist -Environmental Officer -Environmental Consultant/ Advisor | Bursary: Bachelor of Science in Environmental Sciences | 7 | 7 | 100 | 20 |
| | | | Bursary: Bachelor of Science in Environmental Sciences Hons | 7 | 8 | | 10 |
| | | | Occupational Certificate: Environmental Science Technician | 7 | 6 | | 10 |

3.5 CONCLUSION

A comprehensive analysis of WSP data and existing research projects, revealed a series of skills needs both in terms of occupational shortages (scarce skills) and skills gaps (top-up skills). The areas of concern include:

- Finance and compliance positions (such as internal audit manager and finance manager) are included in the top 20 occupational shortages. The data reveals that the highest occupational shortage within the finance and compliance category is finance manager. This highlights issues raised by the AG regarding poor capacitation of the audit and finance functions at municipalities.
- A number of technical occupations (e.g. electrical engineer, civil engineer, and electrician) have been flagged as shortages; this underlines a key source of service delivery issues in local government and the importance of skills development to bolster capability and capacity in these areas.
- A number of key water and environmental services related occupations have been flagged as hard to fill, including water reticulation practitioner, water plant operator and environmental scientist. The consistent supply of water and sanitation services is vital in the context of COVID-19.

Several occupational shortages were identified from which the Sectoral Priority Occupations and Interventions List was generated. This will be used to inform the much of the interventions of LGSETA's funding will be allocated to.

CHAPTER 4

SETA PARTNERSHIPS

The definition of a partnership as outlined in the SSP Framework states that it is “A collaborative agreement between two or more parties intended to achieve specified outcomes directed towards addressing mutually inclusive skills priorities or objectives within a specified time frame”. The LGSETA has developed a Strategic Partnership Model that was approved by the Board in 2021. This model provides a guideline for entering into strategic partnerships that form part of a value chain approach that embraces research, planning, development of interventions, implementation and beneficiaries to meet the skills demand and supply needs affecting the local government sector. It further guides the process identification of key role-players as indicated in Chapter 1. Strategic partnerships that are effective are aimed at harnessing synergies through maximizing strengths and capabilities towards achieving a shared mandate towards making greater impact in the local government sector.

4.1 EXISTING PARTNERSHIPS

As a result of the new LGSETA Strategic Partnership Model, the established partnerships listed in Table 4-1 are being reviewed to align to the new strategy.

Table 4-1 Outputs from Current Partnerships in Pursuance of the NSDP Goals

| Name of Organisation | Term and Duration of Partnership | Objectives of Partnership |
|---|--------------------------------------|--|
| South African Institute of Civil Engineering (SAICE-PDP) | 1 Apr 2019 – in process of renewing | To attract employed learners including technicians to obtain professional qualifications to study engineering in specialised areas including pipeline of GIS technicians and making LG career of choice; To support candidacy and bursaries in local government sector and registration with Professional Body; To address NSDP 2030 Objective 1 and LGSETA Strategic Focus on Enhancing Infrastructure and Service Delivery |
| South African Council for Planners (SACPLAN) | 1 Apr 2019 – in process of renewing | To attract employed learners to obtain professional qualifications including pipeline of Town Planners and making LG career of choice; To support candidacy and bursaries in local government sector and registration with Professional Body; To monitor and grow the pipeline of town planners and support LGSETA Strategy on Promote Spatial Transformation and Inclusion |
| South African Geomatics Institute (SAGI) | 1 Apr 2019 – in process of renewing. | To support candidacy and bursaries in local government and registration with Professional Body; To support employed learners including GIS related professionals on skills development programmes to enhance the skills base and making LG career of choice; To monitor and grow the pipeline for GIS professionals and support occupations to address NSDP Objective 1 and LGSETA Strategy to Enhance Infrastructure |
| South African Local Government Association (SALGA) | 1 Apr 2019 – in process of renewing | To support councillor induction and development programmes; To assist the coordination and implementation of interventions for councillors and municipal officials based on specific needs; To address LGSERA strategic focus areas in governance, leadership and management, service delivery and planning |
| Municipal Infrastructure Support Agent (MISA) | 1 Apr 2019 – in process of renewing | To support training of technicians linked to infrastructure initiatives including land surveyors, town planners and GIS technicians through RPL and bursary interventions; To support LG infrastructure implementation projects which are aligned to occupations in NSDP Objective 1 and LGSETA Strategy Enhance Infrastructure and Service Delivery. |
| Independent Municipal and Allied Trade Union (IMATU) | 14 Dec 2020 – 14 Nov 2021 | To support worker development interventions including RPL interventions and Worker Leadership Programme to strengthen worker relationships; To address NSDP Objective Encourage and support worker-initiated training to create better relationships with management |

| Name of Organisation | Term and Duration of Partnership | Objectives of Partnership |
|--|--------------------------------------|--|
| South African Municipal Workers' Union (SAMWU) | 1 Apr 2019 – in process of renewing | To support worker development interventions including training of shop steward through RPL interventions and Worker Leadership Programme to strengthen relationships; To support NSDP Objective to encourage and support worker-initiated training to create better relationships with management |
| Department of Co-operative Governance and Traditional Affairs (CoGTA) | 1 Apr 2019 – in process of renewing | To play an oversight and support role over municipalities through competency training programmes of municipal officials to deliver on their role and mandate; To support LGSETA strategic focus areas on governance, leadership and management, service delivery and planning |
| National Treasury | 1 Apr 2019 – in process of renewing | To provide an advisory role on latest trends and developments regarding financial management capacity of key occupations through co-funding projects; To support financial management related occupations through bursary, internship and skills programmes; To collaborate on AG findings to support LGSETA Strategy; Promote sound financial management and financial viability |
| Association of Chartered Certified Accountants (ACCA) | 30 Aug 2020 – 30 Nov 2023 | To support candidacy interventions for municipal accountants to be registered with professional body |
| Department of Water and Sanitation | 1 Apr 2019 – in process of renewing | To provide oversight and advise on programmes relating to key water and sanitation related occupations including RPL, learnerships and OFO codes; To collaborate on water qualification initiatives that support NSDP Objectives 1; Identify and increase production of occupations in high demand |
| Water Academy | 01 Aug 2020 – 30 Jun 2022 | To analyse water service skills needs in municipalities to determine status of water services in municipalities and identify key interventions to address skills gaps of personnel |
| Department of Small Business Development | 30 Nov 2019 – in process of renewing | To support SMMEs and community- based organisations on community development and training related interventions in the LG sector; To support NSDP Objective 6 and address research recommendations linked to LED which is mandate of local government |
| Department of Tourism | 1 Oct 2019 – 30 Sep 2022 | To collaborate and support implementation of the Tourism Sector HRD Strategy 2017-2027 and local economic development skills needs linked to local government; To support NSDP Objective 6 linked to local government initiatives relating to LED and SMME skills interventions |
| Public Universities: NWU, UWC, VUT, CPUT, CUT TUT | See Appendix A | To collaborate on priority occupations in local government in key priority areas through bursaries; To grow and monitor pipeline of priority occupations to support NSDP Objective 1 and strategy; Enhance Infrastructure and Service Delivery and support blended learning methodologies to address impact of COVID-19 |
| Stendon University | 1 Apr 2019 – in process of renewing | To collaborate with the Dutch government in supporting a four-year degree in Disaster Management for disaster management practitioners and WIL component; To grow and monitor pipeline disaster management occupations and support NSDP Objective 1 and strategy to enhance infrastructure and service delivery as well as support blended learning methodologies to address impact of COVID-19 |

| Name of Organisation | Term and Duration of Partnership | Objectives of Partnership |
|--|--------------------------------------|--|
| TVET Colleges: Mopani, Lephalale, Letaba, Taletso, Orbit, Vuselela, Mnambithi, Umfoloji, South West, False Bay, Majuba, Gert Sibande, West Coast, Lovedale, King Sabatha Dalindyebo | See Appendix A | To collaborate and support implementation of skills interventions for LG sector including placement of learners for work; WIL, bursaries, development of lecturers; learnerships, skills programmes, artisan development and RPL; To grow and monitor the pipeline of priority occupations in local government and support NSDP Objective 4 and strategy to enhance infrastructure and service delivery as well as blended learning methodologies to address impact of COVID-19 |
| Services SETA | 5 Feb 2020 – ongoing | To promote SMME support in local government context; To support NSDP Objective 6 regarding support entrepreneurship (SMEs) and cooperative development |
| Association of Skills Development of South Africa | 31 Mar 2021 – in process of renewing | To support professional development of skills development facilitators/practitioners including mentoring of SDFs in LG. To support professionalisation of SDFs aimed professionalising the municipal workforce as stated in NDP 2030 |

The following successes and challenges of the current partnerships are described below:

Successes of Current Partnerships

Overall, LGSETA has yielded successful results with partnerships despite challenges experienced. Partnerships with SALGA and COGTA are regarded as successful based on the interventions aimed at improving municipal efficiency, governance and quality of decision-making. Programmes with national departments focused on bridging skills gaps and targeted unemployed learners. The SETA's successful facilitation of workplace learning and candidacies through its partnerships with professional bodies such as SAICE, focused on the pipeline of strategic occupations and skills gaps in municipalities. Despite the small scale of these programmes, several cohorts of learners have been trained successfully. The SETA's partnerships with TVETs, public universities and research institutes have ensured that learners are certified and gain access to workplace experience in the sector. Blended learning methodologies continue to be utilised and implemented to address the impact of COVID-19.

Challenges with Current Partnerships

The partnerships with SALGA and COGTA have focused on improving municipal efficiency, but the outcome of the Auditor-General's 2020 report still highlights that there are serious challenges across municipalities to improve service delivery and retention of knowledge and skills. Whilst skills gaps have been addressed through partnerships with infrastructure and finance professional bodies, the cost of the three-year candidacy programme is high, and the absorption and placement of graduates remains an issue despite an increase in the number of professionals. As part of the new LGSETA Strategic Partnership Model, monitoring and evaluation of partnerships will measure successes and identify challenges and areas of improvement more timeously to be addressed.

LGSETA's partnerships with trade unions experienced challenges with the implementation of the RPL programmes and resulted in high drop-out rates, especially among the NEET group. Similar problems were experienced with the administration of RPL and learnerships in the Department of Water and Sanitation. As a result of COVID-19, some TVET colleges such as Vuselela TVET College and Eastern Cape Midlands TVET college experienced contracting difficulties, which meant that the TVET college could not finalise submission of documents. Currently, all projects have been delayed but a process is underway to ensure strategic partnerships are aligned to the new strategy that includes the District Development Model's nine broad municipal service delivery areas, top 10 SPOI list, Economic Reconstruction and Recovery skills plan priorities and the Discretionary Grant Framework priorities.

4.2 PLANNED PARTNERSHIPS

The following planned strategic partnerships in Table 4-2 are in line with the LGSETA Strategic Partnership Model.

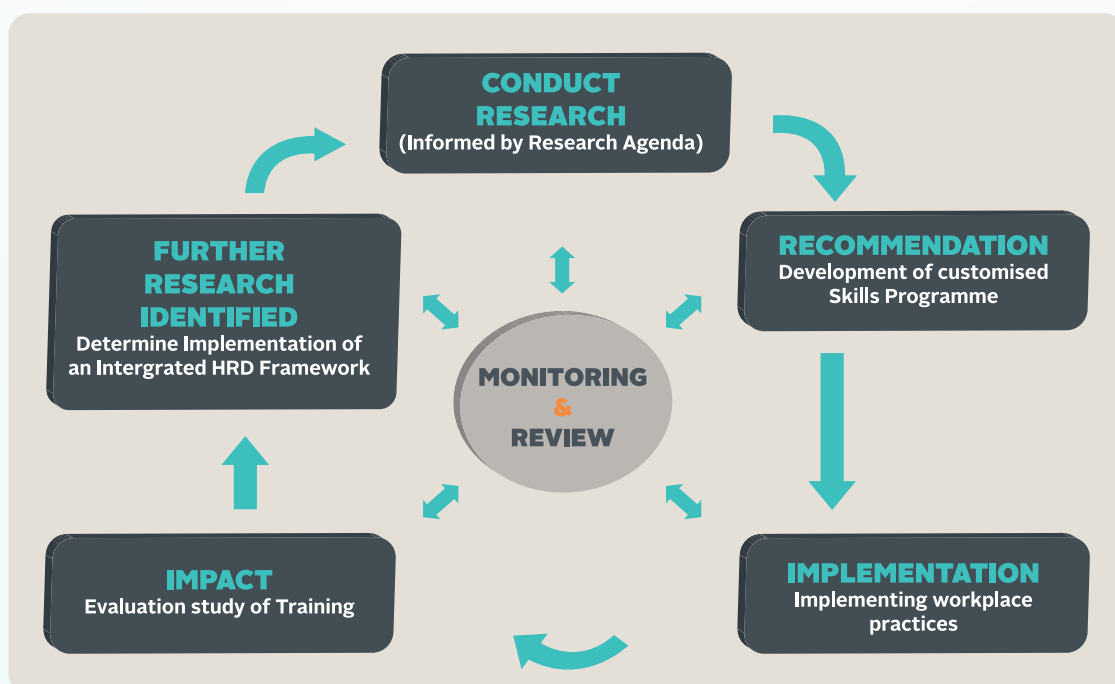
Table 4-2 Planned Partnerships

| Name of Organisation | Objectives of Partnership |
|--|---|
| South African Emergency Services Institute (SAESI) | To collaborate on skills training and development opportunities for Emergency Services Personnel to address existing skills gaps and workplace opportunities |
| South African Council for the Property Valuers Profession (SACPVP) | To collaborate on training of property valuers, workplace experience and qualification development |
| Department of Environment, Forestry and Fisheries | To collaborate on LED and green economy initiatives through supporting RPL, Learnerships, Bursary interventions and qualification development informed by research recommendations. |
| Department of Rural Development and Land Reform | To support rural development initiatives through skills development including learnerships linked to NSDP Objectives. |
| Statistics South Africa | To collaborate on municipal initiative to establish data sources for a strategic data analytics platform to improve the quality of data from municipalities. |
| National Disaster Management Centre | To collaborate on disaster management skills interventions in local government and address impact of COVID-19 |
| National School of Government | To collaborate on skills interventions contextualised for LG and offered by the NSG using blended learning opportunities to address the impact of COVID-19. |
| New York University | To collaborate on the implementation of smart cities. |

LGSETA’s Most Successful Partnership Approach

The University of Stellenbosch’s School of Public Leadership (SPL, 2017) assessed the challenges facing the SDF in implementing skills development plans. Informed by the recommendations of the research, a customised skills programme titled “HRD for Good Municipal Governance” was developed and implemented over a three-year period 2018/2019 – 2020/2021. The programme targeted municipal employees namely SDFs, HR officials and labour forum members, which resulted in a total of 1145 personnel trained. The success of this programme led to its documentation in a cyclical model for other programmes. The next phase of the cycle is planned for 2022/23 and will look at programmes to assess the training at the municipalities.

Figure 4-1 Evidence-based Model for Implementing Research



4.3 CONCLUSION

Partnerships are an important service delivery mechanism that the SETA uses to improve implementation of various programmes and interventions which contribute to the achievement of its strategic focus areas, and overcoming occupational shortages and skills gaps identified in the sector. The SETA has formed successful partnerships with various organisations and institutions, which are currently in the process of review informed by the Strategic Partnerships Model. Potential partnerships with the objective of responding to the COVID-19 pandemic should be explored. The DDM creates an opportunity to inform the creation of future strategic partnerships that address skills planning and development across the nine municipal service areas as mentioned in Chapter 1. Through the support of learnerships and workplace experience, using partnerships with TVETs and professional bodies to name a few, the SETA achieves NSDP 2030 objectives and LGSETA strategic focus areas. LGSETA will continue to monitor and review all partnerships on a regular basis (quarterly) to determine any implementation issues and gaps so that these are addressed timeously.

CHAPTER 5

SETA MONITORING AND EVALUATION

5.1 INTRODUCTION

This chapter focuses on the status of Monitoring and Evaluation (M&E) at the LGSETA, it also analyses how effective monitoring and evaluation has been and what has been done to address the challenges of M&E.

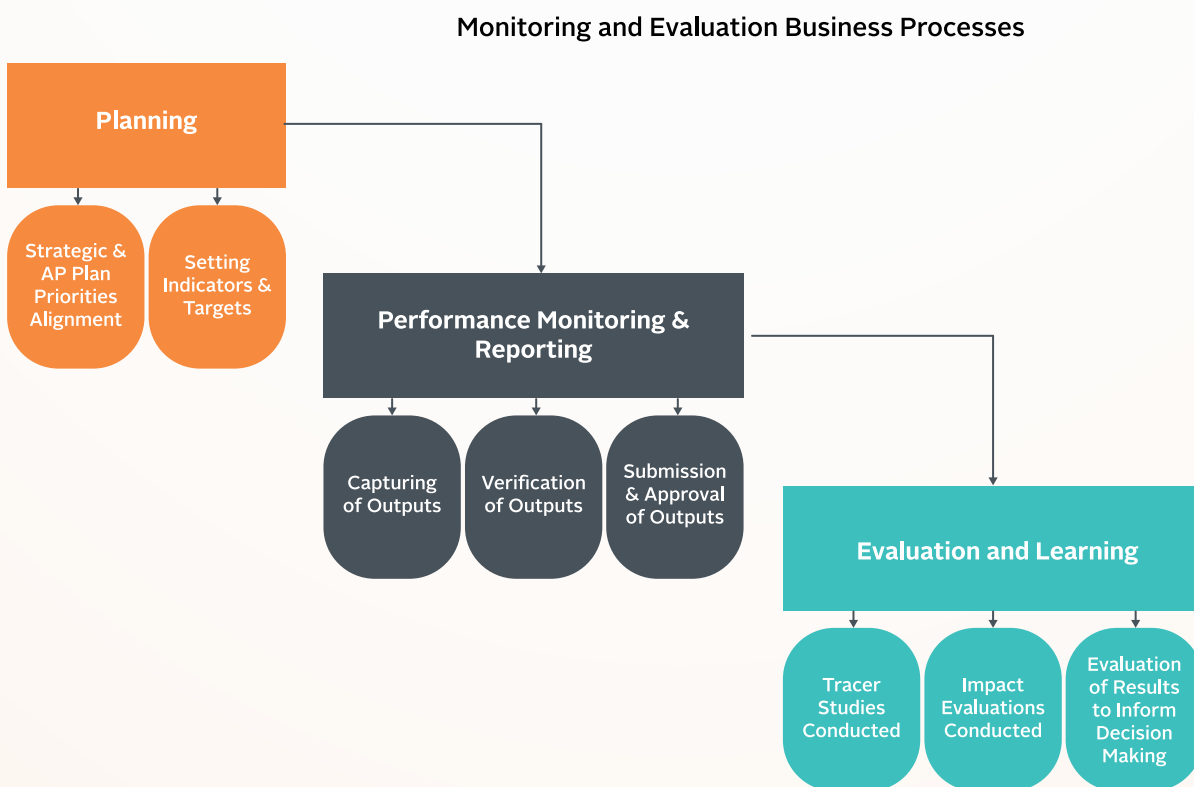
5.2 SECTOR SKILLS PLANNING REFLECTIONS

The LGSETA's Monitoring and Evaluation department plays a critical role in ensuring the SETA internal control mechanisms comply with relevant performance planning laws and regulations. The most significant changes to the internal control mechanisms include a draft LGSETA Performance Information Management Policy and M&E Framework, which are aimed at promoting relevant, accurate, timely, accessible, interpretable, coherent, methodologically sound and integrity performance information to inform decision making and implementation regarding the implementation of the SETA programmes.

Previous Financial Year's Strategic Priorities—Level of Effort

In order to address the previous financial year's strategic priorities, the LGSETA monitoring and evaluation processes are outlined in Figure 5.1 below, which illustrates the what, why and how of monitoring and evaluation and its application to strengthen the SETA internal control mechanisms.

Figure 5-1 M&E Business Processes



The monitoring and evaluation processes as stated in Figure 5.1, are further elaborated below with a brief explanation of the workflow indicating what will be monitored and what will be evaluated, and how the monitoring reports and evaluation reports are used.

Table 5.1 Overview of M&E Activities

| M&E Pillar | Key Activities | Description |
|------------------------------------|--|--|
| Planning | Strategic Plan, Annual Performance Plan priorities alignment | This involves the monitoring and evaluation identifying and aligning indicators and targets that the SETA aims to achieve in the upcoming financial year as stated in the MTSF, SETA Strategic Plan and Annual Performance Plan |
| | Setting indicators and targets | |
| Performance Planning and Reporting | Capturing of outputs | This refers to monitoring and tracking of the SETA's set indicators and targets and verification and validation of outputs stated in the SETA Strategic Plan and Annual Performance Plan |
| | Validation and Verification of outputs | |
| | Submission and approval of outputs | |
| Evaluation and Learning | Conduct tracer studies on completed learning interventions | This addresses the formative assessment of the original strategic assumptions made when the LGSETA's SSP, SP and the APP were designed to show how the SETA implementation of the strategy has been achieved and inform decision making by various programmes, departments, the board and ultimately the shareholder desired results |
| | Conduct evaluations on achievement of outcomes and impacts | |
| | Utilisation of evaluation results for planning and decision making | |

Progress Status on Strategic Priorities for Previous Financial Year

Table 5-2 below demonstrates significant progress made against the SETA's strategic priorities achieved and not achieved as stated in the APP and SP for the 2020/21 financial year.

Table 5-2 Strategic Skills Priority Actions Achieved

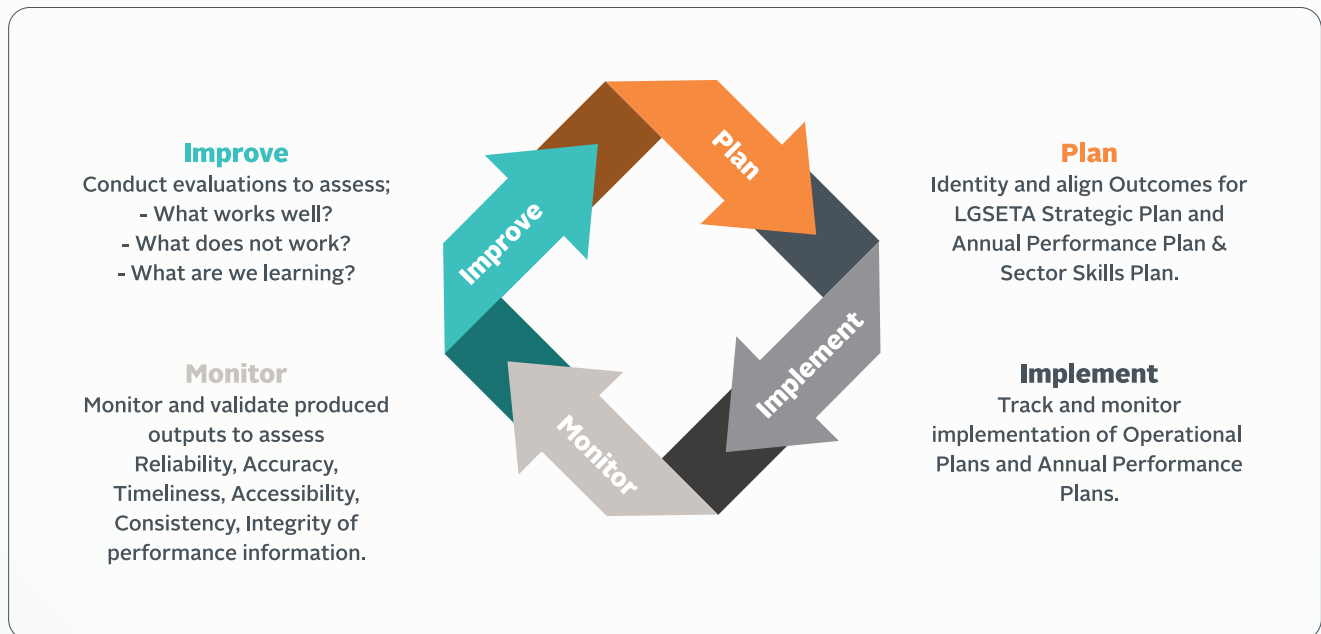
| Strategic Focus Area | Performance indicators (PI) | Achieved Strategic Priorities | Comments |
|--|---|-------------------------------|---|
| Enhancing Good Governance, Leadership and Management Capabilities | Number of trade unions supported through the relevant skills training interventions | 2 | To encourage management and leadership, including councillor development and traditional leadership capacity, the LGSETA supported two trade unions through the relevant skills training interventions and initiated five rural development projects. Furthermore, one applied research report was produced during the year titled: Challenges Faced by Local Government Leadership Councillors That Impede Optimal Functioning in Their Various Portfolios and Enhancing Good Corporate Governance |
| | Number of rural development projects initiated | 5 | |
| | Number of sector research agreements signed for TVET growth occupationally directed | 1 | |
| Promoting Sound Financial Management and Financial Viability | Percentage of vacant positions maintained | 7,58% | The LGSETA maintained a commendable 7,58% vacancy rate and the CEO position was filled during the year under review. To promote sound financial management and financial viability in municipalities, the LGSETA obtained an unqualified audit opinion. Furthermore, one applied research report with a specific focus on addressing the state of financial management in the municipalities was produced |
| | Unqualified audit opinion achieved | 1 | |
| | Identify skills needs for established, emergent co-operatives, small and emerging enterprises through SETA skills planning research | 1 | |

| Strategic Focus Area | Performance indicators (PI) | Achieved Strategic Priorities | Comments |
|---|---|-------------------------------|--|
| Enhancing Infrastructure and Service Delivery | Number of learners completed learning interventions and placed in employment | 63 | Access to enhancing infrastructure and service delivery programmes was facilitated through partnerships with employers, TVET colleges, universities and CET centres. Employers opened workspaces to students (63) placed, unemployed learners in a candidacy programme (61), workers in a learnership programmes (1108), skills programmes (1300) and (151) unemployed learners awarded bursaries. The LGSETA will conduct tracer study evaluations for the above achieved interventions with a view to assessing socio-economic contribution of supported beneficiaries |
| | Number of unemployed learners in a skills programmes (completed) | 1300 | |
| | Number of unemployed learners in a candidacy programme (completed) | 61 | |
| | Number of workers and unemployed learners in learnership programmes (completed) | 1108 | |
| | Number of unemployed learners in an internship (completed) | 51 | |
| | Number of unemployed learners awarded bursaries (completed) | 152 | |
| Enhancing Municipal Planning | Percentage of WSP/ATR submissions approved | 286 | A significant (109%) achievement for Workplace Skills Plans (WSPs) and Annual Training Reports (ATRs) was submitted to the LGSETA in 2020/21. To promote municipal planning in skills planning and delivery, 100 workers were enrolled in AET programmes and encouragingly 155 workers completed AET programmes, and three SETA-employer partnerships were established. In addition, a research study to identify skills needs for established, emergent co-operatives, small and emerging enterprises through SETA skills planning research and an evaluation study with a specific focus on customer satisfaction survey were conducted for the year under review. Research, monitoring and evaluation conducted by the LGSETA also feeds into the SSP update. The analysis of all data collected from primary and secondary sources produced the critical and scarce skills list and sector priority skills lists which forms the basis for implementation of skills development projects of the LGSETA |
| | Number of workers in AET programmes (completed) | 155 | |
| | Number of SETA-Employer partnerships established | 3 | |
| | Identify skills needs for established, emergent co-operatives, small and emerging enterprises through SETA skills planning research | 1 | |
| Promoting Spatial Transformation and Inclusion | Number co-operatives and small businesses supported with training interventions or funded | 22 | To promote spatial transformation, the LGSETA supported 22 co-operatives and 20 small businesses with training interventions or funding, while 100 TVET lecturers were exposed to the industry through skills programme and three SETA offices were established and maintained in TVET colleges |
| | Number of TVET lecturers exposed to the industry through skills programme | 100 | |
| | Number of SETA offices established and maintained in TVET colleges | 3 | |

5.3 PLAN OF ACTION

In ensuring planning translates into tangible implementation, the LGSETA's M&E department refined its approach through implementation of the Plan, Implement, Monitor and Improve (PIMI) approach as outlined in Figure 5-2, with specific focus of changing the focus on an output- driven approach towards outcomes-based decision making. This approach will ensure that the LGSETA no longer only assesses whether the targets have been met or not, but also assess the LGSETA's short, medium to long-term goals towards contributing to the National Development Plan Outcome of "Creating a skilled and capable workforce to support an inclusive growth path".

Figure 5-2 M&E PIMI Cycle



Strategies to be Employed to Ensure that Current Set Priorities Are Achieved

The LGSETA will consider a targeted approach by aligning project implementation that follows a District Development Model (DDM) to achieve greater impact than focusing on too many projects that it struggles to implement. Table 5-3 below illustrates the measures that will be put in place to ensure that the current 2021/22 strategic skills priorities are achieved.

Table 5-3 Measures to Ensure Achievement of 2021/22 Strategic Skills Priority Actions

| Strategic Focus Areas | Strategic Skills Priority Actions from 2021/22 SSP | Measures to achieve 2021/22 Priority Actions |
|---|--|---|
| Enhancing Good Governance, Leadership and Management Capabilities | Support management training programmes including technical, financial management and municipal administration | <p>The LGSETA has embarked on a proactive process by introducing an internal control mechanism for stakeholder engagements and adopting an improvement plan tool to track trends and patterns of addressing areas that were partially or not achieved on a monthly and quarterly basis.</p> <p>Furthermore, the LGSETA at a strategic level is deliberately adopting a targeted approach using a District Development Model to strengthen the achievement of its objectives and mandate</p> |
| | Support skills programmes relating to management/leadership/governance and accountability | |
| Promoting Sound Financial Management and Financial Viability | Support skills programmes relating to minimum competencies, financial, internal auditing, and supply chain management | |
| | Support senior municipal management through targeting interventions focusing on municipal finance, SCM and internal audit | |
| | Support occupations relating to internal auditor, internal audit manager, and chief financial officer/financial manager. | |
| Enhancing Infrastructure and Service Delivery | Support priority occupations and interventions including water related; engineering, electrical engineering, project managers (technical) and building inspector | |
| | Support skills programmes linked to basic services for water, electricity, sanitation and roads Batho Pele principles and client services | |
| | Support occupations linked to infrastructure planning, maintenance and technical services | |
| | Strengthen partnership with MISA to focus on infrastructure development and technical services for municipalities | |
| | Support youth linked to priority occupations and interventions | |
| Enhancing Municipal Planning | Finalise MoUs and expired partnerships that are linked to strategic priority areas | |
| | Identify new occupations for development and ensure training materials are developed | |
| | Implement PIMI model for all interventions linked to performance and planning | |
| Promoting Spatial Transformation and Inclusion | Skills programmes relating to green skills in local government | |
| | Skills programmes linked to ocean governance and protection | |
| | Partnerships with TVET colleges as specialist centres of excellence | |
| | Support priority occupations including town planners, building surveyors, transport planners, economic modelling | |
| | Support skills development relating to spatial planning and SMART cities | |
| | Skills programmes to support LED occupations (analytical skills), economics, SMME and cooperatives' sustainable development | |

5.4 CONCLUSION

The LGSETA has reviewed its strategy and approach to monitoring and evaluation to ensure that evidence is used to make informed decisions for planning purposes. The M&E unit is working closely with both the SSP and Research units to ensure a more integrated approach to align the SSP, APP, SP and M&E processes. The approach is aimed at creating greater impact for both skills planning and development thus ensuring a results-based approach is adopted in the way LGSETA conducts its work and funds strategic interventions aimed at contributing to the strategic skills priority actions.

CHAPTER 6

STRATEGIC SKILLS PRIORITY ACTIONS

6.1 INTRODUCTION

The previous chapters provided information and analysis on the skills dynamics within the local government sector. This chapter summarises those findings and presents a response in the form of recommended actions/priority actions that are realistic, consistent, and achievable.

6.2 KEY SKILLS FINDINGS FROM PREVIOUS CHAPTERS

Findings from Chapter 1

The sector profile clarifies the scope and scale of the sector in terms of the employer and employee profile. There are currently 257 municipalities and 274 837 employees in the sector. The sector is well transformed in terms of race, but further effort is required for gender and people with disabilities. There is a healthy spread across the age categories in all provinces. Education levels are relatively low but show slight improvement from 2020. 17,2% percent of employees have a high level of education of below NQF Level 2, while 15,4% of managers have less than an NQF 4 educational level. Raising the educational profile of the sector will assist in addressing some of the challenges identified. COVID-19 and the recent civil unrest increased expectations for efficient service delivery, but also places pressure on municipalities' ability to collect revenue, with widespread job losses among the citizenry and a negative impact on economic development. LED can be utilised to rebuild and minimise future unrest.

Findings from Chapter 2

The chapter identified factors affecting skills demand and supply for the sector and the challenges and implications for skills development. A change in skills needs arises from the development of smart cities, 4IR, the green economy, SMMEs and cooperatives. COVID-19 has significant implications on the factors affecting skills demand and supply, particularly on the technological change and digitisation. Additional skills issues identified include the impact of political change on the lack of development of personnel, improper management and lack of institutional controls. Specific skills needs that may arise include urban and regional planners, local economic development officers, data analysts, cyber security specialists, drone engineers, virtual platform specialists and software programmers.

Findings from Chapter 3

A comprehensive analysis of WSP data and existing research projects revealed several skills needs both in terms of occupational shortages (scarce skills) and skills gaps (top-up skills). Occupational shortages include but are not limited to civil engineer, electrical engineer, town planner, internal auditor, water reticulation practitioner, building inspector, and environmental scientist. Skills gaps include but are not limited to occupational health and safety, financial management, ethics, supervisory skills, health and wellness and computer literacy. COVID-19 has accelerated the need for ICT and 4IR-related skills, such as data analytics and cybersecurity. Furthermore, the implementation of blended learning could improve education and training in the sector but needs to be mindful of the digital divide and include diverse approaches including flipped classrooms and community radio for delivery. The top 20 occupational shortages and skills gaps, along with the Sector Priority Occupations and Interventions (SPOI) List will be used to inform the skills interventions planned by LGSETA.

Findings from Chapter 4

Partnerships are an important service delivery mechanism that can be leveraged by the LGSETA to assist in overcoming skills gaps, improving implementation of various programmes and providing access to other relevant stakeholders. LGSETA's strategic partnership model will strengthen the approach to addressing skills gaps. These include partnerships with organisations such as the Department of Tourism, Department of Small Business and Development and partnerships with various professional bodies, infrastructure and finance organisations.

LGSETA also plans to enter into new partnerships with organisations such as STATS SA, Department of Environment, Forestry and Fisheries and the National School of Government. Partnerships in response to COVID-19 should also be explored. A partnership with the University of New York would be instrumental in the development of smart cities.

Findings from Chapter 5

Chapter 5 outlined the SETA's monitoring and evaluation approach, indicating that the SETA has reviewed its strategy and approach to monitoring and evaluation to ensure that evidence is used to make informed decisions and for planning purposes. The M&E unit works closely with the Sector Skills Planning and Research units to ensure a more integrated approach to align SSP, APP, SP and M&E processes. A plan of action was also presented on how the SETA intends to achieve its priorities and address the gaps identified regarding its M&E. This plan of action includes implementing the PIMI cycle.

6.3 LGSETA STRATEGIC FOCUS

Local government, as a constitutionally mandated function of government, is driven by policy and legislative imperatives. Its mandate is encapsulated in the KPAs as defined by the Municipal Financial Management Act. Broadly, the KPAs relate to good governance and institutional development; municipal planning; financial management; infrastructure development and basic services. The strategic focus areas (Table 6.1 below) were developed based on these KPAs, in addition to the ERRP and resultant ERR Skills Strategy, the DG Strategic Framework Priorities, and the DDM. Along with the DDM, the Strategic Partnerships Model outlined in Chapter 4 allows for improved service delivery and infrastructure asset management through appropriate and targeted interventions addressing LED, technology and 4IR, youth unemployment initiatives and service delivery across the nine municipal service areas (e.g., energy, water and sanitation, waste and refuse management, etc.). The nine municipal service areas can provide opportunities to create partnerships, bridging the DDM and Strategic Partnerships Model.

The COVID-19 pandemic and the civil unrest have disrupted the course of business in the LG sector, thus necessitating a change in strategic approach. The strategic priority areas require increased skilling in areas such as water, sanitation, engineering, and technology and digitisation. In addition, with the adoption of e-learning and blended learning methods gaining favour, calls for greater collaboration with ICT stakeholders. Emerging research aims to understand how best to facilitate socio-economic development and service delivery to support SMMEs and unemployed learners into local economies, which is a key focus of the LED programmes.

6.4 RECOMMENDED ACTIONS

Through focused delivery of learning programmes, the development of required qualifications and other skills interventions, the SETA will continue to invest in the sector to support and enhance sustainable service delivery. The LGSETA's strategic focus areas are mapped to NSDP 2030 objectives, the strategic skills priorities (which will assist LGSETA in achieving their strategic focus) and the interventions, outcomes and impacts linked to these skills priorities—it also takes into account priorities linked to COVID-19 and civil unrests that impact the sector.

The eight NSDP 2030 objectives, referenced in the table below, are as follows:

1. Identify and increase production of occupations in high demand;
2. Linking education and the workplace;
3. Improving the level of skills in the South African workforce;
4. Increase access to occupationally directed programmes;
5. Support the growth of the public college institutional type as a key provider of skills required for socio-economic development;
6. Skills development support for entrepreneurship and cooperative development;
7. Encourage and support worker-initiated training;
8. Support career development service.

The SETA's strategic skills priorities will be articulated in the SETA's Strategic Plan and APP as part of Programme 2: Skills Planning, Programme 3: Learning Programmes and Programme 4: Quality Assurance. The key priorities for the 2022/2023 financial year are:

- Support youth and employees targeted skills programmes for councillor development, governance/performance culture linked to service delivery, ethical leadership, management, accountability, 4IR, green skills, ocean governance, LED, SMMEs and cooperatives, basic service including roads, electricity and water, AET, disability and rural initiatives;
- Support youth and employees' priority occupations and interventions linked to municipal financial management, internal auditing, supply chain and municipal administration, water, engineering, technical services, infrastructure, town planning, and disaster management;
- Support partnerships with TVET colleges and partnerships linked to strategic priority areas; develop new occupations;
- Implement PIMI model for all interventions linked to planning and performance.

As mentioned in section 6.3, the strategic skills priorities are informed by the DDM—the DDM approach aims to address skills needs at a district level, which include metropolitan municipalities. In compiling the HTFVs and skills gaps, the approach to data collection, analysis and meaningful use included identifying skills gaps and occupational shortages at a district and provincial level, analysing WSP data and OFO codes according to municipal service delivery areas and triangulating them against the provincial and district analysis, confirming the appropriate interventions for each district and metro according to the unique demand, and implementing interventions at the “coal-face” of service delivery.

The analysis also included the Economic Reconstruction and Recovery Plan (ERRP) and resultant ERR Skills Strategy (“Skills Strategy”). The ERRP looks at recovering the waning economy and “stimulating equitable and inclusive growth” in a time of COVID-19. The ERR Skills Strategy presents key interventions to support the ERRP from a skills perspective. To this effect, LGSETA has incorporated the ERRP and the ERR Skills Strategy into its Strategic Skills Priorities. There are nine priority interventions proposed in the ERRP, the most relevant to the LG sector being aggressive infrastructure investment, energy security, gender equality and economic inclusion of women and youth, green economy interventions towards a green and sustainable economy, and mass public employment interventions. Many of the occupational shortages identified in the ERRP are also identified in the sector and reflected in the SPO List (Chapter 3.4) and the HTFVs and Strategic Occupations in Chapter 3.2.1. These include occupations such as civil engineer, building inspector, electrician, electrical engineer, environmental scientist, urban and regional planner (town planner) and water plant operator.

To respond to the nine priority interventions of the ERRP from a skills perspective, the ERRP Skills Strategy proposes 10 skills interventions as follows:

1. Embedding skills planning into sectoral processes;
2. Updating or amending technical and vocational education programmes;
3. Increased access to programmes resulting in qualifications in priority sectors;
4. Access to targeted skills programmes;
5. Access to workplace experience;
6. Supporting entrepreneurship and innovation;
7. Retraining/up-skilling of employees to preserve jobs;
8. Meeting demand outlined in the List of Critical Occupations;
9. National Pathway Management Network;
10. Strengthening the post-school education and training system.

Table 6-1 below presents the Strategic Skills Priorities and their link to the NSDP 2030 and ERR Skills Strategy.

Table 6-1 Strategic Skills Priorities

| NSDP Obj. | ERR Skills Strategy | LGSETA Strategic Focus Area | Outcomes | Priority Interventions | Time Frame (Short 1-2 yrs; Medium 3-4 yrs; Long Term 5yr +) |
|--|-----------------------------|---|--|---|---|
| Overall Impact: Highly skilled and professional local government workforce to ensure efficient and effective service delivery | | | | | |
| 2 3 5 7 8 | 1 2 4 7 8 10 | Enhancing Good Governance, Leadership and Management Capabilities | Strengthen governance, engaged management and ethical leadership | <ol style="list-style-type: none"> 1. Support targeted interventions for councillor development 2021-2022 and strengthen partnership with CoGTA and SALGA to target intervention. Support COVID-19 interventions among locals, especially rural communities, councillors may also be trained in COVID-19 awareness, so they may propagate this information in their communities 2. Approved strategy and preparation for induction programmes for new councillors from 2022 3. Support skills programmes such as governance/human capital/performance culture for municipal management linked to service delivery 4. Support targeted management training programmes including technical training, municipal financial management, municipal administration 5. Support skills programmes relating to engaged manager, ethical leadership, enabling governance, accountability and productivity tools 6. Support skills programmes for traditional leaders based on identified needs. Support COVID-19 interventions among locals, especially rural communities. Traditional Leaders may also be trained in COVID-19 awareness, so they may propagate this information in their communities 7. Support union leadership programmes 8. Support women in leadership and management programmes 9. Conduct research on HRD governance/political oversight/evidence-based research on implementing Integrated Management Framework for HRD | Short term Short term Short term Short term Short/medium term Medium/long term Medium/long term Medium/long term |
| 1 3 4 7 8 | 1 2 4 5 8 10 | Promoting Sound Financial Management and Financial Viability | Sound financial management to ensure efficient and effective use of public resources | <ol style="list-style-type: none"> 1. Support skills programmes relating to minimum competencies, financial skills, internal auditing, supply chain management through programmes such as Municipal Financial Management Programme and administration programmes. Municipalities will thus have to exercise frugal financial management to preserve funds when revenue collection is declining and increased financial strain as a result of COVID-19 2. Support occupations relating to internal auditor, internal audit manager, and chief financial officer/financial manager. With revenue collection declining as individuals lose their jobs and businesses shut down due to the COVID-19 pandemic, it is important to detect irregularities and arrest them in an effort to promote accountability, especially with scarce resources 3. Support senior municipal management through targeting interventions focusing on service delivery areas, municipal finance, SCM and internal audit. This is expected to help municipalities be better equipped to deal with the pandemic 4. Conduct a tracer study research on programmes related to minimum competencies (enrolments, graduates and return on investment in workplace). This too is expected to help municipalities be better equipped to deal with the pandemic and socio-economic challenges | Short term Short term Short term Short/medium/long term |

| NSDP Obj. | ERR Skills Strategy | LGSETA Strategic Focus Area | Outcomes | Priority Interventions | Time Frame (Short 1-2 yrs; Medium 3-4 yrs; Long Term 5yr +) |
|--|---------------------|---|---|--|---|
| Overall Impact: Highly skilled and professional local government workforce to ensure efficient and effective service delivery | | | | | |
| 1 | 1 | Enhancing Infrastructure and Service Delivery | Improved Service Delivery and Infrastructure Asset Management | 1. Support priority occupations in the nine municipal-service areas relating to water reticulation practitioner, water quality analysts, and water and wastewater treatment operators, technical project managers, civil engineering technician, civil engineering technologists, electrical engineering, electrical engineering technician, electrical engineering technologist, electrician, property valuer, project managers (technical) and building inspector. To curb the spread of the COVID-19 pandemic, regular hand washing is recommended, however, some areas in the country do not have adequate water supply for this to happen. As such, water related occupations will be prioritised to increase water provision in the country, especially in rural areas | Short term |
| 3 | 2 | | | 2. Support skills programmes linked to basic services for water, electricity, sanitation and roads including civil and electrical engineers/technicians and technical project management, Batho Pele principles and client services. These cover the municipal service areas of energy, water and sanitation, transport, roads and storm water, town and regional planning and community services. Promoting COVID-19 infection control, water, sanitation and engineering works will be prioritised to increase water provision for hand washing, maintain good hygiene and improve spatial planning to help maintain social distancing respectively | Short term |
| 4 | 4 | | | 3. Support skills programmes to support 4IR including data analysts, cyber security specialists, drone engineers, virtual platform specialists, software developers. Technological change and digitisation have been identified as a change driver and the COVID-19 pandemic is accelerating this with the uptake of the 4IR, data analysis, cybersecurity and software development being some of the areas that will be explored further (the digital economy is noted as a key skills gap in recovery by the ERRP) | Short/medium term |
| 6 | 5 | | | 4. Support occupations linked to infrastructure planning, maintenance and technical services, as well as occupations informed by research namely chemistry specialist, environmental healthcare specialist, energy production technologists, instrumentation controllers, horticulture specialists, water engineers, water technologists and environmental health officers | Short term |
| 7 | 6 | | | 5. Partner with TVET colleges as specialist centres of excellence informed by the Strategic Partnerships Model (See Chapter 4) | Short term |
| 8 | 8 | | | 6. Support youth linked to priority occupations and interventions | Short, medium/long term |
| | 10 | | | 7. Support occupations linked to infrastructure planning, maintenance and technical services, as well as occupations informed by research namely chemistry specialist, environmental healthcare specialist, energy production technologists, instrumentation controllers, horticulture specialists, water engineers, water technologists and environmental health officers. | Short/medium term |
| | | | | 8. Partner with more TVET colleges as specialist centres of excellence informed by the Strategic Partnerships Model (See Chapter 4) | Medium/long term |

6.5 CONCLUSION

The recommended actions of the SSP are aligned to LGSETA's strategic focus areas, ERR Skills Strategy priorities, and the NSDP 2030 objectives. This alignment will allow LGSETA to ensure they are implementing interventions that address all three of these areas in an integrated manner using a DDM approach. LGSETA strives to be a SETA of excellence that facilitates skills development towards achieving a highly skilled and capable local government workforce as envisaged in the National Development Plan. By approaching skills development in an integrated systemic manner, LGSETA aims to improve service delivery for the benefit of all.

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ANNEXURE A: UNIVERSITY AND TVET PARTNERSHIPS

The Table below illustrates the start and end dates of the various University and TVET colleges as mentioned in Chapter 4 and are currently under review.

Table A-21 University and TVET Partnerships

| PROVINCE | NAME OF INSTITUTION | START AND END DATE |
|--------------------------------|---|--|
| Public Universities (6) | | |
| Free State | Central University of Technology | 14 August 2020 -31 March 2021 (in the process of reviewing) |
| Gauteng | Vaal University of Technology | 14 October 2020 – 31 March 2021 (in the process of reviewing) |
| Gauteng | Tshwane University of Technology | 14 October 2020 – 31 March 2021 (in the process of reviewing) |
| North-West | North-West University | 05 February 2020 – 31 March 2030 |
| Western Cape | University of Western Cape | 28 July 2020 - 31 March 2021 (in the process of reviewing) |
| Western Cape | Cape Peninsula University of Technology | 21 July 2020 – 31 March 2021 (in the process of reviewing) |
| TVET Colleges (15) | | |
| Eastern Cape | Lovedale TVET College | 09 October 2019 – 31 March 2020 (in the process of reviewing) |
| Eastern Cape | King Sabatha Dalindyebo TVET College | 19 November 2020 – 31 March 2021 |
| Gauteng | South West TVET College | 17 December 2020 – 31 March 2023 |
| KwaZulu-Natal | Mnambithi TVET College | 19 December 2020 – 31 March 2023 |
| KwaZulu-Natal | Majuba TVET College | 02 November 2020 – 31 March 2023 |
| KwaZulu-Natal | Umfolozzi TVET College | 02 September 2020 – 31 March 2021 (in the process of reviewing) |
| Limpopo | Mopani South East TVET College | 02 September 2020 – 31 March 2021 (in the process of reviewing) |
| Limpopo | Lephalale TVET College | 16 October 2017 – 31 March 2020 (in the process of reviewing) |
| Limpopo | Letaba TVET College | 04 October 2017 – 31 March 2020 (in the process of reviewing) |
| Mpumalanga | Gert Sibande TVET College | 10 November 2020 – 31 March 2023 |
| North West | Taletso TVET College | 02 September 2020 – 31 March 2030 |
| North West | Orbit TVET College | 02 September 2020 – 31 March 2030 |
| North West | Vuselela TVET College | 02 September 2020 – 31 March 2030 |
| Western Cape | False Bay FET College | 02 November 2020 – 31 March 2023 |
| Western Cape | West Coast TVET College | 02 September 2020 – 31 March 2023 |

ANNEXURE B: CURRENT LGSETA REGISTERED QUALIFICATIONS

The table below shows the list of existing LGSETA registered qualifications:

Table B-24 Current LGSETA Registered Qualifications

| No | NAME OF QUALIFICATION | NQF LEVEL | QUALIFICATION ID |
|----|---|-------------------------------|------------------|
| 1 | Certificate: Local Government | Level TBA: Pre-2009 was L5 | 23616 |
| 2 | Certificate: Municipal Financial Management | Level TBA: Pre-2009 was L6 | 48965 |
| 3 | Further Education and Training Certificate: Community Development: Local Economic Development | Level 4 | 76989 |
| 4 | Further Education and Training Certificate: Environmental Practice | Level 4 | 50309 |
| 5 | Further Education and Training Certificate: Fire and Rescue Operations | Level 4 | 57803 |
| 6 | Further Education and Training Certificate: Generic Management: Disaster Risk Management | Level 4 | 64870 |
| 7 | Further Education and Training Certificate: Leadership Development | Level 4 | 50081 |
| 8 | Further Education and Training Certificate: Municipal Finance and Administration | Level 4 | 50372 |
| 9 | General Education and Training Certificate: Environmental Practice | Level 1 | 49552 |
| 10 | Higher Certificate: Local Government | Level 5 | 23617 |
| 11 | National Certificate: Community Development: Integrated Development Planning | Level 5 | 83392 |
| 12 | National Certificate: Community Development: Local Economic Development | Level 5 | 83393 |
| 13 | National Certificate: Emergency Services Supervision: Fire and Rescue Operations | Level 5 | 64390 |
| 14 | National Certificate: Environmental Management | Level 5 | 66789 |
| 15 | National Certificate: Environmental Practice | Level 3 | 49752 |
| 16 | National Certificate: Environmental Practice | Level 2 | 49605 |
| 17 | National Certificate: Local Economic Development | Level 4 | 36436 |
| 18 | National Certificate: Local Economic Development | Level 6 | 36437 |
| 19 | National Certificate: Local Economic Development | Level 5 | 36438 |
| 20 | National Certificate: Local Government Councillor Practices | Level 3 | 58578 |
| 21 | National Certificate: Local Government Support Services | Level 3 | 58644 |
| 22 | National Certificate: Municipal Governance | Level 5 | 60529 |
| 23 | National Certificate: Municipal Integrated Development Planning | Level 5 | 50205 |
| 24 | National Certificate: Ward Committee Governance | Level 2 | 57823 |



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